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February 17, 1994

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City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: Report Back on Questions Relating to the Proposed Crime Reduction - Property Protection Program

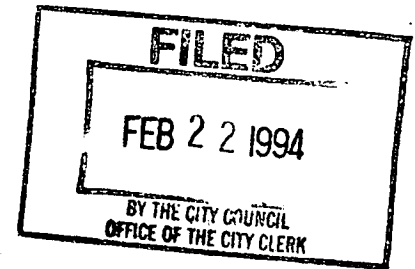
LOCATION AND COUNCIL DISTRICT: Citywide

RECOMMENDATION

This is an informational report, no action is required.

CONTACT PERSON:

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Jack Crist, Deputy City Manager, 264-5704
William Carnazzo, Assistant City Attorney, 264-5346



FOR COUNCIL MEETING OF: February 22, 1994

SUMMARY

This report is in response to questions which arose during City Council discussions on the 7 point \$8 million Crime Reduction - Property Protection package.

BACKGROUND INFORMATION

The following four sections provide a question and answer format addressing issues regarding the 7 point \$8 million Crime Reduction Package. It is divided into the following four sections: (1) The 7 point Crime Reduction - Property Protection Plan, (2) Assessment Methodology, (3) Utility Users Tax, and (4) questions regarding the current use of City funds.

Section 1: The 7 point \$ 8 million Crime Reduction - Property Protection Package

What are the 7 points of this Crime Reduction - Property Protection Plan?

1. Intensive Prevention Efforts
2. Positive Youth Alternatives
3. Early intervention
4. Career Criminal Apprehension
5. Experimentation
6. Community Involvement
7. Accountability

How many Police Officers will be included in this Crime Reduction plan?

This plan would add and free up from 50 to 80 police officers.

How would these Police Officers be utilized?

Neighborhood Crime Reduction Teams: This plan would evenly deploy 25 to 30 police officers throughout the four sectors of the City. Each of the Police Department's four area captains would utilize these officers to address specific safety, security, and property protection problems affecting neighborhoods and business districts within their geographic areas of command. The results from the successful efforts in the New Helvetia and Franklin Villa neighborhoods would be mirrored in other neighborhoods in the City.

This plan would also increase neighborhood patrol time by transferring routine duties to additional support staff.

Career Criminal Apprehension: Two teams of police officers would focus on the apprehension of adult offenders and on serious youthful offenders who are committing the majority of the crimes.

Youth and Community Services: The staffing of the department's Youth and Community Services Section would be increased. The current law enforcement magnet school program will be increased from one site to four, police/probation assessment teams will be formed and the Sacramento Youth Services Corps (SYSC) will be created.

What are Police/Probation Assessment Teams?

In an attempt to hold youthful offenders accountable yet steer them away from serious crime, Police/Probation Assessment Teams will be formed. These teams, staffed by police officers and probation officers, will provide a positive alternative to the juvenile justice system. Currently, first and second time juvenile offenders are either brought directly to

directly to juvenile hall or are issued a citation to appear at juvenile hall. With the advent of Police/Probation Teams, these youths will be diverted from juvenile hall.

These youths will be referred to the Police/Probation Teams. The teams will meet with the youth and their parents/guardians. Once the assessment hearing is completed, the youth and their parents/guardians will be given the option of entering into a contract in lieu of being referred to the Probation Department at juvenile hall for formal proceedings. Frequent provisions of these contracts will be community service, graffiti removal, park clean-up, restitution, counseling, drug treatment, school attendance, non-association with gang members, etc.

How would a Youth Service Corps work?

Members of the Police Department's Youth and Community Services Section, in conjunction with the Probation Department and volunteers would operate the SYSC. Although the SYSC would be open to all at-risk youth, it would primarily serve youth referred by the Police/Probation Teams. The SYSC would have a para-military format, emphasizing physical fitness, self-esteem, self discipline, education, drug free living, and community service. The program will be non-residential.

What programs would be included as part of the Positive Youth Alternatives?

Positive youth alternatives are programs that will assist in preventing youths from turning to crime. The crime rate is the highest for youths ages 10-17. The positive alternative programs would be varied and may include funding portions of several successful programs in the community. Final determination of programs will depend on public and private support, leverage, avoiding duplication, and the potential for effectively reaching youths. Programs currently being reviewed include: Late Night Sacramento - a recreational and educational program; Homework Centers in Public Libraries; Youth Mentorship, job training; drug counseling and diversion programs; and teen centers. The magnet program at Kennedy High School operated by the Police Department and the Sacramento City Unified School District will be expanded to three other high schools to provide career skills training and community services opportunities.

Are we duplicating existing programs in the community?

Coordination is essential to this program. Working with community groups, schools, county services, and current City programs will be needed to leverage the funds effectively.

Section 2: Assessment Methodology

What types of property will be assessed?

The assessment will be on all types of improved parcels within the City including both residential and non-residential parcels. Parcels which are owned by public agencies, permanent open space, and cemeteries are not assessed.

How are the assessment rates derived?

The Crime Reduction - Property Protection plan provides a special benefit to real property in the form of increased neighborhood health, safety, welfare, protection, security, ownership preservation including sustainment of property value, and aesthetics. The services will provide special benefit to both residential and non-residential properties within the City of Sacramento.

For the initial benefit allocation, the total estimated budget is divided into three land use categories, 1) single family residential, 2) multi-family residential, and 3) non-residential. It is determined that the aggregate of properties within each category receives special benefit from the additional Police Services in direct proportion to the reported property loss resulting from crimes committed in the City of Sacramento during the calendar year 1993. The proportion is determined by the dollar value of property loss as related to each respective land use category.

A statistical summary of 1993 reported property crimes was completed by the Sacramento City Police Department in February 1994. The property crimes include burglary, robbery, larceny, vandalism, and arson. An analysis of the statistics indicates that 45.2% of the property loss due to crime was attributable to single family residential, 17.6% to multi-family residential and 37.2% to non-residential.

Accordingly, the properties within each of these category receives special benefit in direct proportion to the reported property loss resulting from crimes committed. The rates are determined by first apportioning the cost of the assessment district to each category and then apportioned to each parcel (or unit) in that category.

1. Single Family Allocation	45.2%	\$ 2.7 million
2. Multi-Family Allocation	17.6%	1.1 million
3. Non-Residential Allocation	<u>37.2%</u>	<u>2.2 million</u>
Total	100.0%	\$ 6 million

What will the annual assessment be?

Use Type	Maximum Assessment FY 94/95
Single Family (Per Parcel)	\$29.00
Single Family - Zero Lot Line (Per Parcel)	\$29.00
Multi-Family (Per Unit)	\$20.66
Multi-Family - Condominiums (Per Unit)	\$20.66
Multi-Family - Mobile Home (Per Unit)	\$20.66
Non-Residential 0-10* (Per Parcel)	\$65.74
Non-Residential 10-25* (Per Parcel)	\$230.10
Non-Residential 25-100* (Per Parcel)	\$821.76
Non-Residential 100-Over* (Per Parcel)	\$1,709.24
Church (Per Parcel)	\$65.74

* Parcel Size expressed in 1,000's of Square Feet

Will the assessment district continue after 5 years?

The district will terminate after five years. A vote would be required to reestablish an assessment district for crime reduction - property protection programs.

Should SHRA properties be included in the Assessment District?

The City's housing agency has over 2,000 housing units that are in public ownership. Most of these units are multi-family units. At \$ 21 per unit, inclusion in the assessment district would generate approximately \$ 42,000 per year in additional revenue for the program. However, staff does not recommend including SHRA units in the district. The City's general policy is to exclude government from special assessment districts. Inclusion of SHRA would mean the City Council would have to reduce or eliminate other SHRA programs in order to budget for this annual assessment.

With regard to Section 8 housing units, these are in private ownership, are on the tax rolls and would be included in the proposed assessment district.

Does the assessment district benefit landlords?

The proposed service assessment will benefit both the landlord and the tenant. The tenant benefits through safer neighborhood, improved quality of life and greater involvement in community policing efforts. The landlord also benefits since reduced crime to property and

persons means enhanced value of property, greater long term return on investment and competitive advantage with surrounding jurisdictions that may not have as high a level of police service, which ultimately translates into lower rents for these higher crime areas.

When will the assessment district proceeding be?

A schedule is attached which details the current calendar of events.

Section 3: Utility Users Tax Statistics

What is the Utility Users Tax?

From authority granted to charter cities, the City imposes a tax on the consumption of electric, gas, telephone, and cable television service. The tax is on both residential and commercial consumption. The tax rate is currently 7.5 % of the cost of the utility service.

How can the tax rate be changed?

The tax can be raised by a majority vote of the City Council, provided the funds are not earmarked for any special purpose such as crime prevention. If the funds are earmarked then a 2/3 vote of the people is required to raise this tax. In contrast, a special benefit police services assessment district would be formed under the City's charter powers and therefore could be enacted by a majority vote of the City Council. However, it is recommended that this policy question be placed on the June 7, 1994 ballot and that the City be bound by a decision of a majority vote of the electorate.

What would be the increase in the Utility Users Tax to raise an equivalent amount for the Crime Reduction - Property Protection Plan?

The Utility User's Tax rate would need to be increased 1.2% from 7.5% to 8.7% to generate \$6 million.

Why is this option not recommended?

There is no connection between a crime reduction - property protection plan and the use of utilities.

The City is committed to economic development. It would be more difficult to attract and secure major employers in the area with a higher Utility Users Tax. For example, a large manufacturing operation which requires high energy consumption would pay a highly distortional tax.

In 1988, the City Council pledged to the community to lower the Utility Users Tax to 7.5%. It would be difficult to increase this rate given this commitment.

Section 4: Current use of City Funds

Why not fund this program out of the City's existing General Fund?

Existing City programs have been reduced \$26 million and 500 positions as a result of the effects of a sluggish economy and action by the State of California shifting away City Property Tax revenues to Public Schools. Significant increases in the City's revenue base is not anticipated over the next 5 years.

Didn't Proposition 172, the 1/2 cent sales tax extension, provide for additional officers?

The voters also recently averted further reductions (39 police officer and 2 non-sworn positions) by passing Proposition 172, the 1/2 cent sales tax extension. Proposition 172 did not increase funding for public safety in the City, it prevented further reductions. Proposition 172 did not add any additional police officers. Further, the majority (94%) of the Proposition 172 money went to counties, not cities.

Doesn't the Utility Users Tax currently fund public safety programs?

In 1988 the voters approved an advisory vote which provides for a third of the Utility Users Tax (Measure G proceeds) for public safety programs. These proceeds have provided funding needed for police substations in both the north and south areas of the City. Additionally, Measure G has funded the new animal control facility and is scheduled to replace an aging fire station. Soon, Measure G proceeds will also be utilized to partially offset the financing of major public safety communication needs. Measure G funds also fund a portion of the City Police Department Budget.

What is the City doing to be more effective?

The City has made judicious use of its remaining resources by restructuring, flattening and restructuring the organization by reducing management layers, seeking new ideas on efficient operating methods, and applying for outside grant funding. Over 70 management and administrative staff positions were reduced. The City has restructured its Neighborhood Department to get the services out to the people. Other restructuring has flattened the organization by eliminating management and administrative positions including 5 top management positions in the Police Department. The City has established an efficiency task force to provide and examine lower cost alternatives.

The Police Department has been successful in obtaining several outside funding sources for neighborhood police efforts. These efforts and savings permit the City to operate in the face of the \$26 million reductions but are not sufficient to appreciably augment new crime prevention programs.

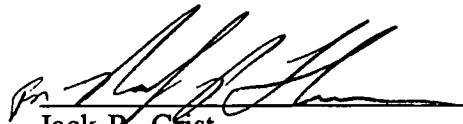
FINANCIAL

The crime prevention package totals approximately \$8 million. This will be made up of approximately \$6 million from the assessment district, \$2 million from grant proceeds, private contributions, and the City's General Fund. Currently, the Police Department has a federal grant application for a Neighborhood Reclamation and Protection plan. This program would pay for 50% of the cost of 23 neighborhood police officers.

MBE/WBE

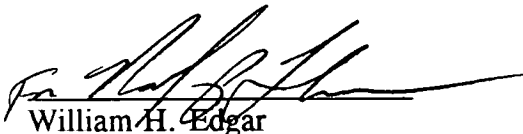
The report does not involve the purchase of goods or services at this time.

Respectfully submitted,



Jack R. Crist
Deputy City Manager

Recommendation Approved:



William H. Edgar
City Manager

