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2010-2011 GRAND JURY RELEASES REPORT ON BUDGETARY IMPACTS ON THE ADMINISTRATION OF JUSTICE IN SAN JOAQUIN COUNTY

The San Joaquin County 2010-2011 Civil Grand Jury today released its informational report investigating budgetary impacts on the administration of justice in San Joaquin County.

“San Joaquin County public jurisdictions have been under increasing budget management pressure to secure sufficient resources to deliver an acceptable level of service. The need to continue to reduce budgets, personnel, and services over the past several years threatens the ability to ensure public safety in the present fiscal climate.”

The Grand Jury’s investigation included the review of materials such as Law and Justice portions of the San Joaquin County budget and City of Stockton budget; crime data from each City and the County of San Joaquin from 2005 to 2010; U.S. Department of Justice, Federal Bureau of Investigation- FBI Uniform Crime Reports, 2005-2010; and various research studies and surveys. The Grand Jury also conducted numerous interviews, which included the San Joaquin County Sheriff and leadership staff; Chiefs of Police of the Cities of Escalon, Lathrop, Lodi, Manteca, Stockton and Tracy; Law Enforcement Officers on Ride-a-Longs by the Grand Jury members; Mayor of the City of Stockton; City Manager of Stockton; Senior Deputy County Administrator; District Attorney; Public Defender; Representative, Lawyer Referral Services; and Representative, San Joaquin Bar Association.

In the course of its investigation, the Grand Jury found that law and justice agencies in San Joaquin County have suffered substantial losses to their staffing levels over the last three years,

reductions ranging from 25-40% fewer employees. Special programs implemented by agencies in an attempt to take a proactive approach in preventing crime have been eliminated, such as gang and narcotics programs and community policing programs. The County has more than 4,000 gang members who reside in the County, whom studies indicate are a major source of violent crime.

The report addresses the nature of policing and crime, and in particular discusses the City of Stockton, which *“has a persistent violent crime rate of more than 300% of the state and national averages. In 2006, Stockton Police Department commissioned a research study directed at preventing violent street crime.”* The study is discussed in the report. The report also addresses best practices in police to population ratios. Agencies in the County have lower sworn officer to population ratios than compared to the 2003 national average for communities of similar size. For instance, the ratio of sworn officers to population in communities of similar size to Stockton was 2.5 officers for every 1,000 residents in 2003; the Stockton ratio in 2010 was 1.1 officers for every 1,000 residents. These ratios are sure to continue in this economic climate. The reductions in staff and other challenges facing each law and justice agency in the county are detailed in the report, along with statistical information across several years, including the number of violent crimes committed, calls for service, and total arrests.

The Grand Jury concluded that, *“agencies, public representatives and administrators are generally approaching the reductions in personnel, operations, and budget limitations in a constructive manner. Most agencies have approached these challenges as opportunities to think creatively, change significant operational priorities, focus on staffing for immediate safety needs, use forward thinking to consider alternatives including merger and consolidation with other agencies, etc. Most leaders are using evidence-based recommendations from research in public safety. Agencies have developed priorities and alternatives to traditional responses to the mandates of their agency.”*

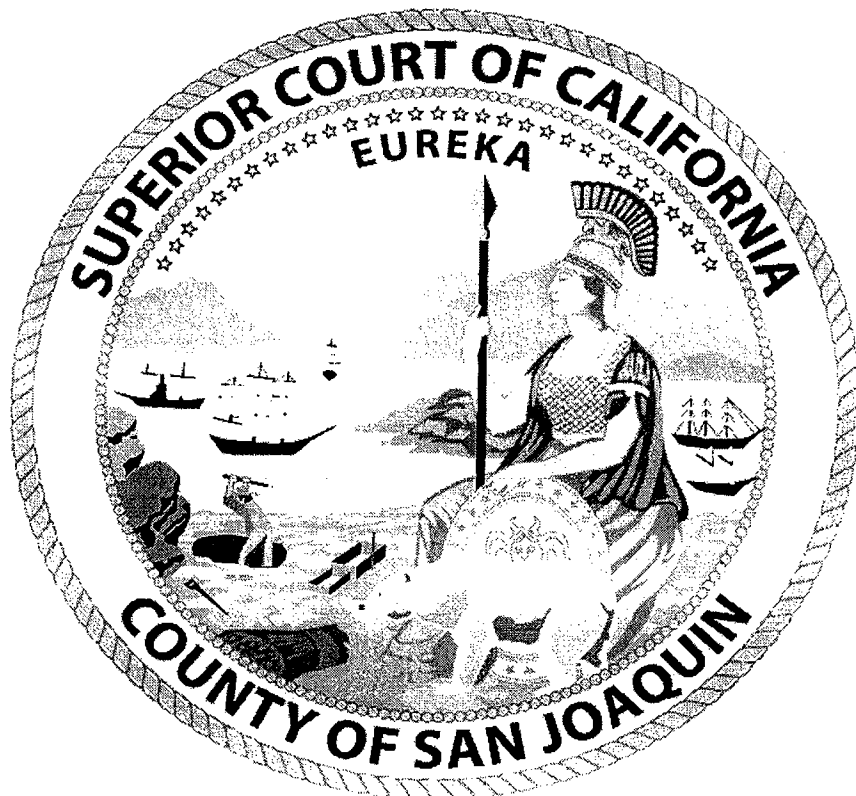
The Grand jury further notes that *“what San Joaquin County elected officials and administrators will do in the immediate future to ensure the public safety of the communities of the County is unknown and uncertain.”* More certain though is that *“modest increases of police force size, with appropriate leadership and direction, lead to significant reductions in crime”* as

longitudinal studies analyzing crime have found; *“the law and justice focus must be concentrated on gang activity; data does matter; perceptions of safety and community matter; it will take significant grass roots effort to improve quality of life issues for the entire community-it does “take a village” ; and there are many examples of successful approaches and solutions to difficult community challenges. Citizens are encouraged to stay informed, involved in ways that bring passion, value, purpose and meaning to them personally, and represent their concerns and priorities to those who represent them.”*

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(Copy of report attached)

San Joaquin County Grand Jury
INFORMATIONAL REPORT



**BUDGETARY IMPACT ON
ADMINISTRATION OF JUSTICE
IN SAN JOAQUIN COUNTY**

EXECUTIVE SUMMARY

Public Safety is a critical component of an orderly and civilized society. The 2010/2011 Grand Jury met with municipal and county law and justice leaders about the concern of ongoing drastic reductions to budgets, personnel and services that ensure public safety in San Joaquin County.

- Communities in the County have experienced significant loss of personnel in law and justice agencies, ranging from 25-40% in the past three years
- More than 4,000 gang members reside in the County and are a significant source of violent crime
- Police gang units have been reduced or eliminated due to lack of resources
- Homicides increased 244% in Stockton in the first six (6) months of 2010, compared to the same time period in 2009
- Significant reductions of fiscal and human resources have led to reductions in arrests, prosecutions, adjudications and punishments of criminals in San Joaquin County

Areas in the county have had long-term socio-economic forces that complicate a just system of law and order in society. Police agencies become the social service agency of last resort during severe economic constraints on governmental services. Reductions in the law and justice system lead to less prevention, detection, and adjudication of criminal activity.

Stockton has a persistent violent crime rate of more than 300% of the state and national averages. In 2006, Stockton Police Department commissioned a research study directed at preventing violent street crime. The study provides critical analysis and insight into the problems facing Stockton. The serious implementation of the recommendations would likely have a positive impact on critical dynamics of crime, law and justice in the community. One of the most critical recommendations included increasing the ratio of the police force to near national recommendations. In actuality, modest police force increases, with appropriate leadership and direction, have been shown to significantly impact crime. The challenges facing each law and justice agency in the county are detailed in the discussion section, along with various demographic data of each community.

The Grand Jury found that agencies, public representatives and administrators are approaching the challenges facing law and justice in a constructive manner. They are approaching the difficult task as opportunities to think creatively, change significant operational priorities, and consider alternative to service models.

There are risks other than public safety affected by a reduction of staff and funding in the justice system. It is clear that residential and commercial property values are lower. New business and industry are less likely to locate in less safe communities. Higher unemployment could be an outcome from these situations. Less safe communities have high emotional and physical damage, and obviously the chances of becoming a victim of crime are much higher. It is also clear that it is up to each citizen of the community to embrace and value the potential of each person and the community. There needs to be active citizen involvement of time, energy and resources to support the success of the community, find opportunities for the challenges facing the community and not just expect government and elected officials to be able to accomplish the changes that are needed without active involvement of citizens.

2010/2011 San Joaquin County Grand Jury Case No. 0810

Summary

This report is intended to inform residents of San Joaquin County about the changes to essential services, reductions in workforce, and budget constraints affecting public safety. While there may be weak signs of economic recovery at a global level, California's economy is less than "golden". City and county government is still facing unknown fiscal impact from future state and federal budget decisions for fiscal 2011/2012.

Public safety is a critical component of an orderly and civilized society. San Joaquin County public jurisdictions have been under increasing budget management pressure to secure sufficient resources to deliver an acceptable level of service. The need to continue to reduce budgets, personnel and services over the past several years threatens the ability to ensure public safety in the present fiscal climate.

Law and justice leaders throughout the County have prioritized limited resources and focused primarily on immediate threats to life and public safety. These changes lead to the implementation of "work-around" strategies by an overwhelmed workforce and a cascade of unintended consequences.

Background

During presentations about current operations, tours of facilities in the county and interviews, it became obvious to the Grand Jury that each agency will have to develop new strategies for service needs due to:

- Police agencies struggling to fill minimum staffing levels
- Police agencies eliminating or reducing most or all "proactive policing units" such as community school resource officers and those focused on criminal activity for drug, gang, and auto theft
- Community Accountability Program is now used for low level misdemeanor offenders by the District Attorney's Office
- Sheriff Dept closing housing units at the honor farm
- Juvenile Probation Detention eliminating 30-bed-housing unit due to budget cuts

The Grand Jury met with leaders from each municipal and county law enforcement agency, the offices of the District Attorney, the Public Defender, Lawyer Referral Service, and detention facilities in the County.

Glossary

Work-around	A strategy that bypasses a recognized problem in a system with a temporary, creative and “outside-the-box” solution. Typically placing pressure on a workaround may result in later failures in the system
Part 1 Violent Crime	Homicide, Rape, Robbery and Aggravated Assault, commonly referred to in the Uniform Crime Report as Violent Crime
Broken Window Theory	A hypothesis by George Kelling asserting that addressing minor quality of life offenses that contribute to public disorder, would prevent more serious crimes from being committed
DOJ	United States Department of Justice
FBI	Federal Bureau of Investigation, a branch of the DOJ
UCR	Uniform Crime Reports, statistical data published by the DOJ, FBI
Type 1 Jail	“A local detention facility used for the detention of persons for not more than 96 hours, excluding holidays, after booking”, as defined by California Code of Regulations, Title 15
Priority 3 Calls	Non-emergency calls for police service, also known as “cold calls”

Issues

It would be simplistic to assign the origin of the current economically challenging situation to revenue shortfalls resulting from a collapsed banking and housing market alone. Inefficiencies exist in all branches of government. Rapid advances in technology and information services require continuous costly capital improvements. Negotiated public employee benefits have reached unsustainable long-term commitments of resources. These are only a few of the economic precursors to the current situation in which San Joaquin County finds itself.

Other factors affecting leaders’ decisions include the 2010 data about the County having the:

- tenth highest state unemployment rate (18.3% vs. 9.6% statewide)
- seventh highest rate of home foreclosures in the nation
- persistent reductions in property value (67% since 2005)

These factors, in conjunction with a weak business climate, have contributed to reductions of:

- property values
- residential and commercial property tax values and revenues
- sales tax revenues

This investigation focuses on key elements of the law and justice system and may appear to primarily address law enforcement, because policing is the entry point into the criminal justice system in most instances.

The Nature of Policing and Crime – The Social Service Agency of Last Resort

Stockton is the only city in San Joaquin County with a population in excess of 100,000. The US Department of Justice (DOJ), Federal Bureau of Investigation (FBI) maintains national crime statistics on all cities and posts those with a population of 100,000 or more. According to data derived from the FBI Uniform Crime Report (UCR) for 2009, Stockton ranked second in California and 14th in the nation for Violent Crime in cities with populations over 100,000 (see Tables 1, 2 and 3). Comparisons of the first six months of 2010 with the same time frame in 2009 reveal significant increases in every indicator of violent crime. Most striking is homicides increased from nine (9) in 2009 to 22 in the same period of 2010, a 244% increase in that single category. Local crime rates should concern the average citizen of the County.

TABLE 1
Stockton Crime Rankings
Compared to US Cities Over 100,000 Population
from data reported to
Department of Justice, FBI Uniform Crime Report
January 1-December 31, 2009*

	CALIFORNIA	RANK IN U.S.
Violent Crime-combined rate	2 nd	14 th
Homicide	9 th	60 th
Rape	23 rd	154 th
Robbery	3 rd	32 nd
Aggravated Assault	2 nd	13 th

*last complete year of data

TABLE 2
Stockton Property Crime Rankings
January 1-December 31, 2009*

	California**
Property Crime-combined rate	2 nd
Burglary	3 rd
Theft	3 rd
Stolen Vehicles	9 th
Arson	47 th

*last complete year of data

**national rankings are not reported for property crime

The Grand Jury reviewed research and studies about the prevention of violent crime and the relationship of police staffing levels to the reduction of crime (see Bibliography). There are numerous research theories and models in the literature, and only a limited few will be discussed in this report.

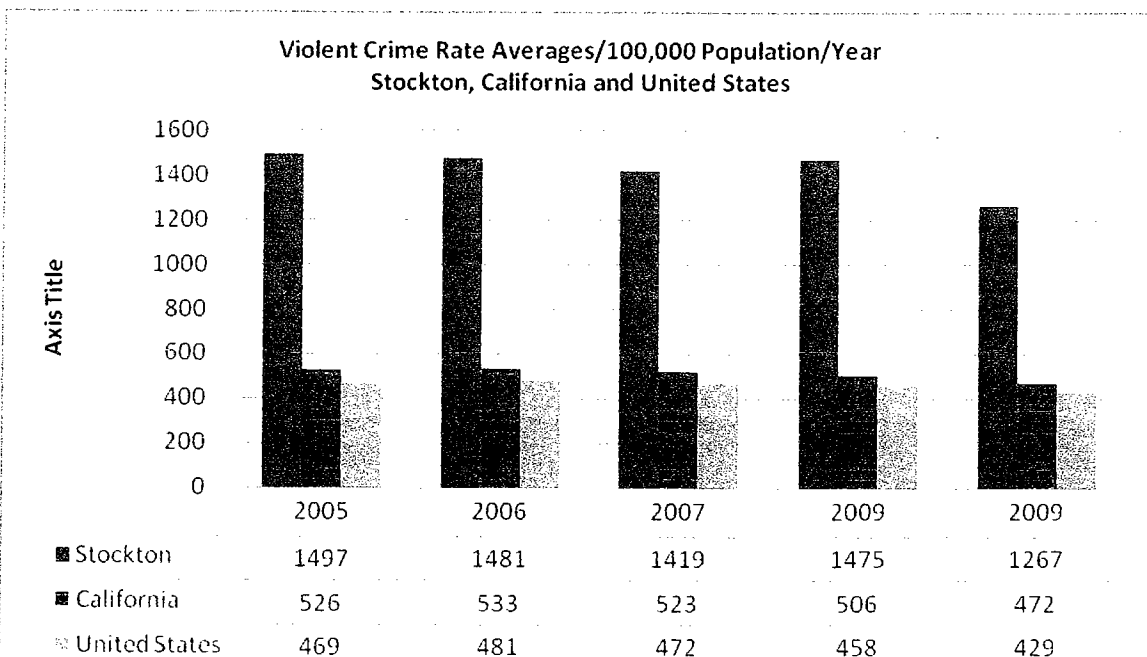
numerous research theories and models in the literature, and only a limited few will be discussed in this report.

A number of studies (Corman and Mocan 2000; Marvell and Moody 1996; Vollaard 2005) all examined crime over long periods of time, and found that modest increases of five to ten percent in the number of police officers, with the right leadership and direction, lead to reductions in crime and nuisance in communities. When communities are faced with severe reductions in public funding of health and human services and programs, including mental health, street youth program and public housing programs, the police become the social service agency of last resort, dealing with street disorder and associated crime. Socio-economic stressors of a community significantly contribute to crime rates of the community

Preventing Violent Street Crime in Stockton -2006 Study

Stockton has persistently maintained an average rate of violent crime that is at least 300% of the national and state average. In 2006, the City of Stockton commissioned a study "*Preventing Violent Street Crime in Stockton, CA*" by Anthony A. Braga, Ph.D. Dr. Braga is a Senior Research Associate in the Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University. In 2004 and 2005, Stockton was identified as the most violent city in California with a rate of 1,362 violent crimes per 100,000 residents based on the FBI Uniform Crime Reports. The Stockton study is definitely a study that should be revisited by elected officials, city leaders and interested community members throughout the county. Recent trends in reported rates of crime in Stockton compared to California and national average rates of crime can be seen in Table 3.

TABLE 3
Violent Crime Rate Averages/100,000 Population/Year
National Stockton and California



Dr. Braga is well known for his research in and publication of *Problem-Oriented Policing and Crime Prevention*, Criminal Justice Press, 2002. He has an impressive resume and history of consultation, designing and implementing problem-oriented policing strategies. One study involved reducing youth homicide in Boston by two-thirds during the mid to late 1990's. The model helps bridge a gap between research in criminology and local police practices. The model stresses the need to build on the institutional capacity within policing to engage in in-depth research that translates into improved police practices and outcomes. When experienced officers become focused on and target certain crime problems in the community, significant results occur to reduce violent crime. Examples of where investment of police resources reduces criminal activity include targeting: neighborhoods and places where crime frequently occurs, high-activity repeat offenders, and protecting repeat victims.

In the Stockton study, Dr. Braga started by systematically analyzing the nature of violent crime in Stockton. He then provided recommendations to the challenges and opportunities facing Stockton. He found Stockton shared similarities with other cities. Violent crime was highly concentrated among a small number of "hot spot" locations and highly-active gang-involved offenders. He also found a wide range of rates of violent crime when data was disaggregated by category of violent crime (homicide, rape, robbery, etc.). He initially focused on Homicide, not only because of its severity, but because it is a fairly reliable barometer of all violent crime. It is also the most reliable reported crime across the nation. Among his findings: most homicides were gun related, offenders and victims shared similar characteristics including 70% with a history of at least one prior arrest, and more than half were gang members. At the time of the study, Stockton had more than 40 street gangs, with estimated membership between 2,507 and 2,813. While they represented a small percent of Stockton's residents, they were generating a large share of violent crime.

Dr. Braga also found the Stockton Police Department (SPD) had developed a series of violent crime reduction responses that were based on national best practices for strategic crime prevention. He also found the command staff had made earnest efforts to maximize their ability to prevent violence despite very limited resources and persistent urban problems.

Key recommendations included:

- Increase the number of authorized full-time sworn officers closer to the national average for similar sized populations. The recommended force number at the time of the study was 550 sworn officers. Also required were increases of support staff and supervisory positions. (Note: In 2010, there are currently 342 sworn officers in Stockton Police Department).
- Until the force could increase to appropriate size, the City and SPD should maintain the hot spot policing programs at original levels.
- Continue to focus on hot reporting districts by maintaining an increased presence and community policing, to maintain short-term crime prevention gains in targeted neighborhoods.
- Expand the number of officers dedicated to preventing gang violence. The mission should more closely adhere to an approach that combines enforcement, prevention, and intervention to proactively prevent gang violence. Collecting and analyzing intelligence and crime data must be an important component of gang violence prevention efforts.

- The Operation Peacekeeper initiative must be reinvigorated.
- The City of Stockton hire additional gang outreach workers to provide gang-involved youth and their families with opportunities and services.

Best Practices in Police to Population Ratio's

The U.S. Department of Justice, Bureau of Justice Statistics, issues highly reliable data on state and local police personnel throughout the U.S. These survey results represent national averages of sworn officer to population. These statistics are recorded based on community size. Decisions regarding staffing and deployment of police personnel are variable based on needs assessed within each local community. Table 4 is included as a point of reference in comparing the communities in San Joaquin County with nation-wide averages for communities of similar size.

The last time a comprehensive national survey was completed of the ratio of sworn officer to population was 2003. This period of time was relatively stable economically, compared to the past three plus years of economic stress on government services. Police force staffing more likely reflected what was reasonable for communities, and provides a poignant point of reference and contrast to current ratios.

A metropolitan area the size of Stockton has a national comparison ratio of 2.5 sworn officers to 1,000 residents. Stockton has a current ratio of 1.1 per 1,000 population, 44% of the average national force. This is prior to the impending budget and personnel cuts expected for the 2011-2012 fiscal year.

TABLE 4
Ratio of Sworn Officers to 1000 Population
San Joaquin County Total Population 674,860 - 2010 Census Data

Agency	Population 2010 Census	Officer to 1,000 Population Ratio 2010	National Average 2003 Officer to 1,000 Population Ratio*
Escalon	7,132	1.1	2.2
Lathrop	18,023	1.3	2.0
Lodi	62,134	1.2	1.8
Manteca	67,096	0.89	1.8
Ripon	14,297	1.5	2.0
San Joaquin Sheriff	133,687	0.90	1.9
Stockton	290,409	1.1	2.5
Tracy	82,082	1.0	1.8

*latest available data

Method of Investigation

Materials Reviewed

- San Joaquin County Budgets, Law and Justice
- City of Stockton Budgets, Law and Justice

- Crime Data from each City and the County of San Joaquin, 2005-2010
- U.S. Department of Justice, Federal Bureau of Investigation- FBI Uniform Crime Reports, 2005-2010
- Various research studies and surveys

Interviews Conducted

- San Joaquin County Sheriff and leadership staff
- Chiefs of Police of the Cities of Escalon, Lathrop, Lodi, Manteca, Stockton and Tracy
- Law Enforcement Officers on Ride-a-Longs by the Grand Jury members
- Mayor of the City of Stockton
- City Manager of Stockton
- Senior Deputy County Administrator
- District Attorney
- Public Defender
- Representative, Lawyer Referral Services
- Representative, San Joaquin Bar Association

Resources and Website Resources

- www.popcenter.org/library/reading/pdfs/braga/pdf
- www.stocktonpoa.com/Braga_Report.pdf
- www.policeforum.org
- www.springerlink.com/content/g54255r76x275806/
- www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2010/preliminary-crime-in-the-us-2009
- www.theiacp.org/LinkClick.aspx?fileticket=LF7xdW11tPk%3d&tabid=87

DISCUSSION

Law and Justice in San Joaquin County

The Grand Jury has attempted to summarize each agency's challenges for their specific community and mission, within the context of comparable demographics. Additionally, the impacts of budget and personnel cuts are noted, as well as trends in crime reporting.

SAN JOAQUIN COUNTY SHERIFF/CORONER, Unincorporated areas

San Joaquin County is 1,400 square miles with a total population of approximately 674,860 residents. There are about 133,687 people living in the unincorporated areas of the county, served by the Sheriff's office. The San Joaquin County Sheriff has numerous mandated service missions. These programs have experienced budget cuts of \$28,000,000 over the past three years. The following programs have been seriously impacted by reductions in money, personnel or both: Boating Patrol, Mountain House community patrols, Patrol Division, Communications, Detectives, Records, Civil Division, Coroner/Morgue, Administration & Support Services,

Lathrop City Police contract, Court Services, Custody (Jail), Supervision of Custody Work programs, Public Administrator functions, Fish and Game, and Burials.

The jail facility serves as county intake center and provides for the detention of sentenced and unsentenced persons. Juveniles are not detained in the facility. The county jail currently has 1,380 beds. The jail population is averaging between 1,200-1,250 inmates in the jail compound and honor farm on a daily basis. The Sheriff is under court order for early releases when the population of the jail reaches capacity. AB 900 will fund construction of an additional 1,250 bed addition to the current jail. Officials are moving forward with the plans, but timelines have yet to be established. There may be insufficient funding to staff the facility.

The Sheriff's Office currently has 735 employees. Personnel reductions have occurred in the following areas:

TABLE 5
San Joaquin County Sherriff
Personnel Reductions by Service Area

Patrol	Detectives	Records	Morgue	Custody	Support Staff
-42	-8	-9	-1	-57	-4

An additional 11 allocated Correction Officer positions are vacant and unfunded and will likely be recommended for elimination. The Patrol Division has four vacant and unfunded positions that will also likely be eliminated.

TABLE 6
San Joaquin County Sheriff/Coroner
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

SHERIFF	2007	2008	2009	2010*
Homicide	12	9	10	*
Rape	30	27	34	*
Robbery	234	205	195	*
Aggravated Assault	805	844	819	*
Calls for Service	69,631	77,049	83,901	86,912
Total Arrests	8,017	8,127	9,812	12,230
New Jail Bookings	2,769	2,776	2,914	3,167
Jail Daily Inmate Population	1,532	1,512	1,587	1,666

*Incomplete data available at time of report

CITY OF ESCALON

The City of Escalon has a population of 7,132 in two square miles. Escalon Police Department (EPD) laid-off a full time dispatcher and entered into a consolidation dispatching agreement with the City of Ripon Police Department. EPD acquired an additional sworn police officer through grant funding, making their police to population ratio 1.2 to 1,000, and reduced the Animal Control Officer full-time position to part-time due to budget constraints.

Escalon has a low crime rate compared to other cities in the County. The EPD has a total of eight sworn police officers and relies heavily on their 11 Reserve Officers. The Chief feels the level of staffing is adequate at this time and is able to maintain the same level of service to the citizens of Escalon.

TABLE 7
Escalon Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

ESCALON	2007	2008	2009	2010
Homicide	0	0	0	0
Rape	4	0	1	3
Robbery	2	2	2	1
Aggravated Assault	19	24	16	12
Calls for Service	5,292	5,726	5,193	5,905
Total Arrests	470	478	418	308

CITY OF LATHROP

The City of Lathrop has a population of 18,023 in approximately 20 square miles. The Lathrop Police Department (Lathrop PD) consists of a contracted force provided by the San Joaquin County Sheriff's Department. Lathrop PD faced a 10% budget reduction in 2010/2011 necessitating the loss of four sworn deputies and one clerical position, with 23 sworn deputies remaining. The deputy to population ratio is 1.2 to 1,000. Lathrop has similar issues with gang and drug activity as other cities in the County. Currently there are 400 documented gang members in Lathrop. The Chief's challenges include being underfunded, understaffed and being unable to be pro-active in the community.

TABLE 8
Lathrop Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests*

LATHROP	2009	2010
Homicide	2	1
Rape	9	2
Robbery	21	25
Aggravated Assault	21	24
Calls for Service	17,757	16,291
Total Arrests	729	777

*Only two years of data available

CITY OF LODI

The City of Lodi has a population of 62,134 in 12.2 square miles. Lodi Police Department (LPD) has a staff of 36 full time and 6 part-time non-sworn and 73 sworn officers. Lodi has a ratio of 1.2 officers per 1,000 residents. LPD currently has 12 unfunded positions and 6

positions unfilled due to retirement. LPD operates a Type 1 jail facility which allows officers to remain in town booking subjects in their own facility.

According to LPD officials, the crime rate is down. A LPD study in 2011 found gang activity increased by 5% per year, and that gang activity is cyclical with peaks and valleys of gang violence. LPD wrote 203 reports related to gang violence in 2010. At one time, Lodi ranked as high as Stockton for vehicle thefts. In 2010, vehicle thefts declined 40%. Burglaries have increased 20% in the past year. LPD is facing a \$2,000,000 deficit for next year, if concessions are not agreed to with the various labor groups.

TABLE 9
Lodi Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

LODI	2007	2008	2009	2010
Homicide	1	1	1	1
Rape	8	10	10	13
Robbery	77	92	107	113
Aggravated Assault	169	195	216	126
Calls for Service	57,457	56,424	54,096	52,251
Total Arrests	4,932	4,752	4,331	4,593

CITY OF MANTECA

The City of Manteca has 67,096 residents in 15 square miles and is a bedroom community for the Bay Area. The City faced a \$14,000,000 deficit for the 2009/2010 fiscal year. The Manteca Police Department (MPD) was significantly impacted by the downturn of the economy and the collapse of the real estate market. The City eliminated seven police officer positions that were at that time vacant or frozen and offered early retirement which resulted in the elimination of six more positions. The city further cut 16 police officer positions as a result of failed labor negotiations. Over a 14 month period, the police department was reduced from 83 sworn officers to 58. MPD now has an officer to population ratio of 0.89 to 1,000 residents.

Significant reductions in the Gang and Drug Suppression unit staffing were made, as well as traffic, detectives, and school resource officers. Aggravated assaults have increased 85 % in the City as a result of gang-on-gang violence. MPD has seen a decrease in arrests, including eight of 12 categories of Part 1 violent crimes, an overall reduction of 13.43% in felony crimes and 11.84% in misdemeanors. The Chief is making every effort to remain connected with the community despite the reductions of programs. The police need to be involved in the community outreach.

The department reorganized and shifted resources to accommodate the shortfall of officers and increased efficiency of Patrol Operations. Calls for service over the last five years have averaged approximately 36,000 annually. Community Service Officers and online reporting options handle Priority 3 calls (cold calls) so that officers are able to respond to priority emergency calls.

TABLE 10
Manteca Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

MANTECA	2007	2008	2009	2010
Homicide	1	1	2	1
Rape	27	26	31	18
Robbery	72	81	85	71
Aggravated Assault	102	74	52	98
Calls for Service	38,412	37,279	35,334	33,634
Total Arrests	4,332	3,839	3,189	2,691

CITY OF RIPON

The City of Ripon is a community that prides itself with traditional values and low crime rates. The City currently has a population of 14,297 residents in five square miles. The Ripon Police Department (RPD) suffered a \$400,000 budget deficit which caused significant staffing and program reductions. RPD lost nine positions (5 sworn and 4 non-sworn) due to the budget and dissolved the following programs: Special Investigation Unit (Gangs/Narcotics), Police Activity League, Traffic Unit and National Night Out. At the present time, RPD has a sworn officer's force of 23 with an officer to population ratio of 1.5 per 1000.

TABLE 11
Ripon Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

RIPON	2007	2008	2009	2010
Homicide	0	0	0	0
Rape	2	0	4	3
Robbery	5	4	7	4
Aggravated Assault	28	17	19	15
Calls for Service	11,930	13,032	12,856	11,617
Total Arrests	1,196	1,391	1,482	1,200

CITY OF STOCKTON

The City of Stockton is the county seat for San Joaquin County with a population of 290,409 residents in 54 square miles. Stockton Police Department (SPD) has suffered \$22,000,000 in budget cuts over the last two years and is faced with an additional \$13,000,000 shortfall for 2011/2012. A former 441 sworn officer force is now reduced to 342, prior to the impending \$13 million dollar shortfall for the next budget year. It is not certain which classifications of staff will be eliminated, nor the number. The sworn officer to population ratio is 1.1 to 1,000 residents.

SPD had to eliminate the following programs due to the budget crisis:

- Gang and Drug Missions
- Community Policing Officers
- School Resource Officer Program
- Downtown Bike Patrol
- Field Training Officer Program
- Background Investigations
- Camera Monitoring Program

The elimination of these programs was necessary as SPD had to reassign the officers to the patrol division to be able to staff the city sectors 24/7. Stockton has become a reactive response (call driven) agency, with proactive policing activities eliminated, except for a federal grant funded Gang Street Enforcement Team (GSET). There are over 2,700 street gang members in Stockton.

TABLE 12
Stockton Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

Stockton	2007	2008	2009	2010
Homicide	29	24	33	49
Rape	105	112	82	107
Robbery	1,615	1,558	1,259	1,413
Aggravated Assault	2,467	2,628	2,329	2,464
Calls for Service	157,540	156,513	142,200	140,660
Total Arrests	22,854	22,862	18,475	13,407

The priority challenges for the SPD are:

- Crime
- Quality of life issues:
 - Neighborhood Services Role
 - Traffic Issues
 - “Broken Windows” Theory
- Dealing with Perceptions of Crime and Feelings of Lack of Safety

SPD has 30% fewer personnel than two years ago. Arrests are down 41% over 2008. 342 police officers in the City of Stockton are not enough to combat the gang, narcotic and associated crimes that Stockton has been experiencing, nor enough to connect with the community and foster a partnership for prevention of crime.

CITY OF TRACY

The City of Tracy has a population of 82,082 residents in 21 square miles. Tracy is a bedroom community to the Bay Area and has a low reported crime rate. The crime rate per 1,000 residents is 3.8, eighty percent (80%) property crimes and twenty percent (20%) violent crimes. Due to the 4.8 million dollar budget deficit, Tracy Police Department (TPD) has reduced sworn staff from 94 to 85. The ratio of officers to residents is 1.1 in the City. Thirteen (13) other positions have

been eliminated within the agency, specifically in Animal Control, Dispatch, Records and Community Service Officers. Currently the Chief's challenges are the fear of violence from the gang activity, and establishing funding for technology upgrades. The police department is seeking funding to target the elementary grade level students to steer away from gang life that has produced third and fourth generation gang members. TPD wants to work with teachers to better prepare them on what to look for in gang activity. The Chief feels Tracy is still a safe city.

TABLE 13
Tracy Police Department
Part 1 Violent Crime Statistics, Calls for Service and Total Arrests

TRACY	2007	2008	2009	2010
Homicide	2	0	5	4
Rape	3	4	4	9
Robbery	71	69	80	57
Aggravated Assault	61	59	80	65
Calls for Service	72,667	72,526	66,178	59,225
Total Arrests	4,458	4,325	4,266	3,361

SAN JOAQUIN COUNTY DISTRICT ATTORNEY

Budget cuts have caused drastic reductions in the District Attorney (DA's) Office personnel. In March 2009, the DA's Office stated their staffing was adequate for the mandate and missions of the agency. By July 2009, the DA's Office budget sustained a 15% reduction due to fiscal constraints in the County. By July 2010, there was another budget reduction of 26%. The County Administrator recommended a 10% reduction in net County cost for 2011-2012. This equates to approximately \$1.8 million budget reduction for the DA's office. In order to close the gap for 2011-2012, the DA will eliminate an additional five Deputy DA positions, the Assistant Chief Investigator, a Lieutenant Investigator, four Investigative Assistants, two Legal Technicians, and one Victim Claims Specialist. In addition, the DA will close the Lodi and Manteca offices saving approximately \$125,000 in lease and miscellaneous operating expenses.

State funds from vehicle license fees provide approximately \$500,000 to the District Attorney for prosecution expenses. The vehicle license fee is scheduled to sunset in July 2011. The Governor has proposed a ballot measure to extend and increase those fees. If the measure fails, the funds will be lost to the DA's Office this next fiscal year. Other revenue sources to the DA's Office include funds derived from investigations and prosecutions of fraud cases from environmental agencies, insurance companies, and Workers Compensation funds.

TABLE 14
District Attorney Staffing Levels 2006-2010

	2006	2007	2008	2009	2010
Deputy D.A.	83	89	89	77	67
Investigator	19	23	24	22	10
Clerical	39	43	41	38	32

The DA's Office is now faced with prioritizing "core obligations". Serious offenses, threatening immediate safety or life constitute "core" priorities. Fewer cases are being charged at the misdemeanor level. Those not charged are often referred to the Community Accountability Program for resolution. The right to a speedy trial is constitutionally guaranteed. Fortunately, for the criminals, the courts are seriously impacted as well, and criminals waive those rights frequently, as they are happy to wait.

SAN JOAQUIN COUNTY PUBLIC DEFENDER

The US Constitution, 6th amendment, guarantees the right to Counsel in criminal matters, among other guarantees. A Public Defender is a licensed attorney, assigned to represent people who are charged with a crime and who desire legal representation, but cannot afford to privately retain an attorney.

The Public Defender's Office successfully met the following challenges in 2009/2010:

- Appointed attorneys to three death-eligible special circumstance murder cases
- Re-assigned staff for pending serious felony trial cases
- Adjusted to modifications by Superior Court to "home court system"
- Re-arranged personnel from Manteca and Tracy and relocated offices

The current budget for the Public Defender is \$11,240,826, of which \$10,480,897 is salary and benefits. The total revenue received through fees and other revenue sources is \$3,456,924 leaving total net county cost of \$7,783,902. The Public Defender's Office budget was cut \$1,683,268 from the 2010/2011 budget. The budget decrease included the loss of 15 attorneys, two investigators and one legal technician. The budget cuts have caused the Office to declare itself unavailable in certain court caseloads, because of a lack of staff. The Office also no longer represents clients in expungements, sealing, Certificates of Rehabilitation, and does not participate in Homeless Court. New clients are not being accepted by the Public Defender in Lodi. All staff was previously withdrawn from circuit Superior courts, but has recently been reinstated in Manteca. The office has maintained representation in Civil Contempt, Probate Conservatorships, Guardianships, and Termination of Parental Rights. The Public Defender submitted four supplemental funding requests in spring 2010 to mitigate service reductions in 2010/2011 due to budgetary constraints. All were denied.

TABLE 15
Public Defender's Office Budget and Cases

	2008	2009	2010
Budget	\$13,389,506	\$12,924,094	\$11,240,826
Cases	27,315	26,253	20,558

LAWYER REFERRAL SERVICE

The Lawyer Referral Service (LRS) of San Joaquin County is a California State Bar certified voluntary program administered by the San Joaquin County Bar Association. LRS has operated

in the County since 1959. Of the 586 members of the San Joaquin County Bar Association, 90 are qualified "panel" members, 56 are members of the Court Assigned Counsel (Criminal Law) Program. "Panels" are categories for which lawyers have experience, interest and expertise in crimes such as: misdemeanors, felonies, special circumstance cases, etc. There are several reasons for the County to contract to provide alternative legal counsel options in addition to the Public Defender's office, as required by law. For example, if the Public Defender's Office has a legal conflict in defending an individual, such as co-defendants in a criminal case, then the court assigns alternative counsel from LRS.

TABLE 16
LRS Budget and Expenditures

	2006/2007	2007/2008	2008/2009	2009/2010
Budget	\$3,393,810	\$4,064,208	\$4,567,484	\$4,781,028
Expenditures	\$3,374,777	\$4,042,591	\$4,354,481	\$4,355,252
Unbilled balance	\$19,033	\$21,616	\$213,003	\$425,776

During 2010/2011, LRS caseloads have increased over 380% due to the Public Defender's Office reduction in services. In order to ensure the indigent in San Joaquin County have legal representation, additional funding is needed.

TABLE 17
LRS Budget and Cases

	2006/2007	2007/2008	2008/2009	2009/2010
New Cases	2698	2809	2068	7906
Additional Cases	-	111	-741	+5838
+/- percent from previous year	-	+ 4%	-35%	+382%
Budget	\$3,393,810	\$4,064,208	\$4,567,484	\$4,781,028*

***Note:** Due to increased caseloads, LRS has submitted a supplemental request to the 2010 budget in the amount of \$150,000 for funding through June 30, 2011

SAN JOAQUIN COUNTY PROBATION

In January 2011, California Department of Corrections and Rehabilitation announced "counties will assume supervision of state youthful offenders on Parole." Under the terms of AB1628, The Public Safety and Rehabilitation Act of 2010, counties will gradually assume juvenile supervision over the next three years, and courts will establish the conditions for supervision, assuming that responsibility from the Juvenile Parole Board. The shift of parole supervision to the county reinforces a trend that gives local officials more responsibility for the rehabilitation of youth who live in their community. The question is what funding is the state going to give the counties to accommodate AB 1628? The Department of Juvenile Justice will continue to supervise 1,500 youth offenders currently on parole, but all offenders will be transferred to the county jurisdictions no later than July 2, 2014.

San Joaquin County Probation Department has dealt with a \$5,000,000 budget deficit by eliminating 42 positions within the Department. Officials are anticipating an additional five to ten percent cut to the 2011/2012 budget year. The Juvenile Detention Division was forced to close a 30-bed-housing unit due to staff and fiscal resources reduction. The capacity in that facility has been reduced from 180 to 150 beds.

The Adult Probation Division had to eliminate the Violent Crimes Unit and Minimum Supervision Unit due to budget reductions. The cascading effect of fewer police officers making arrests, fewer district attorneys charging and prosecuting crimes and fewer public defenders providing legal services to lower level crimes, has lead the Probation Department to anticipate a reduction of approximate 57% in the number of referrals received by the adult probation division in 2011/2012 as compared to the current year.

Failure of a probationer to report may result in a Violation of Probation charge which can lead to arrest. General conditions of Probation vary based upon the type of offense committed, and could include paying a fine, counseling, community service, drug testing, and suspension of driver's license, and admission to a drug and alcohol rehabilitation or jail.

The Probation Division has been working with Superior Court Judges to determine appropriate candidates for informal and formal probation.

- Informal probation means the defendant is not required to meet with a probation officer. The defendant is still responsible for following the terms of the probation and paying of all fines, but is not monitored.
- Formal probation is also known as supervised probation meaning the probationer meets with his/her probation officer once a month, which may include reviewing employment history, drug testing and other requirements of probation.

There are 14,840 adults and 1,847 juveniles on probation in the County. Half of all adults on probation have at least one outstanding warrant for their arrest for Violation of Probation. There are insufficient Probation Officers to locate and serve the outstanding warrants.

The Department of Juvenile Justice has closed eight facilities statewide since 2002, two in Stockton, and has realigned its staff to operate as cost effectively as possible. In June of 2011, Preston Youth Facility was closed in Ione to save approximately \$30,000,000 and reduced staffing statewide by 435 positions saving another \$30,000,000-40,000,000. These shifts of state responsibility to the county have not been defined with a funding source.

CONCLUSION

Agencies, public representatives and administrators are generally approaching the reductions in personnel, operations, and budget limitations in a constructive manner. Most agencies have approached these challenges as opportunities to think creatively, change significant operational priorities, focus on staffing for immediate safety needs, use forward thinking to consider alternatives including merger and consolidation with other agencies, etc. Most leaders are using evidence-based recommendations from research in public safety. Agencies have developed priorities and alternatives to traditional responses to the mandates of their agency.

Throughout the State, individual communities have responded to similar public safety concerns in a variety of ways. Some voters have approved local tax measures to maintain existing levels of service. In 24 counties, including San Mateo County, legal services for indigents are contracted with private groups for county public defense obligations. Some communities have moved to consolidate and merge smaller and larger agencies. Some counties have moved to plan regional type facilities, such as coroner facilities and jails. Almost all counties have sought labor concessions through negotiations.

What San Joaquin County elected officials and administrators will do in the immediate future to ensure the public safety of the communities of the County is unknown and uncertain.

More certain:

- Modest increases of police force size, with appropriate leadership and direction, lead to significant reductions in crime
- The community should concurrently encourage innovation and “outside-the-box” thinkers in all areas of our society, including: education, health and human services, youth services, employment, business and industry development
- Law and justice focus must be concentrated on gang activity
- Data does matter
- Perceptions of safety and community matter
- Negative notoriety matters
- The sick economy is not over yet
- We must redirect our “downward spiral” as a community
- The value and potential of this community must be actively embraced by citizens, not just government and elected officials
- It will take significant grass roots effort to improve quality of life issues for the entire community-it does “take a village”
- There are many examples of successful approaches and solutions to difficult community challenges

Citizens are encouraged to stay informed, involved in ways that bring passion, value, purpose and meaning to them personally, and represent their concerns and priorities to those who represent them.

DISCLAIMER

Grand Jury reports are based on documentary evidence and the testimony of sworn or admonished witnesses, not on conjecture or opinion. However, the Grand Jury is precluded by law from disclosing such evidence except upon the specific approval of the Presiding Judge of the Superior Court, or another judge appointed by the Presiding Judge (Penal Code Section 991, 924.1(a) and 929). Similarly, the Grand Jury is precluded by law from disclosing the identity of witnesses except upon an order of the court for narrowly defined purposes (Penal Code Sections 924.2 and 929).

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