



**Law Enforcement & Deterrence Subcommittee
3/13/08**

This packet contains handouts that were distributed at the Law Enforcement & Deterrence Subcommittee meeting on March 13, 2008 and includes the following items:

- School Safety Workgroup Recommendations - DRAFT
- Draft "Getting Guns of the Street" white paper
- Memo from Ed Hearle (3/12/08), Re: Ideas for Consideration
- Draft, Police Presence Workgroup background info
- Letter from Steve Crosby, re: Appreciation of Downtown Zone 1 efforts

School Safety Workgroup Recommendations

In Mayor's John Peyton's original charge to the Law Enforcement and Deterrence Committee of the Jacksonville Journey, the mayor outlined as one of his key focus areas the goal of increasing safety conditions at school special events (i.e. football games, dances.)

To closely examine that issue, the Law Enforcement and Deterrence Committee created a workgroup focusing on school safety. This group conducted research and interviews in its attempt to ensure that it has the resources and data necessary to produce substantive and actionable recommendations relating to enhancing safety at school special events.

As part of its work, the group has spoken with current and former school administrators, school resource officers, school district representatives and officials in the Jacksonville Sheriff's Office.

The documents reviewed by this committee include:

- Duval County Public Schools Student Code of Conduct
- Duval County Public Schools Student Handbook
- Duval County Public Schools Crisis Management Plan for:
 - Whitehouse Elementary School
 - Mandarin Middle School
 - Robert E. Lee High School
- Cooperative agreement between Duval County Public Schools and the Jacksonville Sheriff's Office regarding duties and responsibilities for School Resource Officers
- Duval County Public Schools Staff Emergency Procedures
- Duval County Public Schools Administrative Emergency Procedures

Following these discussions and a review of information provided by these individuals, the School Safety Work group has concluded that comprehensive plans do exist at the district and individual school level to ensure the safety of administrators, teacher, parents and students while on campus. The Duval County School Board should work to ensure that these items are kept current and updated at least annually to ensure school readiness.

It was abundantly clear to this committee that the most important factor that drives safety and security within a school is the consistent execution and enforcement of all relevant school safety plans, policies and procedures.

It is the finding of this group, however, that a significant void does exist in the area of security plans related to special events.

Committee Recommendations

It is the recommendation of this committee that the Duval County School Board and the Jacksonville Sheriff's Office create a specific Special Events Safety Plan for each school within Duval County. The responsibility for the creation of this plan is the joint responsibility of the assigned school resource officer and the principal of each school.

These individuals should include all necessary individuals in the process and draw on all necessary resources to ensure that a complete, thorough plan is created. This may include, but should not be limited to other school administrators, JSO zone commanders for the area in which the school resides, JSO's secondary employment office, athletic directors, student leadership, and parents.

The group should also take into consideration the varying need depending on the type of event to be held and the special needs of a particular school. For example, the Special Events Safety Plan for a theatrical performance at an elementary school will have different needs than a Friday night, high school football game. Likewise, the needs at a high school football game may differ from that of a dance held at the same school.

The Special Events Safety Plan (similar to those created for large scale city events such as Gator Bowl games) should include specific information regarding the:

- Number of police officers required at various events
- Deployment location and assignment for each officer staffing a special event
- Traffic flow patterns to ensure the quickest flow of traffic into and out of an event
- Maps school and surrounding areas highlighting trouble spots

It should be required that a pre-event planning session be held prior to each special event. This will allow school administrators, school resource officers, zone commanders and secondary employment office representatives to discuss current issues or concerns which may require them to change or amend a safety plan.

In addition, once these safety plans are created, it is the responsibility of the school principal, the assigned school resource officer and the JSO secondary employment office to ensure that all necessary staffing arrangements are made and that appropriate staffing levels are maintained.

A second, but related problem exists relating to police staffing at school events. After talking with representatives from the school district, school resource officers and JSO's secondary employment office the groups indicated that budgetary constraints with both the school district and the JSO are often cited as the reason for limited security staffing at special events. An example is that a school may request a certain number of officers to staff an event, however the number who attend may be below the requested number.

It is the recommendation of this committee that once the Special Events Safety Plans are created for each school, that plans be fully executed in this regard. To that end, the school district and JSO must eliminate any obstacles that exist to providing the necessary security. This would include a review of the current policy that staffing of these positions by JSO officers is done on a volunteer, secondary employment basis.

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3-12-08

JACKSONVILLE JOURNEY

Getting Guns Off the Street Working Group

Because of assorted logistical difficulties, the working group has not arrived at a final consensus as to its recommendations. However, the recommendations under consideration are summarized below:

1. Increased use of post-incarceration supervision, *i.e.*, probation and community control, of convicted felons. This recommendation contemplates increasing the volume and frequency of spot checks of convicted felons for weapons by probation officers accompanied by police officers. This procedure has been used successfully elsewhere, and is also used in Duval County currently. However, participation in this activity by local probation officers is voluntary and there are no funds allocated for overtime to fully utilize this method of gun crime reduction. It is also contemplated that additional personnel in the Probation and Parole department would be necessitated.

2. More effective prosecution and sentencing, even for non-violent offenses, of those frequently arrested individuals who pose an obvious threat to the community.

3. Better education/public relations for both young people and adults about guns, civic responsibility, and the gun bounty program. This effort could include posting notices that the illegal use and possession of guns will not be tolerated, and the posting, where appropriate, of posters of Wanted Criminals with reward and contact information.

4. Lobbying for increased resources for the State Attorney's Office, the FDLE Crime Lab, and Probation and Parole officers for use in enhancing the prevention, detection, and prosecution of gun crimes and other crimes of violence. Also, increasing resources utilized for inter-agency cooperation with ongoing gun enforcement efforts by local law enforcement with the U.S. Attorney's Office and the Bureau of Alcohol, Tobacco, and Firearms.

5. Increasing the penalty for Possession of a Firearm by a Convicted Felon to a 30 year felony. Also, passing a statute explicitly making it a fifteen year felony to knowingly give, loan, deliver, sell, or otherwise furnish a gun to a convicted felon. In addition, consider making the possession of an assault weapon during the commission of a felony punishable by up to life in prison.

6. Consider the purchase of a Shotspotter system in conjunction with surveillance cameras.

7. Lobbying for changes in Chapter 790 of the Florida Statutes. Currently state law prohibits registration of guns by JSO, even voluntary registration. State law also prohibits municipalities from passing reasonable gun regulations to fit local needs. As a result, the City of Jacksonville is currently unable to regulate gun shows, increase the use of background checks for gun purchasers, require the reporting of lost or stolen firearms, or prohibit the possession of guns in city buildings, parks, or recreation areas.

8. Consider implementing a stop and frisk policy in defined circumstances.

9. Consider whether bonds should be higher in J-1 for certain offenders.

March 12, 2008

To: Law Enforcement & Deterrence Subcommittee
Jacksonville Journey

From: Ed Hearle, Member

Subject: Ideas for Consideration

Two ideas seem to merit consideration to increase police presence cost-effectively in neighborhoods experiencing high rates of violent crime.

One - Pursue arrangements to engage retired police officers to augment regular officers.

Costs are likely to be a fraction of regular officer payroll costs, especially when overtime is paid.

Amendments to enabling ordinances may be necessary.

Two - Consider substantially different proactive time targets for patrol in different areas of the City.

The Matrix report suggests “. . . proactive time targets within the 40% to 50% range.” (p. 28) Sheriff Rutherford recommends a target of 45%.

Proactive time targets have huge impacts on staffing requirements.

The Matrix report describes Jacksonville patrol staffing by patrol zone (p. 22 ff). The range is from 28% proactive time in Zone 2 to 50% in Zone 6. Although factors other than proactive time targets bear on staffing, a much wider range in target percentages of proactive time by zone to reflect the wide range in violent crimes by zone deserves consideration. More proactive time in high crime zones and less in lower crime zones would put more boots on the streets where a greater police presence is desired.

Police Presence Workgroup Background Information _____

The Law Enforcement and Deterrence Committee has conducted extensive research and numerous interviews in its attempt to ensure that it has the resources and data necessary to produce substantive and actionable recommendations relating to law enforcement and deterrence activities.

As part of its work, the group has heard from the leaders of the three key elements of Duval County's Criminal Justice System; State Attorney Harry Shorstein, Sheriff John Rutherford, and Chief Judge Don Moran.

These presentations provided the committee with tremendous insight into the perspective that each of these leaders has on the issues facing Jacksonville. While this group may not be in complete agreement on all tactics and implementation strategies, there is consensus that changes must occur to stem the tide of criminal activity that is plaguing the city.

In addition, Dr. Michael Hallett, the chair of the University Of North Florida's Department of Criminology & Criminal Justice, has made presentations and provided information to various members of the Jacksonville Journey relating to this topic. Dr. Hallett has conducted extensive studies and research on the criminal justice system in Duval County as well as others around the country.

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Police Presence Workgroup Recommendations

Addition of Police Officers

A variety of data was examined by the group to help determine the appropriate number of uniformed officers and civilian employees that should be employed by the Jacksonville Sheriff's Office. That data includes:

- Comparison of officers per 1,000 residents by city population grouping (See attachment 1)
- Comparison of officers per 1,000 residents for Florida's seven largest counties (See attachment 2)
- Comparison of officers per 1,000 residents for Florida's seven largest cities (See attachment 3)
- Comparison of per capita spending in seven of Florida's largest cities and counties. (See attachment 4)
- Matrix Consulting Group report, including JSO workload analysis data (See attachment 5)
- Requested staffing levels from Sheriff Rutherford (See attachment 5)

An examination of the comparison data shows that when Jacksonville is compared to other cities and counties around the state, local officer to population ratios are significantly lower than comparative locations. In addition, when per capita spending in the state's seven largest urbanized areas is compared, Jacksonville's per capita spending is 25 percent lower than the next lowest city/county.

Matrix Recommendations

As to the Matrix report recommendations, after an extensive examination of the operations of the Jacksonville Sheriff's Office, the consulting firm concluded that the JSO has a need to add additional sworn officers, correctional officers and civilian positions to meet the needs of this community. The report includes a number of recommendations that would require the reallocation of duties and assignments within the JSO. Ultimately however, the report concludes that the department should add a net 15 sworn officer positions, 85 corrections officers and 144 civilian positions. The firm indicated that the addition of these positions would allow JSO to achieve a 40 percent pro-activity level by officers in the community.

A breakdown of the position allocation is as follows:

Patrol	21	0	0	21
Investigations & Homeland Security/Narcotics & Vice	(4)	9	44	49
Corrections	0	75	35	110
Police Service	(4)	0	61	57
Personnel & Professional Services	3	1	4	8
Office of the Sheriff and Undersheriff	(1)	0	0	(1)
Total	15	85	144	244

Sheriff Rutherford's Recommendations

Sheriff John Rutherford has reviewed the Matrix Consulting Group's recommendations and has made a counter proposal concerning allocation and addition of officers. Sheriff Rutherford has indicated a desire to have police conducting proactive policing activities at least 45 percent of the time. Given that goal and based on his experience and expertise in the department's operations, he believes that JSO needs 225 sworn officers, 124 correctional officers and 84 civilian positions.

A breakdown of the position allocation is:

Patrol	164*	0	0	164
Investigations & Homeland Security/Narcotics & Vice	48	9	18	75
Corrections	0	108	5	113
Police Service	(1)	0	58	57
Personnel & Professional Services	14	7	3	24
Office of the Sheriff and Undersheriff	0	0	0	0
Total	225	124	84	433

**Note: Of the 164, 101 officers would be street patrol officers and 63 would be deployed to traffic enforcement.*

As hiring a large number of officers at one time would be impossible (limitation on recruiting classes, etc) the sheriff prescribed a schedule which would meet his target hiring numbers by October 2010. The yearly costs over the prior years budget that would be required to implement the staffing plan would be:

- FY 2007/2008 (Oct. 1, 2007–Sept. 30, 2008): \$2,785,684
- FY 2008/2009 (Oct. 1, 2008–Sept. 30, 2009): \$14,571,307
- FY 2009/2010 (Oct. 1, 2009–Sept. 30, 2010): -\$200,324
- FY 2010/2011 (Oct. 1, 2010–Sept. 30, 2011): \$2,084,525

State Attorney Shorstein's Recommendations:

State Attorney Harry Shorstein has also reviewed the Matrix audit report and as he indicated at his presentation to the Law Enforcement Committee, he believes that rather than add additional officers to the local police force, a strategic redeployment of resources is necessary. Modeling similar programs in cities such as Orlando, the State Attorney believes that the best way to reduce crime is to constantly monitor real time statistics about where crime is occurring and deploy existing officers to these high crime areas.

Committee's Recommendations:

After a review of this data, this committee has concluded that they are not in a position to unilaterally determine the appropriate number of officers that should be deployed to the streets of Jacksonville. The group does firmly believe, however, that the current levels of uniformed officers deployed by the JSO, is not adequate and should be increased.

In addition, it has been well documented and demonstrated that law enforcement activities alone cannot stop the crime issues in this city, or any other location. It is the strong opinion of this committee that the additional funding required to add personnel at JSO should not be taken from other areas of government. Funding for these additional positions could come from one or a combination of a variety of funding options.

Cost Saving Recommendations

Included in the Matrix Consulting Group's audit of the Jacksonville Sheriff's Office were a number of suggestions and recommendations related to various areas of the sheriff's department. The most substantive recommendations related to proactive policing and number of officers. These items are discussed in the previous recommendation from this committee.

That said, a number of other recommendations were included in the Matrix report that would result in short and long term savings.

DRAFT

February 28, 2008

Undersheriff Frank Mackesy
Jacksonville Sheriff's Office
510 E. Bay St.
Jacksonville, FL 32202

Re: Appreciation of Downtown Zone 1 Efforts

Following my comments this morning at the Jacksonville Journey Law Enforcement and Deterrence Committee meeting, I had the opportunity to speak with the staff at Downtown Vision regarding some of the recent changes implemented in Downtown by the Jacksonville Sheriff's Office.

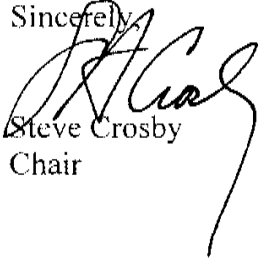
I would like to extend our thanks to you and your team for the following:

1. Changing Deployment at the Art Walk. We have been pleased to see that officers at the Art Walk are more dispersed and walking or biking singly, as opposed to pairs or large groups. As a result, the officers were more visible to Downtown patrons during the event, and the perception of safety in Downtown increased.
2. Providing Additional Officers at Art Walk. Last year, the city began requiring that Downtown Vision hire four police officers for the Art Walk. For the past couple of years, and continuing even after we began hiring off-duty officers to cover the event, your staff has consistently provided additional officers to cover the event every month.
3. Going Above and Beyond at Art Walk. Last month, an elderly woman could not find her car. Your officers worked with the Downtown Vision staff and the Downtown Ambassadors to assist in finding the vehicle, and also addressed a number of issues related to panhandling and a vacant building which had been broken into in that evening.
4. Working in Partnership. Downtown Zone 1 officers are consistently willing to meet with Downtown stakeholders to discuss issues and help develop solutions. Recent efforts include working in partnership with the Jacksonville Economic Development Commission and Downtown Vision to obtain 100% Downtown property owner and business participation in the High Intensity Trespassing Zone program.
5. In addition, we have been seeing more frequent arrests by the officers in Downtown.



We are appreciative of the efforts of Lt. Kenny and the Downtown Zone 1 officers in helping us improve Downtown. We look forward to continuing and enhancing our partnership as we discussed this morning and look forward to the opportunity to develop higher standards for safety and security in the core of Downtown while we work together to accomplish a shared vision.

Sincerely,


Steve Crosby
Chair

SC: ah

cc: Sheriff John Rutherford
Lt. Elizabeth Kenny
Paul Perez
Adam Hollingsworth