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## **LAW ENFORCEMENT SUB-ELEMENT**



**This Sub-Element complies with California Government  
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Sunnyvale City Council on January 10, 1995**

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The Employees and Officers of the Sunnyvale Department of Public Safety

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## **EXECUTIVE SUMMARY**

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### **PURPOSE AND STRUCTURE**

The Law Enforcement Sub-Element consists of two major components: a description of existing conditions, and a set of integrated goals, policies, and action statements that will provide guidance for future decision making. The first component focuses on the police role as a response to community conditions. Key indicators of community conditions are analyzed for future trends and the future requirements to ensure the appropriateness and adequacy of the police response. The inter-relationships in both the criminal justice system and the broader human resources system are stressed throughout the sub-element.

The set of goals, policies, and action statements reflects the direction in which the City wishes to advance, and outlines the specific steps that must be taken to move that way. Since providing police services not only has unique local demands but also operates within and is impacted by a regional as well as State criminal justice system, it is also important that the City coordinate its efforts with the County, neighboring cities, regional agencies, and all levels of government through a variety of agencies. Within this same context, because criminal behavior is not bounded by jurisdictional lines, positive response to crime by an individual jurisdiction may be limited in its effect without extensive coordination between surrounding communities. Efforts directed at alleviating community conditions which are social disorder productive requires going beyond the scope of the criminal justice system and necessitates action from a wide range of public and private agencies at all levels.

Finally, this sub-element is one of three that comprise the entire Public Safety Element of the General Plan that include: (1) Law Enforcement, (2) Fire, and (3) Support Services. Because of the degree of integration of Police, Fire and Support Services within one Department under the "Public Safety" concept, there exist extensive inter-relationships between these three sub-elements. Each sub-element must be considered within the context of the whole Public Safety Element, particularly in those areas where common issues impact the total Department and the broad range of Public Safety service delivery. Further, the police function is strongly related to other General Plan sub-elements such as Transportation, Land Use, Recreation, Neighborhood Preservation, and Seismic Safety and Safety sub-elements.

## **PUBLIC SAFETY - A NON TRADITIONAL APPROACH**

The Department of Public Safety was established formally in the City of Sunnyvale June 6, 1950 by Council resolution Number 1040. This approach to municipal safety services has become a hallmark of safety concepts and practices by using a generalized approach that avoids duplication of effort, economizes staffing without reducing service levels and is more flexible and responsive to community safety needs.

As developed by Sunnyvale, the term "Public Safety" means that personnel are trained to provide both police and fire services through a system where personnel rotate from police to fire assignment every 3 -5 years. In addition, persons assigned to police patrol respond to fire emergencies when required. This allows the Public Safety Department to assign fewer personnel to fire stations and maintain high quality police services with the result that the local crime rate is among the lowest in the nation and the state for cities of comparable size and the City is a Class 3 fire rating by the Insurance Services Office, the national organization that rates municipal fire protection capability.

The Law Enforcement Sub-Element addresses the police role of the Public Safety officer. The fire role of Police Division assigned personnel is discussed in the Fire Services Sub-Element.

## **MAJOR FINDINGS**

The following major findings form the basis for goals and policies which are presented on the following pages.

1. The Public Safety concept of dual training of personnel for Police and Fire service is a unique and effective method of resource allocation.
2. The role of the police in a free society has been and will continue to be in a state of change. To be successful, the police will have to respond not only to individual crimes and criminals in the traditional manner, but also to underlying problems that contribute to crime and unrest in the community. The service role of the police officer will continue to develop as a major area of emphasis coupled with the traditional roles of arrest and order maintenance.
3. While the role of the police in society is affected by a broad spectrum of influences outside the community, it is at the local level where decisions are made as to what specific services are provided, with what priorities, with what resources, and with what degree of quality.

4. Demographics, physical design and condition of the community, and all City services have significant impact on the level of crime and social order within Sunnyvale.
5. Response to emergencies has the highest priority of all police activities. The Police Services Division of Public Safety responds to approximately 2,000 emergency calls for service each year, with an average on-scene response time in 1993 of 3.26 minutes from time of dispatch. Police services also responds to approximately 9,000 urgent calls for service with an average on-scene response time of 4.5 minutes from time of dispatch.
6. Police services promotes safety and community confidence by providing service to approximately 50,000 non-emergency calls for assistance on police-related problems each year.
6. Actual crimes represent only 15% of the total number of calls for police services. Investigation of those crimes, however, requires significant allocation of resources.
7. Sunnyvale enjoys a significantly lower crime rate and a higher case clearance rate when compared to cities of similar size. The comparison also holds true at regional, State and the national levels.
9. Court decisions have caused significant changes in juvenile justice proceedings that necessitate the use of community based support groups to provide delinquency diversion and prevention programs.
10. Traffic collisions represent by far the largest direct loss to the public in terms of both physical injury and monetary loss.
11. The purpose of Selective Traffic Enforcement is to improve traffic safety by employing strategies and techniques that decrease the accident ratio per miles travelled in the city.
12. Over half of all calls made to the police are requests for help in personal and interpersonal matters unrelated to crime. Police officers are frequently called upon to provide emergency intervention in interpersonal conflicts. Crisis intervention is usually temporary and achieving long term resolution requires the use of resources from other governmental agencies, criminal justice agencies, social service agencies and community based support groups.

13. The uniformed patrol officer is one of the most visible representatives of City government and, to a large extent, influences public attitude toward the quality and sufficiency of City services.
14. Community support, cooperation, confidence, participation and satisfaction are essential elements in the police/citizen partnership. A strong partnership is required for the police to successfully perform their duties.
15. The timely analysis of crimes, crime trends, and other community problems is essential in order to determine the most effective deployment of resources.

### GOALS AND POLICIES

#### **Goal 4.1A: PROVIDE A SAFE AND SECURE ENVIRONMENT FOR PEOPLE AND PROPERTY IN THE COMMUNITY.**

- Policy 4.1A.1: Provide rapid and timely response to all emergencies.
- Policy 4.1A.2: Control conduct recognized as threatening to life and property.
- Policy 4.1A.3: Provide investigative services directed toward successful prosecution and conviction of criminal offenders.
- Policy 4.1A.4: Reduce crime by strengthening the police/community partnership.
- Policy 4.1A.5: Facilitate the safe movement of pedestrians, bicyclists and vehicles.

#### **GOAL 4.1B: PROVIDE COMMUNITY ORIENTED SERVICES THAT ARE RESPONSIVE TO CITIZEN'S NEEDS IN TRADITIONALLY NONCRIMINAL AREAS.**

- Policy 4.1B.1: Aid those who cannot care for themselves(intoxicated, addicted, mentally ill, physically disabled, the young, the old, the homeless).

Policy 4.1B.2: Provide crisis intervention and conflict management/resolution.

**GOAL 4.1C: INCREASE AND MAINTAIN PUBLIC CONFIDENCE IN THE ABILITY OF THE PUBLIC SAFETY DEPARTMENT TO PROVIDE QUALITY POLICE SERVICES.**

Policy 4.1C.1: Provide for assessment of changing community needs and expectations.

Policy 4.1.C2: Provide inspection and control of personnel and Department operations which is proactive and responsive to citizen concerns.

**GOAL 4.1D: CONDUCT PLANNING AND ADMINISTRATION THAT INCORPORATES INTERACTION WITH OTHER CITY DEPARTMENTS AS WELL AS OTHER AGENCIES, BOTH PUBLIC AND PRIVATE, WHERE MUTUAL CONCERNS EXIST WHICH COULD HAVE IMPACT ON THE DELIVERY OF POLICE SERVICES.**

Policy 4.1D.1: Coordinate law enforcement planning with local regional, state and federal plans.

Policy 4.1D.2: Provide effective and efficient management of Public Safety resources in order to meet the needs of the community and the internal organization.

**GOAL 4.1E: SUSTAIN A HIGHLY TRAINED POLICE SERVICES DIVISION IN ORDER TO ASSURE THAT POLICE SERVICES ARE PROVIDED IN A QUALITY AND EFFICIENT MANNER.**

Policy 4.1E.1: Train and develop employees to meet state and local standards.

**Staffing and Resource Changes Since 1980**

1. Implemented the Selective Traffic Enforcement Unit consisting of five motorcycle officers and a supervisor. The Unit is responsible for quality traffic enforcement by identifying areas within the City where a high volume of accidents occur and taking appropriate enforcement action in order to reduce the accident rate. Officers

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- assigned to this Unit also comprise the Department's Major Accident Investigation Team and each is highly trained in accident investigation and reconstruction.
2. Developed and implemented the Department's Community Services Bureau in order to promote a focal point for public safety education and crime prevention to the community and to provide a key liaison point between Public Safety and the Community. The Bureau is managed by a Public Safety Captain and is staffed by five Neighborhood Resource Officers, a Neighborhood Resource Lieutenant, a Juvenile Probation Officer, four Crime Prevention Assistants, an Emergency Preparedness Coordinator, and 7 Community Service Officers.
  3. Developed and implemented the Department's Narcotics Unit which is staffed by three Public Safety Officers and a Public Safety Lieutenant. The Unit is responsible for local undercover narcotics investigations and has expanded its' level of expertise in the investigation of major drug trafficking cases and money laundering. The Unit has been involved in the seizure of over \$6,000,000 in cash which has resulted in the Department being awarded more than \$3.6 million through the Federal forfeiture system to be used for law enforcement expenditures.
  4. Developed and implemented the Department's Canine Program consisting of two police canines and two Public Safety Officers. The Unit has two police vehicles that are specially equipped for canine use. The canines are used to apprehend suspects, conduct building searches, and to conduct area searches for suspects and missing persons.
  5. Added the position of Patrol Staff Lieutenant to the Patrol Operations Bureau. The Lieutenants responsibility is to assist the Patrol Operations Captain in the development of policy and procedure, maintain liaison with other City Departments, investigate citizen complaints and conduct research as needed on police related matters.
  6. Increased the number of school crossing guards from 21 to 40 in order to provide crossing guard coverage at hazardous intersections. Added the position of Administrative Aide to supervise the Crossing Guard program and the Nuisance Vehicle Inspection program which had previously been supervised by a Patrol Lieutenant.
  7. Added the position of Forensic Specialist who is responsible for comparing latent prints taken from crime scenes in order to identify a suspect in the case and to act as a fingerprint expert for courtroom testimony. The Forensic Specialist is also

- responsible for maintaining the Departments Automated Fingerprint Identification System, processing major crime scenes for evidence and preserving evidence.
8. Established an Animal Control Unit consisting of two Community Service Officers who provide complete animal control services for the City.
  9. Contracted with Santa Clara County to provide an in-house Juvenile Probation Officer to deal specifically with juveniles arrested in Sunnyvale. The Officer participates in the juvenile diversion program, provides counseling to juvenile offenders and parents, and makes referrals to the County Juvenile Probation Department on juveniles involved in more serious offenses.
  10. Increased the number of Nuisance Vehicle Inspectors from one to two. The Inspectors are responsible for the removal of abandoned vehicles from city streets and private property. This unit now handles over 90% of all the reported abandoned vehicles thus freeing up time for Public Safety Officers to provide preventive patrol activities.
  11. Increased the number of Crime Scene Investigators to ten. These Officers are specially trained in the collection and preservation of crime scene evidence and are assigned to patrol around the clock. The unit has been provided with two fully equipped crime scene evidence vans which contain state-of-the-art evidence processing and collection equipment.
  12. Implemented a Tactical Team consisting of 34 Officers and 2 Lieutenants. The team is specially trained in crowd control techniques and mass arrest procedures. The unit is responsible for crowd control and arrest activities at demonstrations and strikes.
  13. Installed a new Police Records Management System and Computer Aided Dispatch System. This new system provides the Department with the ability to store and retrieve information more accurately than the previous system. Information is now immediately available to program managers and investigators at their worksites on desktop computers.
  14. Installed "Live Scan" in the Departments holding facility. This computerized system permits Officers to digitally scan an arrestee's fingerprints with a computerized scanner and then transfer the scanned fingerprint images to a laser printer. The Officer can then print out as many ten print fingerprint cards as needed. In previous years, Officers had to roll an arrestee's fingerprints with ink onto a ten print card and repeat this process until the required number of cards were completed.

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15. Installed a digital imaging system which permits Officers to take digital booking photographs of an arrested person and store the image on computer for later retrieval and use. The system permits officers to search the image data base for photographs that match information on physical characteristics which are input into the computer by the Officer. The system can instantly produce and print photo lineups for use by Officers when attempting to identify suspects in criminal cases.
16. Installed an Automated Fingerprint Identification System. This system consists of a high powered computer workstation and scanner. The computer has a database of several hundred thousand known fingerprints and is capable of searching the database in order to match latent prints lifted at a crime scene with known suspects. The system will also store the scanned images of latent fingerprints for future comparison against known prints as they are entered.
17. Equipped patrol Officers with laptop computers for use in writing reports in the field. Eventually these reports will be able to be downloaded directly into the Departments main computer thus saving staff time currently used for manual entry into the system.
19. Provided six Desk Officers assigned to two patrol teams for 24 hour coverage at Public Safety Headquarters. The Officers take police reports over the phone, provide Public Safety related information to citizens, handle booking and release of prisoners, and provide security at Public Safety Headquarters. The Desk Officers handle minor criminal reports thus freeing the Officers in the field for preventive patrol.
20. Developed and implemented a new Field Training Officer program consisting of twelve Field Training Officers assigned to the Patrol Operations Bureau. The program provides new Officers with in-house training and hands-on training in the field for a period of twelve weeks. New Officers are assigned to the program after completing the Police Academy. The program is designed to ensure that the Department has quality trained Officers for police services.
21. Contracted with Santa Clara County Child Protective Services for an in-house Master Social Worker to provide assistance on child abuse and neglect investigations.

## ***THE CHANGING POLICE ROLE***

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Placing the police role in the proper perspective is an imperative first step in looking for and establishing long term goals and priorities. Over the last three decades, the forces shaping the definition of the police role in society have been in a constant state of change and the effectiveness of the traditional principles of policing has been constantly questioned. In order to guide the delivery of police services into the future, one must understand the complexities of the various influences that have been brought to bear on shaping the police role in society today.

In a democracy the police and the community are vitally interdependent. The community looks to the police to maintain the basic order so necessary for true freedom. Even in this most basic police mission, the police depend upon the citizenry to call in incidents and emergencies, to provide information necessary for investigations, and to follow through with prosecution. A foundation of positive, collaborative working arrangements (not just public relations programs) between police and the community is essential if a community is to have confidence in and give support to its police department. Active outreach to and systematic engagement of the community provide the police with a better flow of information and a more accurate understanding of problems, concerns, and expectations in the various neighborhoods. Continual interaction can also serve as a catalyst in mobilizing neighborhoods to protect themselves better and to identify other resources and organizations that can assist the police in problem-solving efforts. The greatest responsibility for systematically developing and maintaining that dialogue and rapport lies with patrol officers - the police whose contact with the community is most direct and continuing.



The old vision of the police officer solely as a crime fighter neglects the department's need to be accountable to the citizens and for a partnership with the community. Police departments need to evaluate their performance on their contribution to the quality of life in their neighborhoods, not just on crime statistics.

### **THE COMPLEXITIES OF THE POLICE ROLE - A SHORT HISTORY**

In order to understand the complexities of the police role in Sunnyvale, one must have some insight into the history of police work over the last several decades and the developments that have had an impact on changing that role.

Prior to the 1960's, police departments nationwide embraced an organizational strategy that sought authority in criminal law. Their primary objective was to control crime through the utilization of such tactics as preventive patrol, rapid response to calls for service and criminal investigations. Success was measured by crime rate, arrests and crime clearance data. Police departments emphasized classical organizational forms and defined themselves as professional organizations that should be kept out of the purview of citizens, academics and researchers. Police business was just that: police business.

In the 1960's, the police were confronted with new problems, some of which were blamed on police attitudes and action. Middle class Viet Nam war protestors, civil rights activists, and poor people - whole segments of society - rose up in angry demonstrations against the policies of the government in which they had begun to lose faith. The police were ill prepared to deal with these problems, yet had to maintain order. The response was to attempt to quell disturbances through arrests backed up by the use of force. These tactics, once tolerated when used against perceived criminals, outraged the public when used against the members of the middle class who had participated in demonstrations. The police came to be seen as sources of violent conflict as much as peace keepers. Public

and media attention became more focused on police tactics and procedures.

Also in the 1960's, the Supreme Court, as a result of a more focused attention on police tactics and procedures, made several rulings that would greatly impact police conduct during criminal investigations:

1961: Evidence illegally seized by police cannot be used against state-level criminal defendants (Mapp v Ohio)

1963: Defendants in state-level felony cases have right to counsel (Gideon v Wainwright)

1964: The accused have the right to counsel during interrogation (Escobedo v Illinois)

1966: Suspects have the right to counsel when criminal investigations begin to focus on them; they must be informed of their right to remain silent (Miranda v Arizona).

One measure of the turmoil in U.S. cities and the controversy surrounding police practices in the late 1960's and early 1970's was the proliferation of blue-ribbon commissions during that period. Five national commissions were formed to examine the various aspects of police services and the criminal justice process and make recommendations for reform. In addition, social scientists increasingly undertook research into policing. The findings of these commissions and researchers was startling.

First there is general agreement that the greatest percentage of police staffing, time and resources, is and must be allocated to activities that have either nothing, or only very little to do with crime fighting in the strict sense of the term. Second, these activities, commonly referred to as peacekeeping, entail the methodical handling of an enormously wide-ranging variety of often highly complex and almost invariably very serious human problems. Third, police officers typically receive little instruction, little guidance, and above all, very little recognition

for doing this work. Fourth, officers exercise wide discretion in dealing with these activities.

In addition, research showed that the traditional approach of preventive patrol, rapid response to calls for service and criminal investigations had little impact on crime. Preventive patrol prevented very little; rapid response to calls for service proved largely ineffective; criminal investigations rarely improved clearance rates.

As a result of much of this research, a new direction for Police began to emerge in the early 1980's and continues to develop into the 1990's. Known as Community Policing, this new direction places emphasis on the fact that the basic police mission is proactive crime prevention, not merely responding to calls for service. Community Policing fulfills this mission by maintaining a visible police presence in neighborhoods, undertaking activities to solve crime producing problems, arresting law violators, maintaining order and resolving disputes and encouraging citizens to take more initiative in preventing and solving crimes. Community policing strongly emphasizes a shared responsibility between the Police and the citizens for maintaining safe and peaceful neighborhoods.

### **THE COMPLEXITIES OF THE POLICE ROLE THE CURRENT TASKS**

What are the current tasks and responsibilities expected of today's Police Officer? The Police, as an agency of the criminal justice system, have a major responsibility for dealing with crime, but the role of the Police Officer goes beyond the narrow functions of law enforcement. In 1972, the American Bar Association developed the "Standards Relating to the Urban Police Function" which describes a wide range of responsibilities for service delivery by municipal law enforcement agencies:

1. To identify criminal offenders and criminal activity and, where appropriate, to apprehend offenders and participate in subsequent court proceedings;

2. To reduce the opportunities for the commission of some crimes through preventive patrol and other measures;
3. To aid individuals who are in danger of physical harm;
4. To protect constitutional guarantees;
5. To facilitate the movement of people and vehicles;
6. To assist those who cannot care for themselves;
7. To resolve conflict;
8. To identify problems that are potentially serious law enforcement or governmental problems;
9. To create and maintain a feeling of security in the community;
10. To promote and preserve civil order; and
11. To provide other services on an emergency basis.

These diverse responsibilities of the police were officially recognized by the International Association of Chiefs of Police and will still hold true far into the future.

### **THE COMPLEXITIES OF THE POLICE ROLE THE FUTURE**

In the mid-1990's, a time of budgetary constraints, economic depression and diminishing resources for federal, state and local governmental agencies, the challenge to law enforcement is to redefine the role of the police in society in non-traditional terms. What exactly should the police be doing? How effectively will they be doing it, and how can they measure that effectiveness? This new definition of the Police role must include organizational strategies that focus more on crime prevention, fear reduction, problem solving, order maintenance, and developing an effective partnership with the community.

In addition to the current responsibilities, police officers in the late 90's will have to gain a greater knowledge of their neighborhoods. Citizens share a great concern about crime, but generally are more concerned about an even broader range of social problems, daily incivilities and other living issues that lead to a loss of sense of community. Rather than focusing just on individual incidents, the police officer of the late 90's must focus on problems, even identifying problems



not articulated by the citizens. Untended, these issues that lead to a loss of sense of community and increased fear, also lead to more serious disorder and crime.

### **THE COMPLEXITIES OF INFLUENCES ON THE POLICE ROLE**

How did the police role become so complex? The wide range of expectations and responsibilities with which the police have been charged have come, to a great degree, without any coherent planning by State and local governments as to what the overriding objectives or priorities of the police should be. Instead, what police do is determined largely by the competing factors which influence police involvement in responding to various government or community needs. These factors include:

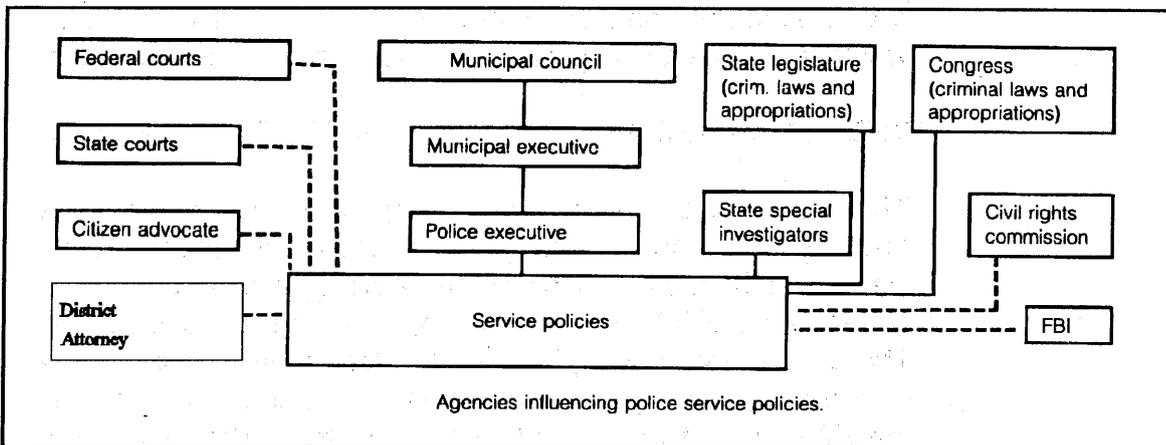
- Broad legislative mandates to the police.
- Authority of the police to use force lawfully.
- Investigative ability of the police.
- The 24 hour availability of the police.
- The expectations of the local community.

### **LEGISLATIVE MANDATES**

Police authority is derived from the State. The entire criminal justice system exists by State mandate rather than through local authority. Generally, police are given broad legislative mandates with legislative statutes employing sweeping phrases such as "to enforce the law" and "to keep the peace". It should also be recognized that police strategies in dealing with crime and disorder are often largely dependent upon other agencies, particularly within, but sometimes outside the criminal justice system. Although crime and disorder are generally thought of as police problems, this narrow perspective results in a failure to act to improve other components of the criminal justice system, such as the courts, prosecution and defense, correctional and youth service agencies and programs, other agencies that can and should become involved in working with potential offenders and actual

offenders, and the community itself. Adherence to this perception results in a failure to understand the system as a single process, composed of necessarily interdependent, although not effectively integrated elements, where the causes of criminal behavior, criminal events, and the resources needed to respond to crime and disorder lie. This single process moves through the police, the courts and correctional agencies, back once again to the community with the return of the offender.

Local police agencies are organized within a general "home rule" concept so as to be relatively autonomous in operation in order to be responsive to local community needs. Yet the structural framework of the criminal justice system creates inter-relationships between its components which make community policing never totally without external requirements and relationships. Each area of the justice system can place requirements or limitations on local police agencies and can influence the delivery of police services.



SOURCE: Local Government Police Management

### AUTHORITY OF POLICE TO USE FORCE LAWFULLY

Although governmental powers are deliberately limited in order to safeguard the constitutional rights of citizens, the police hold concentrated powers to intervene in citizens' daily lives.

To safeguard life and property, police are given statutory authority to detain, question, search, and arrest those who are breaking or those who are suspected of breaking the law, and to use that force which is necessary when carrying out these duties. It is because of the authority of police to use force lawfully, including deadly force, that citizens rely on them to deal with a wide range of potentially dangerous situations.

### **THE INVESTIGATIVE ABILITY OF THE POLICE**

Much of policing involves obtaining facts - particularly for the purposes of detecting and identifying persons who engage in criminal or prohibited behavior. Of all the skills that police officers possess, the capacity to sift through complex situations, in order to establish and verify facts, is among the most important. This ability is not only put to use in situations in which a crime has allegedly occurred, but more commonly in everyday occurrences where something appears awry and the exact nature of the situation is unknown. It is to the police that the public turns, not only when there are outward signs of the unusual, but also when only further inquiry will establish whether there is actually a need for assistance or intervention.

### **THE TWENTY-FOUR HOUR AVAILABILITY OF THE POLICE**

The police are one of the few governmental or private agencies that operate twenty-four hours a day, seven days a week, with the capacity through strategically placed personnel to respond quickly to wide ranging requests for assistance. This availability takes on special importance when many of the governmental and private agencies providing social services are either closed, unavailable, or unable to respond when the need for such services is required. When situations reach crisis proportions during these hours, it is to the police that citizens usually turn. Much of what the police do is accrued to them because of their twenty-four hour availability.

### **COMMUNITY INFLUENCES**

To this point, the influences explored have dealt with the extended community in viewing the police in a broad social

context. It is however, at the local level that the specific nature of the goals which police seek to achieve in their efforts to carry out mandates from the various influences are defined. It is at the local level where the decisions are made as to what services are provided, with what priorities, and with what degree of quality. Within the community exist competing needs for limited available police resources with special requests for service coming from neighborhoods, commercial interests, and citizens groups.

Police services provided by Public Safety are first and foremost a reflection of community needs and expectations. Yet, these services and programs are just one point in an evolutionary continuum. As Sunnyvale has grown and changed in composition and character, so too have the services provided by Public Safety undergone important changes in order to remain responsive to community and citizens' needs. To maintain that responsiveness in the future, Public Safety will require different strategies and approaches as Sunnyvale is a dynamic and changing community.

To understand why Public Safety Police Services are what they are today, it is important to look at Sunnyvale's history and how these various influences interacted. To understand what Public Safety Police Services will have to be in the future and to plan for it, it is important to look at the direction in which the community is now moving and the role that critical influences will play in determining that direction.

## THE COMMUNITY

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Prior to 1950, Sunnyvale was basically an agricultural community with a limited industrial base. Housing was geared to providing homes for workers in local industry. During the 1950's, the electronics and aerospace industries began locating in Sunnyvale, beginning the shift from an agricultural community to a highly sophisticated technological center. Today, Sunnyvale is both a residential community and a geographical center for "high tech" industries.

There are many factors that can influence community conditions and therefore influence the police role in the community.

### POPULATION CHARACTERISTICS AS AN INFLUENCE

Much of Sunnyvale's population growth occurred in one twenty year surge between 1950 and 1970. Between 1980 and 1994 the population has increased from 106,618 to 124,204. The Community is now in a leveling trend.

In 1970, the median age of Sunnyvale's population was 26.2 years and in 1980 it was 31.1 years. Based on statistics from the 1990 census, the median age has risen to 33.3 years. Should this shift in age distribution continue to rise, it will have an impact on the crime rate in Sunnyvale.

Young people commit a disproportionate amount of crime. Currently, 30% of the population of Sunnyvale is under the age of 25. Consider that in 1992, 11.9% of all arrestees in the nation for FBI Part 1 crimes were under the age of 15; 29.1% were under 18 years; 42.8% were under the age of 21; and 55.9% were under the age of 25. While different offenses have different involvement patterns in terms of age and the peak ages for certain offenses have shifted over time, crime continues to be committed by the young.



Violent crime has become one of the nations major concerns. Historically, juveniles had a propensity towards property related crimes. Nationally, during the 1980's, crimes of violence committed by juveniles began to increase markedly, involving all races, social classes and lifestyles. Between 1988 and 1992 the number of arrests of persons under the age of 18 for FBI Part 1 violent crimes increased by 47.4% while the number of arrests for property crimes in the same age group increased 7.6%. In contrast, the total number of arrests for persons 18 and over for violent crime has increased 18.8% and 0.7% for property crimes. Social scientists believe that much of the increase in juvenile violence can be attributed to a breakdown of families, schools, and other societal institutions.

### NEIGHBORHOOD PLANNING AS AN INFLUENCE

While some demographic factors have worked to increase demand for police services, others have had influences in the opposite direction. The neighborhood concept in planning is one example. During the early 1950's, the city was divided into neighborhood areas as illustrated by figure 2. Within the large planning areas are smaller, discrete residential neighborhoods. These neighborhoods share common characteristics and facilities. In concept, each of these smaller neighborhoods share a contiguous area bounded by traffic arteries, served by an elementary school or park within walking distance and are provided with shopping facilities within a half-mile radius to meet the day-to-day needs of its residents.

The physical layout of a neighborhood's streets and housing can influence crime and social disorder. The nature of a neighborhood's boundaries is important in two ways. First, such features as major traffic arterials form "natural boundaries" and contribute to a shared definition of the neighborhood's territory and sense of community. The second impact of boundaries is on crime patterns. Physical features can serve to dissuade outsiders looking for crime opportunities. Where mixed land use occurs and major thoroughfares crisscross neighborhoods, crime opportunities

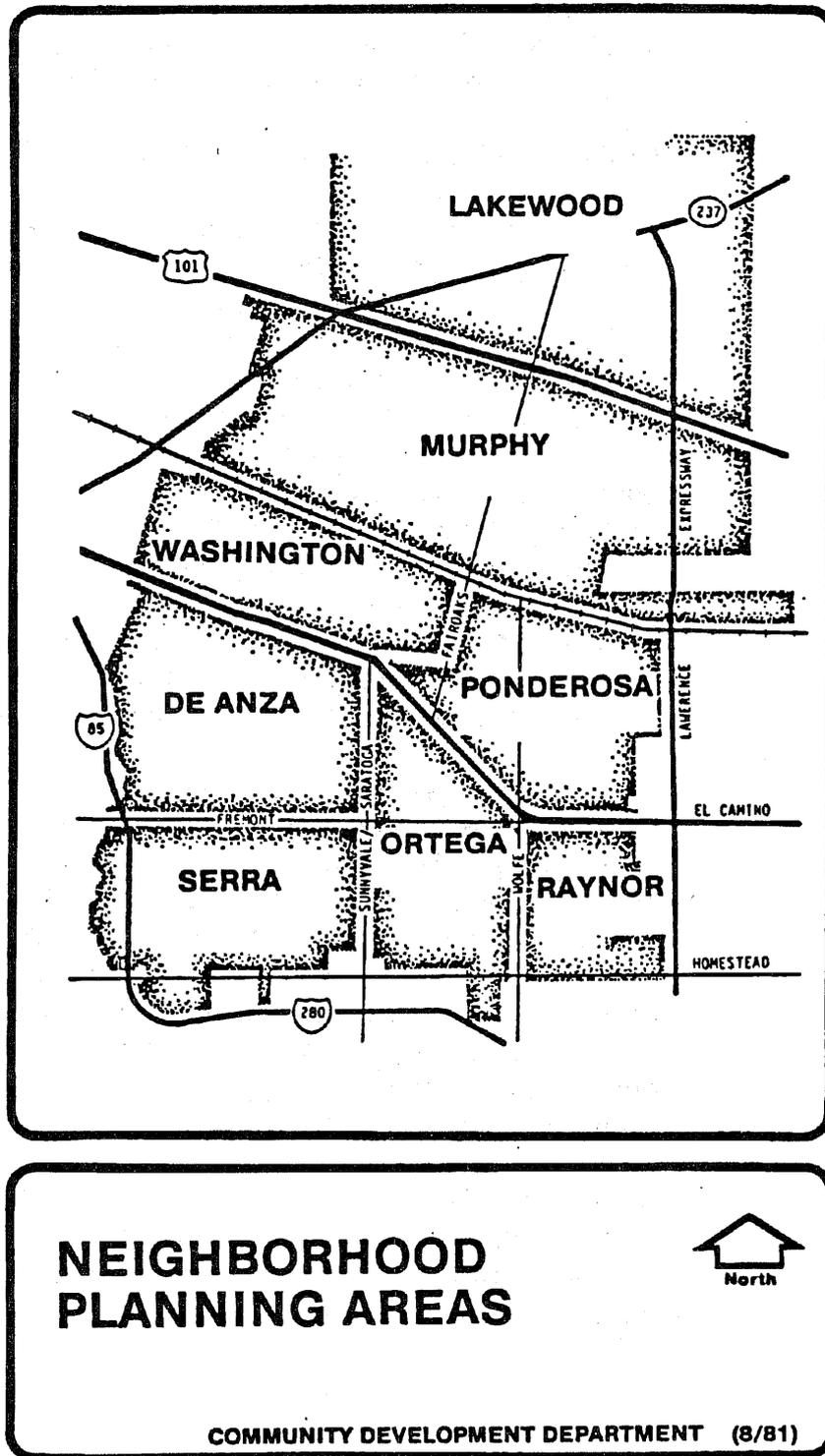


Figure 2

increase as the legitimate presence of strangers in the neighborhood is increased. Smaller businesses and local shopping streets do not tend to have this effect.

### **NEIGHBORHOOD TIES AS AN INFLUENCE**

As physical layout is an important influence, so too are the residents' ties to the neighborhood. The stronger the ties and sense of community, the less likely that social disorder will occur. In essence, each resident's neighborhood ties are a reflection of his or her stake in the area and the options for living elsewhere. The stake may be economic (investment in a home, for example), social (status, friendships), affective (a preference for the architecture, family history) or a combination of these. Home ownership is the most recognized of these factors. Options for living elsewhere, i.e. mobility, also differ among individuals and households. In general, younger households and those with greater income are more able to change their residential location; the poor, the elderly, and families with children in school are less able or likely to move.

Young adults are usually mobile and slow to develop community ties. Among renters, it is primarily those with very limited alternatives - the old and the poor - who form a somewhat stable residential population. This stable base is eroding because of high rental costs. Census information indicates that renters tend to move more frequently. Based on information provided in the 1990 Census, only 15.3 percent of the available rental units were occupied by the same householder longer than 5 years as opposed to 67.3% of owner-occupied houses.

Homeowners typically move less often; their economic interest in the neighborhood is reinforced by social ties that have more time to develop. Connections to community institutions, particularly schools, also reinforce their stake in the neighborhood.

### RECREATION AS AN INFLUENCE

Neighborhood schools and parks with active recreation programs increase the sense of neighborhood community and "belonging". By providing supervised, constructive activities for leisure time, there is a positive effect on reducing crime. Parks and Recreation Department's emphasis on tailoring recreation programs to suit individual neighborhood needs allows programs to be responsive to changing community conditions.

### NEIGHBORHOOD CONDITION AS AN INFLUENCE

Another influence equally as important as the population and physical characteristics of a neighborhood is that of the neighborhood's overall condition. In general, declining neighborhoods are marked by reduced satisfaction and a sense that no one cares. Residents cease to feel as if they can affect how their streets look or how they are used. Indeed, decline carries a self-fulfilling prophecy: When residents cease to act, the social and physical fabric of the community will break down and can lead to more serious disorder and crime. "At the community level, disorder and crime are usually inextricably linked, in a kind of developmental sequence. Social psychologists and police officers tend to agree that if a window in a building is broken *and is left unrepaired*, all the rest of the windows will soon be broken. This situation is as true in nice neighborhoods as in run-down ones. "

When viewed as a whole, Sunnyvale has excellent structural condition and very little to detract from neighborhood quality. A high level of public works maintenance and Community Development code enforcement contribute to this neighborhood quality.

Eighty five percent of Sunnyvale's residential structures were built prior to 1979, and fifty nine percent prior to 1969. This latter age category is especially critical for housing, since this is a time when signs of exterior deterioration become more evident and interior facilities malfunction. High market demand with attendant increases in property value has

elevated the level of property maintenance. The dramatic increases in property value over the last fifteen years have had a positive effect on rehabilitation of neighborhoods. This situation, in turn, stimulates further property value increases, improves aesthetics and contributes to the sense of community in the neighborhood. Heightening the sense of community decreases social disorder problems, resulting in a decrease in demand for Police enforcement services.

### **DENSITY AS AN INFLUENCE**

Density of population is particularly important in the demands for Police services. As an influence, density is a complex phenomenon and at times a highly emotional issue. The distinction must be made between density and crowding, although sometimes the terms are mistakenly used interchangeably. Higher density means a higher level of population within a defined geographical area (higher intensification of land use). In basic terms, higher density means more people with more and diverse services. Crowding refers to the state of mind of being uncomfortably congregated. One can feel "crowding" in either a low or a high density environment just as one can feel "isolated" or "alienated" in either setting. The feeling of crowding is most pronounced during a period of social relationship change.

What has historical importance for Sunnyvale is the increase in density which changed the community from a predominantly agricultural society to a predominantly urban one. The social changes brought different social control demands. With the increase in population concentration came increased physical mobility and the increased potential for social order disruption during the transition period. Social disorder did increase during this period as reflected by increased demands for services, but not to the extent that the figures would indicate. Unfortunately, existing measures are not true reflections. For example, per capita calls for service have increased from .25 to .53 between 1960 and 1993. Like crime rate, this measure is based on residential population and does not include actual "day time" population. (i.e. non-resident employees, shoppers, or commuters). During this same period of time the City

became heavily industrialized with a daytime working population essentially equivalent to the night-time residential population.

Because of the City's land use policies and efficient planning during the transition phase from agricultural community to a center of "high technology", intense high density urbanization and attendant high demand for service was avoided by low density planning, resulting in 46.8% of residential land use being taken by single-family detached and attached dwellings. The remaining 53.2% of available housing units is still relatively low density and suburban in character as evidenced by the lack of high rise construction.

Changes in crime patterns and calls for service resulting from future intensification of land use is dependent on the particular demographics of the developed areas. Crime pattern changes at sites that are proposed for commercial intensification would be highly dependent on the types of businesses that occupy those sites and to some extent the geography and physical characteristics of the area. In residential developments, the age distribution, socio-economic conditions, and cultural diversity of the residents would be major factors affecting the quality of life in a neighborhood, and to some extent the amount of social disorder and criminal conduct that determines the type and frequency of demands for police services.

#### **TRANSPORTATION AS AN INFLUENCE**

A final factor that has influenced citizen needs and expectations and, in turn, demands for Police services, is the use of the transportation system in Sunnyvale. The automobile is by far the dominant mode of transportation, generating 1,936,590 miles travelled on a weekday on Sunnyvale streets.

Much of the travel within Sunnyvale is done by nonresidents travelling to Sunnyvale or through Sunnyvale to other points. While a major portion of the travelling through is done on State freeways and does not impact the local transportation system, that outside traffic going to and from points in Sunnyvale has

major impacts. A principal cause of the traffic coming into Sunnyvale is that there are an estimated 114,230 jobs located in Sunnyvale and only 76,535 working residents, of whom only 31.6% actually work in Sunnyvale. Traffic engineering estimates that 92,000 commuters travel into Sunnyvale on a weekday.

Traffic levels in Sunnyvale have risen steadily through the 1980's and have only recently leveled off which is due to a decline in the economy and fewer available jobs. Much of the congestion on local roadways and problems associated with commuter traffic during mid to late 1980's has also been alleviated by better road and intersection design as well as more sophisticated traffic signal control systems.

The number of accidents has also decreased each year since 1985. This can be partially attributed to the selective traffic enforcement unit which targets enforcement in areas with high accident rates. A further discussion on traffic and selective traffic enforcement can be found in the chapter on Traffic.

## **THE ROLE OF THE POLICE IN THE SUNNYVALE COMMUNITY**

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The influences at work in our local community and in the larger extended community have brought about a unique Police role in Sunnyvale. There are four major roles for and expectations of Sunnyvale Police Services. They are:

- to provide a safe and secure environment
- to provide responsive community oriented services in both criminal and non-criminal areas
- to assure public confidence
- to plan partnerships and interaction with other agencies where mutual concerns exist

Although these roles have been defined as separate police functions, it should be understood that they are thoroughly interrelated. The community expectation is that the police function in all roles simultaneously.

Providing a safe and secure community environment encompasses three major police functions: (1) Emergency response; (2) crime control, prevention and reduction; and (3) traffic control. These areas are generally thought to be tied more closely to community order and the enforcement of laws.

Providing responsive community oriented services in both criminal and non-criminal areas is a police function that is closely tied to prevention, victim services, and aftercare. Some of the non-criminal areas involve crisis intervention, conflict management, aiding those unable to care for themselves, abandoned vehicle abatement, noise complaints and liability exposure reduction. These efforts are essential in bringing the police and the community together in a partnership.

Public confidence is achieved when the community believes that the police are acting both properly and effectively. It is



imperative that close ties are developed and maintained between the police and the community and that the police are receptive and responsive to community needs.

Planned coordination, partnerships, and interaction between the police and service agencies, both public and private, is crucial in addressing the needs of the community. It is with these established links that police can assist in bringing about desired social change.

## **EMERGENCIES**

Emergencies are events which require immediate attention because human life or property is in serious jeopardy. As such, emergencies must take the highest priority of all police activities.

Responding to emergencies is a primary responsibility of the police. Emergency calls for assistance may range from crimes in progress to aiding an injured person. They may be criminal or non-criminal in nature. The Police have an obligation, for example, to rescue individuals from a burning building, to apprehend criminal offenders, and mitigate a variety of other hazardous situations. The Police role of "protection" means not only protection against crime, but against other hazards and accidents as well. It is in these areas of protection and non-criminal emergencies, that Public Safety's dual roles of Police Officer and Fire Officer frequently merge. The role of the Public Safety Officer assigned as a Fire Officer is addressed in the Fire Services Sub-Element.

Handling emergency situations is one of the primary duties of the patrol officer. Because of the patrol officer's mobility, he/she is normally the first public official at a scene and carries the responsibility of making decisions which are critical in nature. An officer's training and experience is the preparation for that split second decision making process. The vehicle the Officer drives is equipped as an emergency vehicle and, to ensure rapid response, the State has instituted special laws exempting Police Officers from the normal rules of the road when responding to emergencies. This rapid response is one part of an equation that when combined with a rapid and accurate report of the emergency situation, affords an officer a better chance of bringing the call to a successful close.

The problem of priorities arises in the broad context of what proportion of total Police resources should be allocated for this purpose. What resources should be devoted to protecting specific individuals in the community who feel endangered? The Courts have normally determined that although the Police

are obligated to provide protection to the public, they are not liable for failure to provide protection for an individual. Although a liability may not exist, this fact does not provide an adequate foundation for the Police to make the decisions that are required in responding to reports that a life is threatened. Community expectations in this area of Police activity are much broader and higher than this narrow legal interpretation.

The community expectation is that both temporal and geographical deployment of Police resources be such that it anticipates the availability of Patrol Officers capable of responding to every emergency incident in an expedient manner.

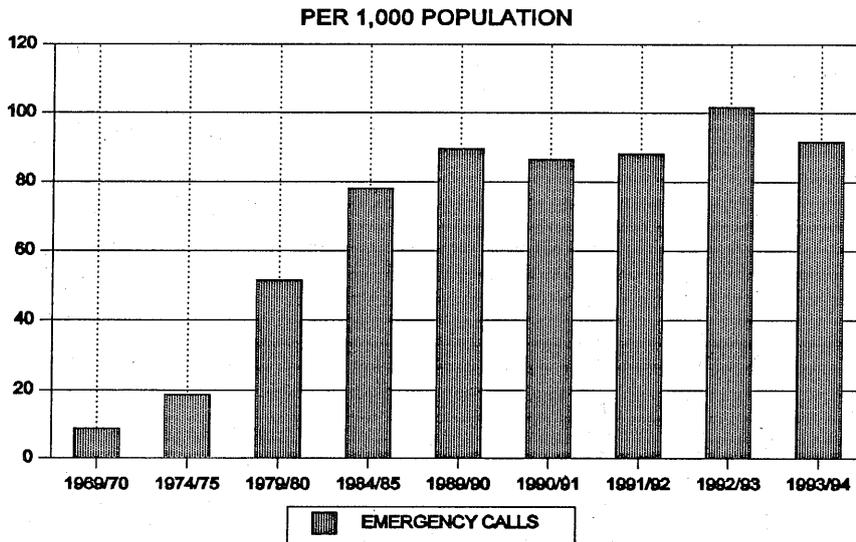
It must be recognized that there are varying degrees of emergencies which require different police resources. Incidents range from what might be called more or less ordinary routine Police situations such as major injury vehicle accidents to major natural disaster such as an earthquake. The magnitude of the emergency dictates the level of Police response. At some point, all resources of individual jurisdictions are depleted as no agency can afford the personnel or equipment necessary to respond to each and every emergency situation.

There are emergencies that are far beyond the scope of any local Police agency such as major earthquakes and diststers. It is in these extraordinary situations that the planning, interaction, and coordination role of the Police is of extreme importance. In a later section, this role is explored and integrated into the City-Wide Emergency Preparedness Plan as addressed in the Seismic Safety and Safety Sub-Element of the city's General Plan.

What is addressed in this section are those emergencies to which the Police respond and are capable of handling with the resources available to the Public Safety Department. There are varying degrees of Police involvement as well. The Police Services Division currently responds to approximately 2,000 emergency and 9,000 urgent calls for service each year.

These range from emergencies such as overturned vehicles in an automobile accident which are handled by on-duty patrol resources to more complex and hazardous situations such as an armed, barricaded suspect holding hostages which requires the mobilization of a specially trained response team.

### EMERGENCY POLICE CALLS FOR SERVICE



**Figure 3**

The response time necessary for arrival of the first on-scene Patrol Officer is dependent upon numerous variables, which include, but are not limited to, staffing levels, percentage of Patrol Officer noncommitted time, frequency of calls for service, time of day, travel distance, traffic congestion, and the amount of time it takes the dispatcher to gather the information and dispatch the call.

Police Services Division has an average first on scene response time to emergency calls of **3.26** minutes from the time the call was dispatched. When patrol based response to fire calls is excluded, the average response time is **2.73** minutes. Emergency calls as described here are defined as any calls where life or property is threatened and are of such a serious nature that they require a response using red lights and siren. Police Division has an average first on scene

response time to urgent calls of **4.5** minutes. Urgent calls are of a less serious nature than emergency calls but require the officers to respond as quickly as possible while still obeying the rules of the road as defined in the California Vehicle Code. The above response times are measured from time of dispatch. The average dispatch preparation time is under three minutes. A significant change in any one variable will

impact that response time, in particular, resource (staffing) levels, dispatch time or the community demand for service. In the abstract sense we know that increasing resources should shorten the response time while declining resources should lengthen that time required to have on-scene services at the emergency. Total resources within the Department in turn, as well as the type of resources needed, dictate the magnitude of an emergency that could, in theory, be handled. However, at some point, further adding or subtracting of resources will have no significant effect on response time. Prior to reaching that point the balance is usually lost between benefits to the community from the

response time and community costs of providing the ability to achieve that response time.

Police agencies have available a variety of strategies aimed at reducing the response time to emergency calls for service. Studies indicate that by reallocating resources by time of day, augmenting beat patrol staffing with non-sworn positions such as Nuisance Vehicle Inspectors, and by allowing a greater number of non-emergency cases to be investigated by station based personnel, agencies may be able to reduce the patrol officer's response time to calls for service.

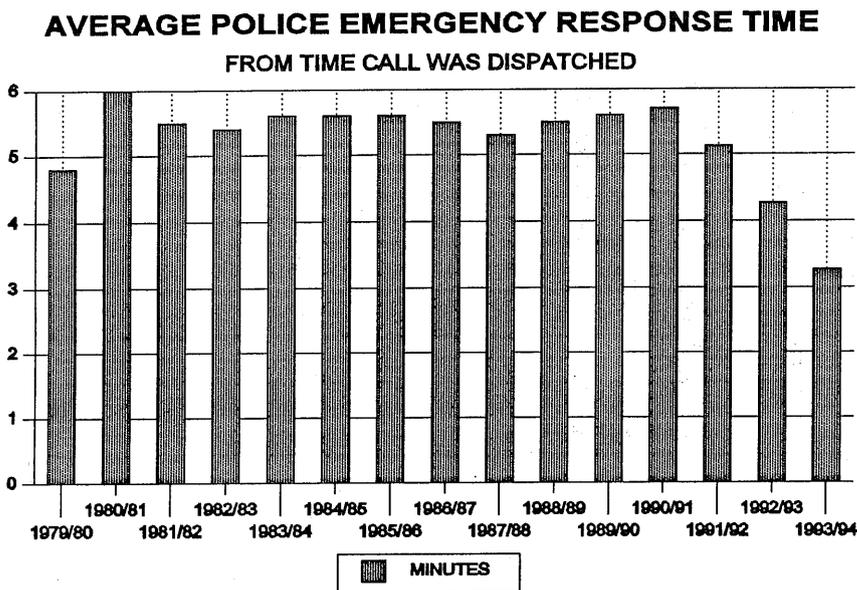


Figure 4

The Police Services Division will continually study these and other avenues for reducing the non-emergency workload for the uniformed beat officer.

## **CRIME**

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Historically, the causes and origins of crime have been the subjects of investigation by varied disciplines. Some factors which are known to affect the volume and type of crime occurring from place to place are:

- Population density and degree of urbanization with size of locality and its surrounding area.
- Variations in composition of the population, particularly youth concentration.
- Stability of population with respect to residents mobility, commuting patterns, and transient factors.
- Modes of transportation and highway system.
- Economic conditions, including median income, poverty level, and job availability.
- Cultural factors and educational, recreational, and religious characteristics.
- Family conditions with respect to divorce and family cohesiveness.
- Climate.
- Effective strength of law enforcement agencies.
- Administrative and investigative emphasis of law enforcement.
- Policies of other components of the criminal justice system (i.e., prosecutorial, judicial, correctional, and probational).
- Citizen's attitudes toward crime.
- Crime reporting practices of the citizenry.<sup>1</sup>

The concern with crime is both personal and societal, but it is personal first. It is a concern with the protection of one's person and belongings - the timeless desire to be able to move about freely without fear of being beaten or robbed. Secondly, it is a concern for the protection of those institutions and public properties which the citizen values.

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<sup>1</sup>Uniform Crime Reports 1991

The areas of the criminal event, the victim, the offender, and the response to crime are presented below. A history of Sunnyvale crime rates is presented and comparison with other jurisdictions are made. While dollar loss figures are presented as to the direct personal losses from criminal victimization, what is not and cannot be presented are the social costs of crime, costs that are distributed throughout a society and a community. Statistics present an impersonal picture of the costs of crime both in monetary losses and in terms of fear and apprehension. This is particularly true in the Sunnyvale community where the crime rate has historically been significantly lower than cities of similar size.

Crime may appear rewarding to some elements of our society, but it does not produce wealth, it only transfers it against our wishes. Crime, therefore, represents a tax on every citizen. The tax is paid in the form of higher prices for products that are imposed as a result of commercial theft and in the form of expenditures for private and public defense.

Social costs of crime cannot be calculated exactly because there are no scales on which to weigh the price of pain and suffering inflicted by criminal activity. Furthermore, there are no accurate figures on the cost of losses in productivity incurred by injuries to victims.

We can only estimate the cost of crime in terms of selected dimensions of criminal taxation. For example, insurance against theft itself represents a cost of theft. In addition, retail prices are increased to compensate for losses due to larceny. It is estimated that retail businesses lose one to two percent of the total value of annual sales as a result of shoplifting and theft by employees. Losses in discount department stores are even higher - an estimated 2.6% of sales. In 1991, there were 1,124,694 shoplifting offenses nationwide reported to police amounting to an estimated loss of \$119,217,564 to retail businesses. This loss does not include shoplifting offenses that went undetected.

Loss of productivity and the direct and indirect costs to victims are only part of the levy imposed by crime. There is also the cost of official response to crime. This cost includes the prices of maintaining jails and prisons and the prices for services rendered by police officers, judges, juries, state paid prosecuting and defense lawyers, and probation and parole workers. In fiscal year 1991/92, the cost for these services in California alone, is estimated at 13.7 billion dollars.

### THE CRIMINAL EVENT - WHAT IS CRIME?

A crime is an act specifically prohibited by law, or failure to perform an act specifically required by law, for which punishment is prescribed.

Felonies are serious crimes for which the offender can be sentenced to state prison.

Misdemeanors are less serious crimes for which the offender can be sentenced to various combinations of probation, county jail, fine, etc.

Infractions are the least serious crimes and are usually punishable by a fine.

Two major indexes of crime are of particular interest to Sunnyvale: The FBI Crime Index (or Modified FBI Crime Index) and the California Crime Index. The FBI Crime Index uses seven major offenses as defined by the FBI as benchmarks for the study of crime trends. The California Crime Index uses the same major offenses, but excludes theft. What follows are those FBI definitions of the seven major offenses which are reported in the FBI Crime Index and used nation-wide for crime reporting purposes.

**Homicide** - The willful (non-negligent) killing of one human being by another. (Includes murder and non-negligent manslaughter and manslaughter by negligence).

**Forcible Rape** - The carnal knowledge of a female forcibly and against her will (Includes attempts to commit forcible rape.)

**Robbery** - The taking or attempting to take anything of value from the care, custody or control of a person or persons by force or threat of force or violence and/or by putting the victim in fear.

**Aggravated Assault** - The unlawful attack by one person upon another for the purpose of inflicting severe or aggravated bodily injury. This type of assault usually is accompanied by the use of a weapon or by means likely to produce death or great bodily harm.

**Burglary** - The unlawful entry of a structure to commit a felony or theft. (Includes attempted forcible entry.)

**Theft** - The unlawful taking, carrying, loading or riding away of property of any value from the possession or constructive possession of another. (Except embezzlement, fraud, forgery and worthless checks.)

**Motor Vehicle Theft** - The theft or attempted theft of a motor vehicle.

In addition to the above seven major crimes, Arson was added to the FBI Crime Index in 1982, thus creating the Modified FBI Crime Index. For index purposes, Arson is defined as follows:

**Arson** - Any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another, etc.

These crime indexes must be used with caution since they report only the total numbers of crimes that occurred without relating the numbers to other significant factors. In order to obtain a more accurate picture of crime occurring within the city, these numbers need to be converted into a rate per

hundred thousand population. Doing so provides the Department with the ability to compare crime rates with other cities of similar size and demographics.

### **WHAT ARE THE SOURCES OF CRIME STATISTICS?**

There are two major sources of national crime statistics which are published annually: The Uniform Crime Reports (UCR) and the National Crime Victimization Survey (NCVS). Both concentrate on measuring a limited number of well-defined crimes. They do not cover all possible criminal events. The statistics on crime from these two reports differ because they serve different purposes and derive their information from different sources.

Both the FBI Crime Index and the California Crime Index are compiled from Uniform Crime Reports submitted by law enforcement agencies. These indexes count only crimes that are reported or come to the attention of the police. They basically measure police workload and activity. The National Crime Victimization Survey obtains information on both reported and unreported crime. While Uniform Crime Report indexes count all crimes committed against all victims (including businesses, organizations, and other agencies) the NCVS counts only crimes against persons age 12 and older and against households. The UCR counts are collected from police reports and the NCVS counts are collected from survey interviews which ask a national sample of approximately 83,000 people living in 42,000 households about their experiences as victims of crime during a specified period. The UCR indexes allow comparisons on actual reported crime amongst jurisdictions which, in conjunction with the NCVS index, projections can be made on the amount of unreported crime that is occurring within the community. Sunnyvale does not have an equivalent index to the NCVS, so any projection of unreported crime comes from a national survey and does not necessarily reflect unreported crime in Sunnyvale and must be viewed with caution.

### HOW DOES SUNNYVALE COMPARE?

The graph below depicts how Sunnyvale compares with the California and National crime rate per 100,000 population. Crime peaked in Sunnyvale in 1979, 1980 and 1981 mainly because of a dramatic increase in reported thefts and burglaries. In Sunnyvale in 1980, the year with the highest crime rate, thefts accounted for 72% of the crime index and burglary accounted for 17%. The rest of the major crimes of murder, auto theft, robbery, assault and rape accounted for only 11% of the total crimes reported. After 1980, Sunnyvale's crime rate began to decline and continued to do so, because of a decrease in the number of reported thefts and burglaries, yet thefts and burglaries continue to account for the greatest percentage (85% - 90%) of the crime index each year.

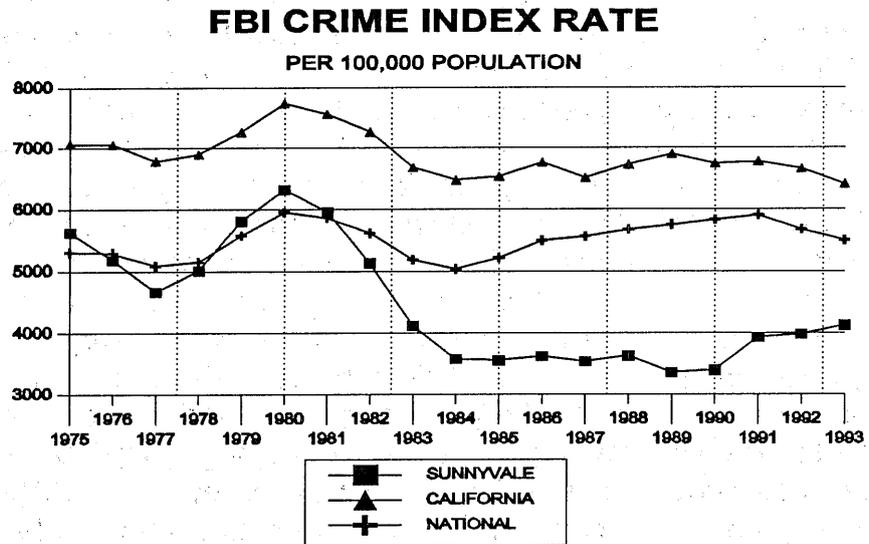
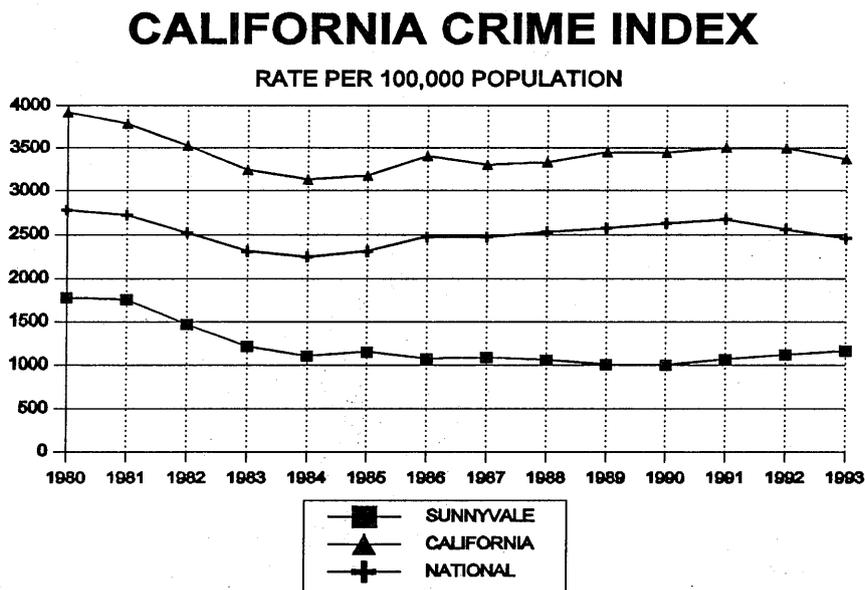


Figure 5

Of the total number of reported thefts in Sunnyvale that were included in the 1993 FBI Crime Index, 71% are valued under \$100.00 and 42% are valued under \$50.00. These percentages are also fairly consistent each year. A candybar

valued at fifty cents, which is stolen in a shoplift case has the same equivalent on the crime index as one murder or one robbery.

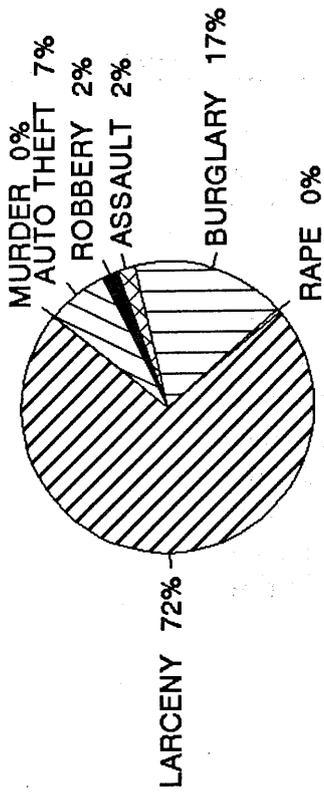
The California Crime Index does not include larceny but includes the more serious crimes of murder, rape, robbery, aggravated assault, burglary and auto theft. This index gives a more accurate picture of crime that is occurring in a city since these crimes are more likely to be investigated and reported than are larceny crimes. The graph below shows that Sunnyvale has been far below the National and California levels in serious crime when larceny is eliminated from the crime index.



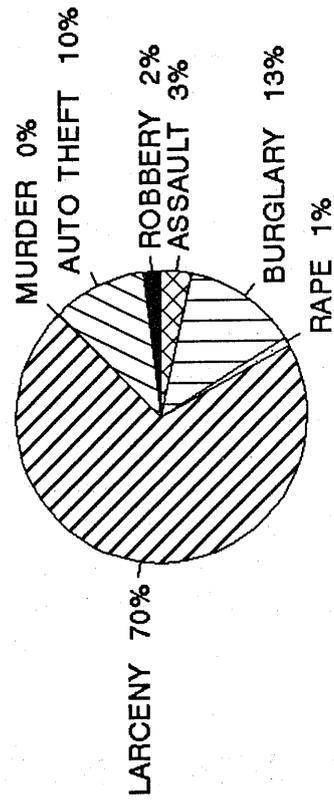
**Figure 6**

The charts on the following pages provide an historical view of the breakdown of Sunnyvale's crime index from 1975 through 1993 and dramatically depicts that larceny (theft) and burglary account for the greatest percentage of reported crime every year.

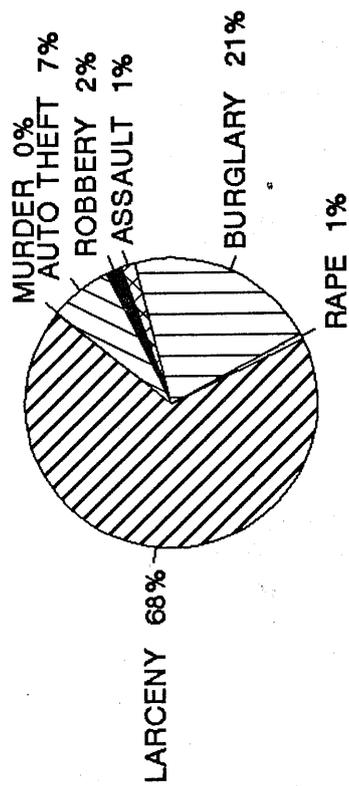
# NATURE OF CRIME IN SUNNYVALE



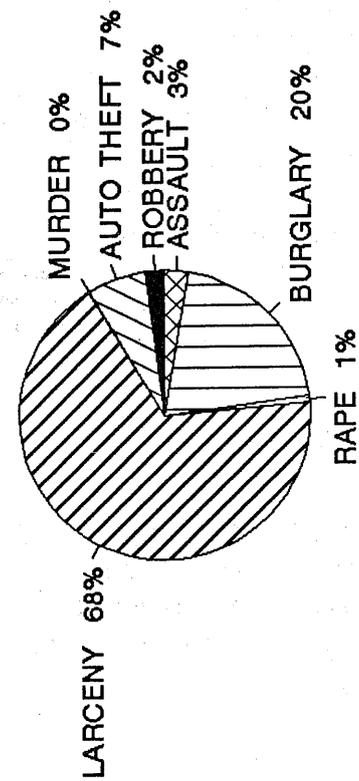
1980



1990

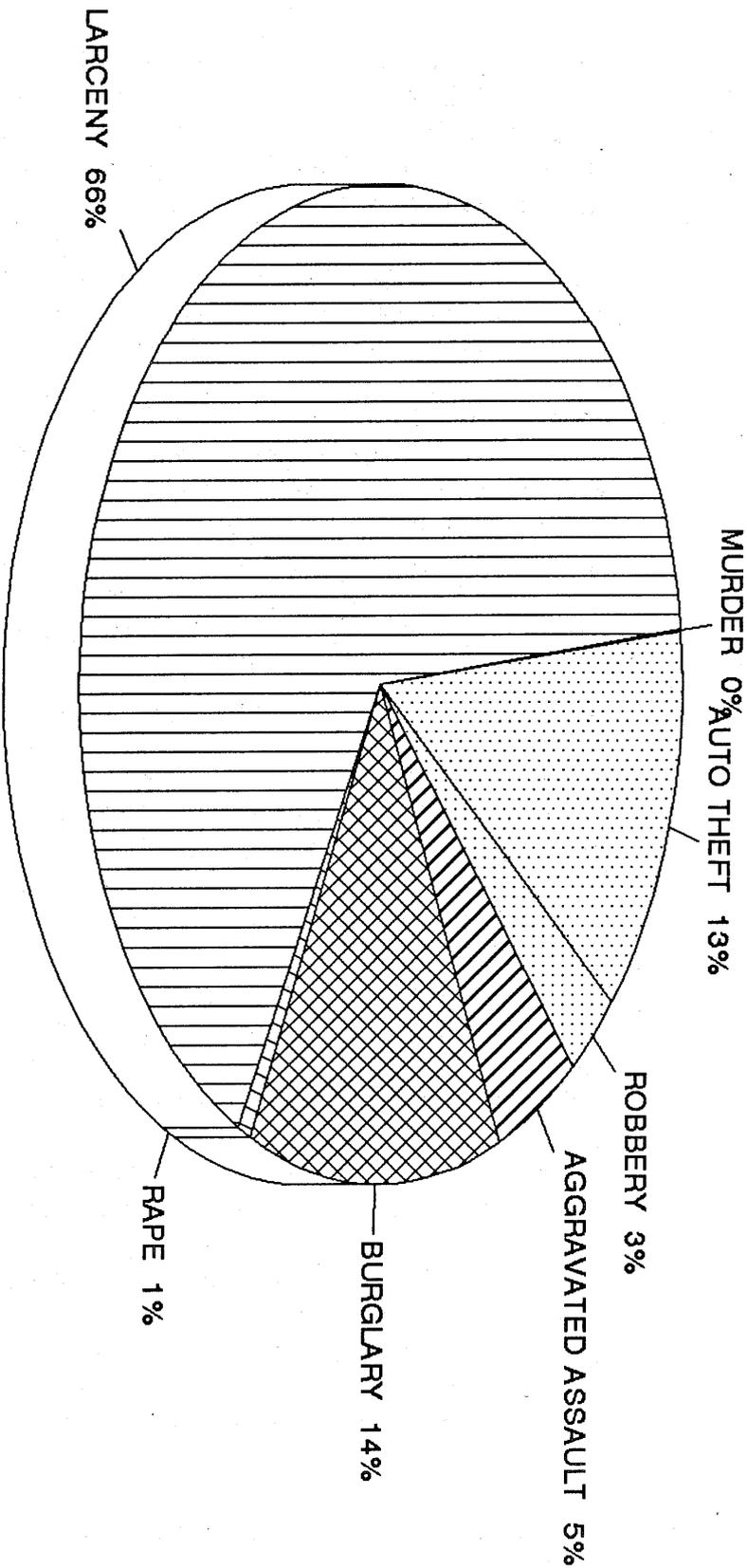


1975



1985

# 1994- SUNNYSVALE CRIME



FBI CRIME INDEX 3837

The graphs on pages 45 through 50 compare the crime rate per 100,000 population in Sunnyvale with adjacent cities and other cities in Santa Clara County over the last 14 years. As depicted in these graphs, Sunnyvale has enjoyed a very favorable position as the lowest rate of all these cities.

In trying to judge how safe a city is or what rate of crime a particular jurisdiction experiences, several other cautions must be explored before attempting to interpret the crime statistics.

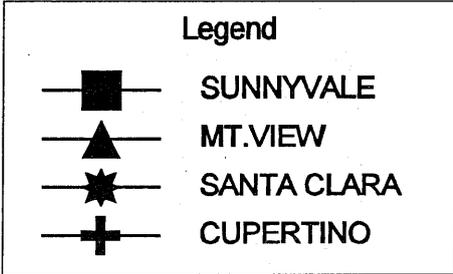
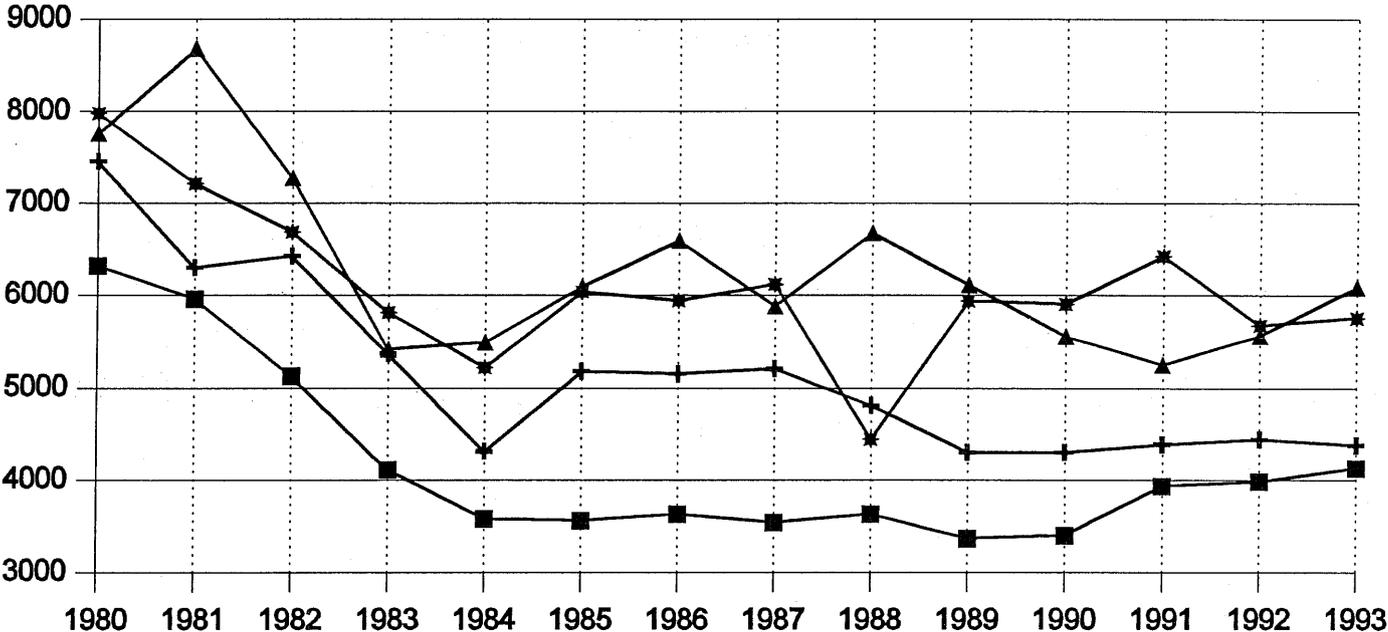
First is the inherent nature of "official statistics", in that they represent only crime known to the police. The preponderance of crimes to which police departments attend is reported to them rather than discovered by them. The National Crime Victimization Survey has demonstrated that the Uniform Crime Report (UCR) of the FBI, which lists only reported crimes, reflects only a fraction of the crimes actually committed. National Criminal Victimization Survey data for 1991 indicates that only 38% of crimes overall were reported to law enforcement officials and just under half of all violent crimes were reported to the police. Absent other measures, crime statistics such as the UCR have been elevated to a level of importance far beyond their actual value in terms of reflecting total crime. Technical improvements and increased training expands the discovery rate of crime.

Second, some types of crimes, that are not reported in the crime indexes, such as child abuse and domestic violence, have shown a higher rate of increase in incidence or reporting. This rate increase may be more accurately a reflection of the impact of public education on lessening the stigma of being a victim and the growth of crisis support groups, causing more victims to come forth and report the crime.

Third, changes in the law such as the mandatory reporting of domestic violence and the requirement that police policies and procedures reflect that domestic violence is alleged criminal conduct increases the number of crimes reported to police as well as the number of arrests made by police. Other

# HOW DOES SUNNYVALE COMPARE?

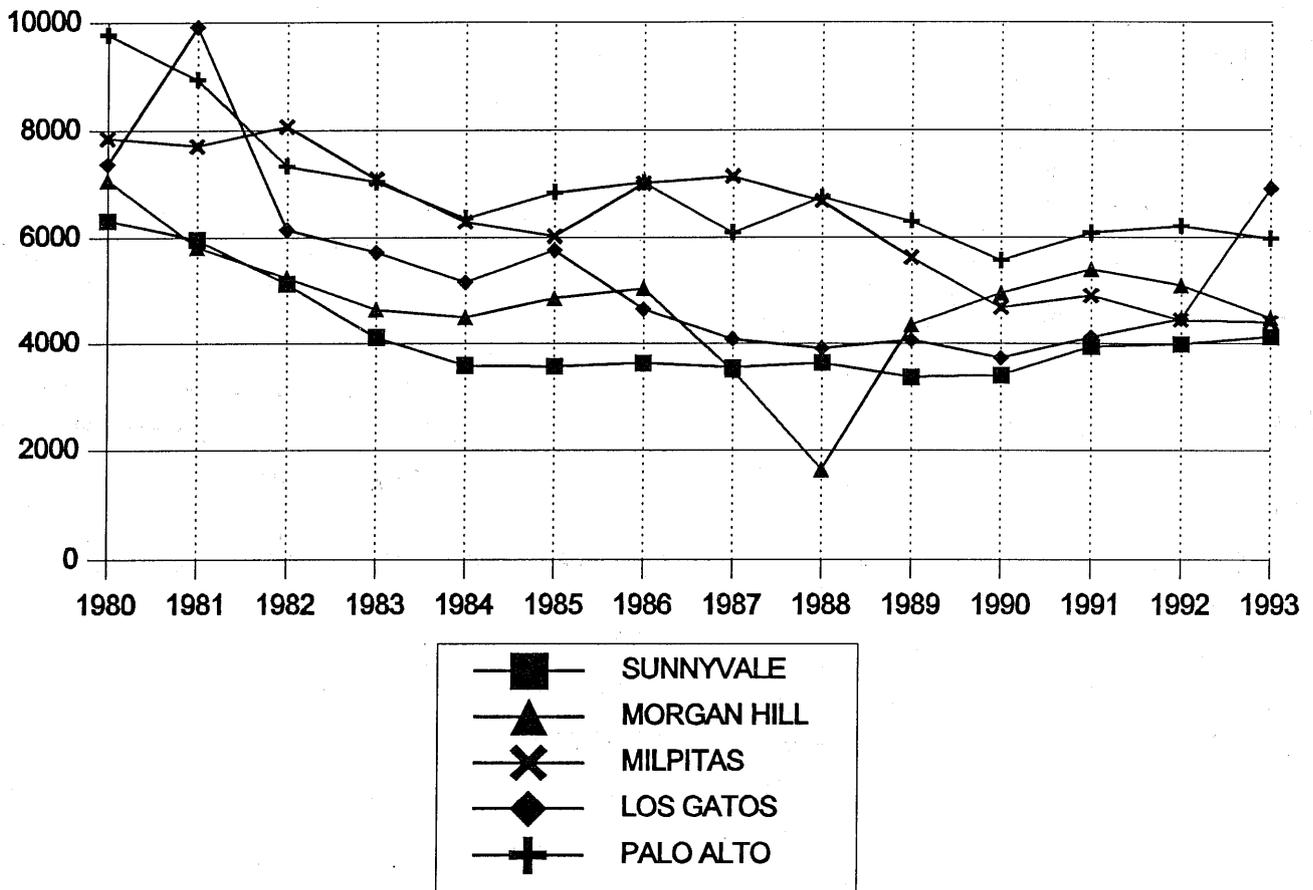
## FBI CRIME RATE PER 100,000 POPULATION SUNNYVALE vs ADJACENT CITIES



# HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs MORGAN HILL vs LOS GATOS vs PALO ALTO vs MILPITAS

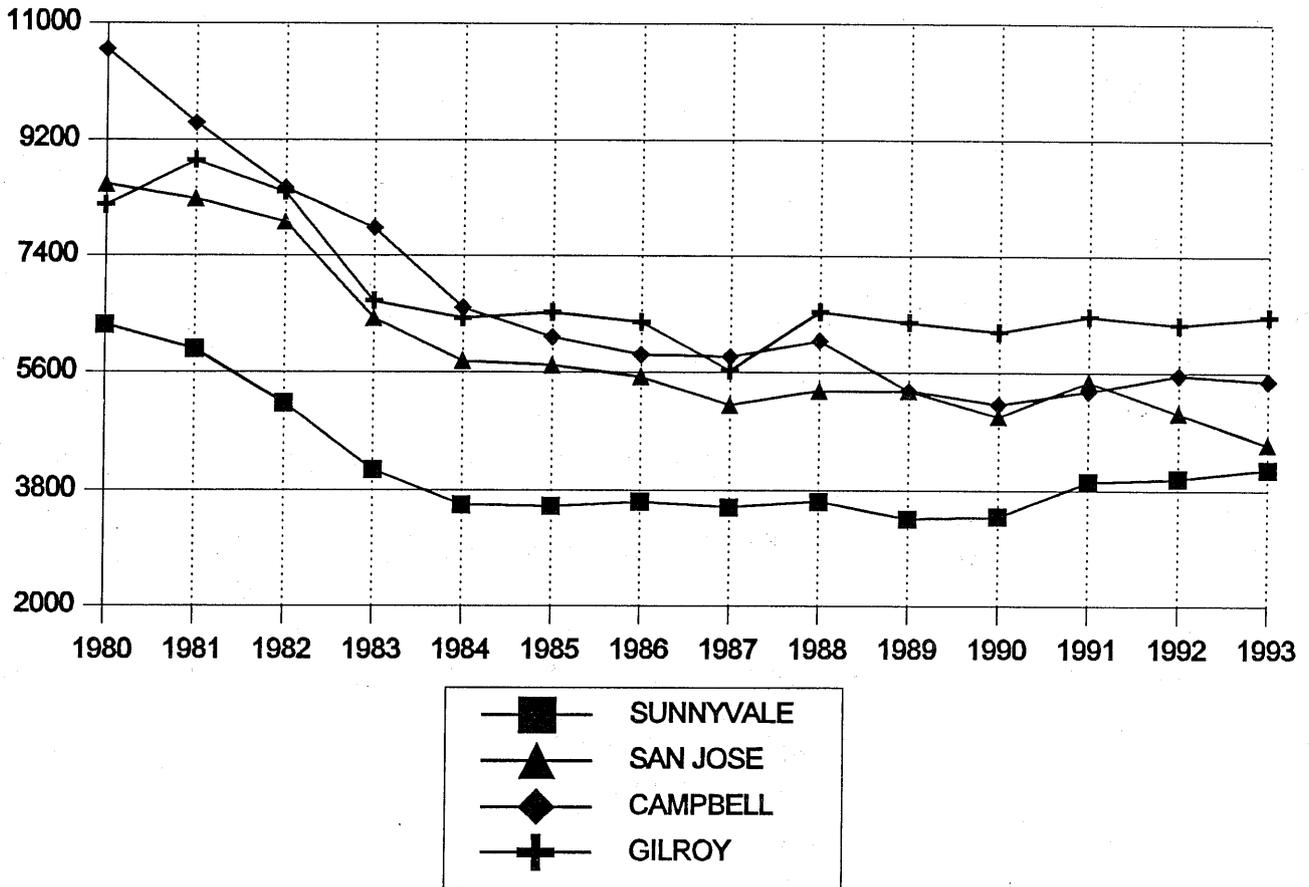
### FBI CRIME INDEX RATE PER 100,000 POPULATION



# HOW DOES SUNNYVALE COMPARE?

## SUNNYVALE vs SAN JOSE vs GILROY vs CAMPBELL

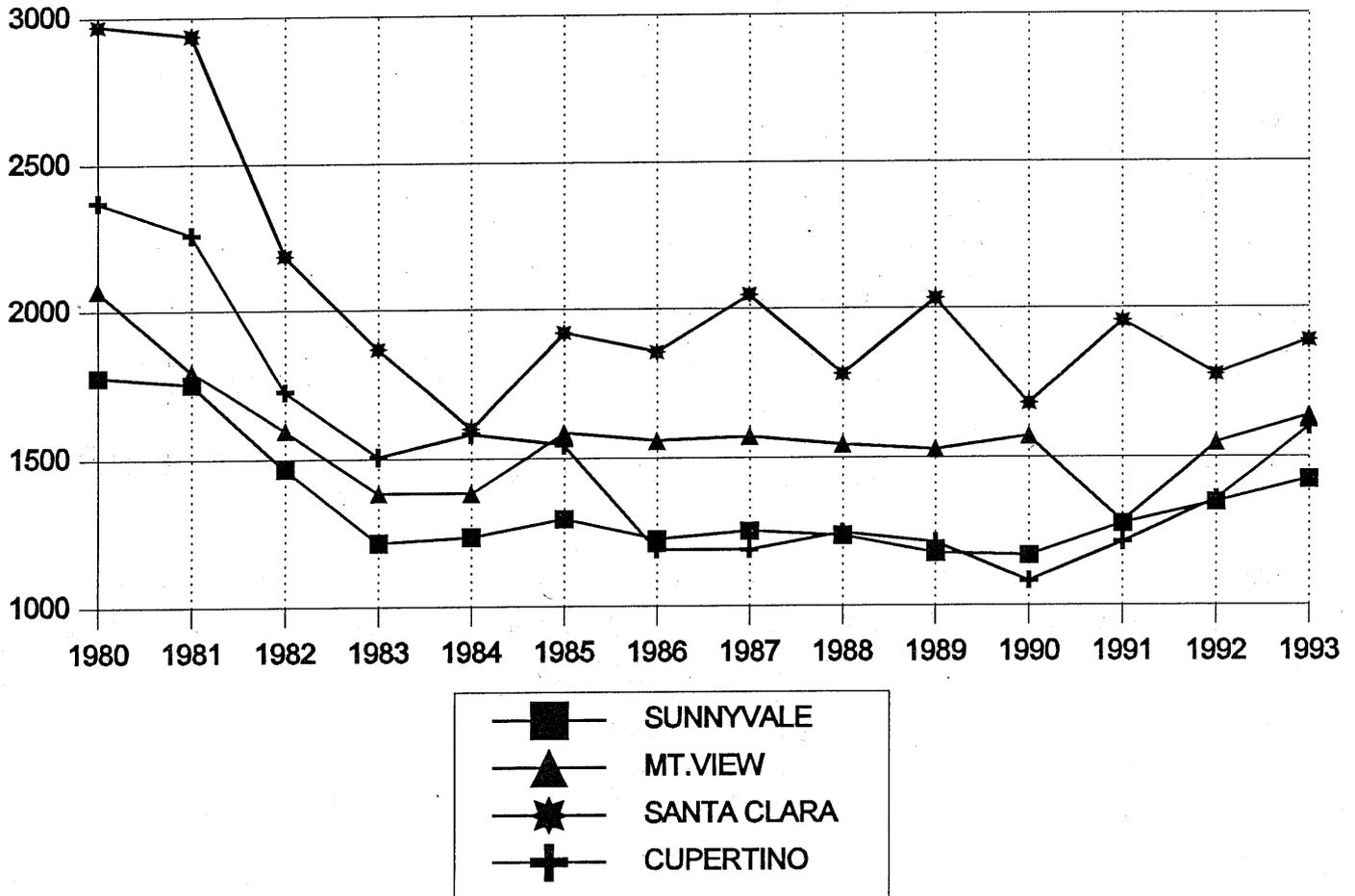
### FBI CRIME INDEX RATE PER 100,000 POPULATION



## HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs ADJACENT CITIES  
MT. VIEW, SANTA CLARA, CUPERTINO

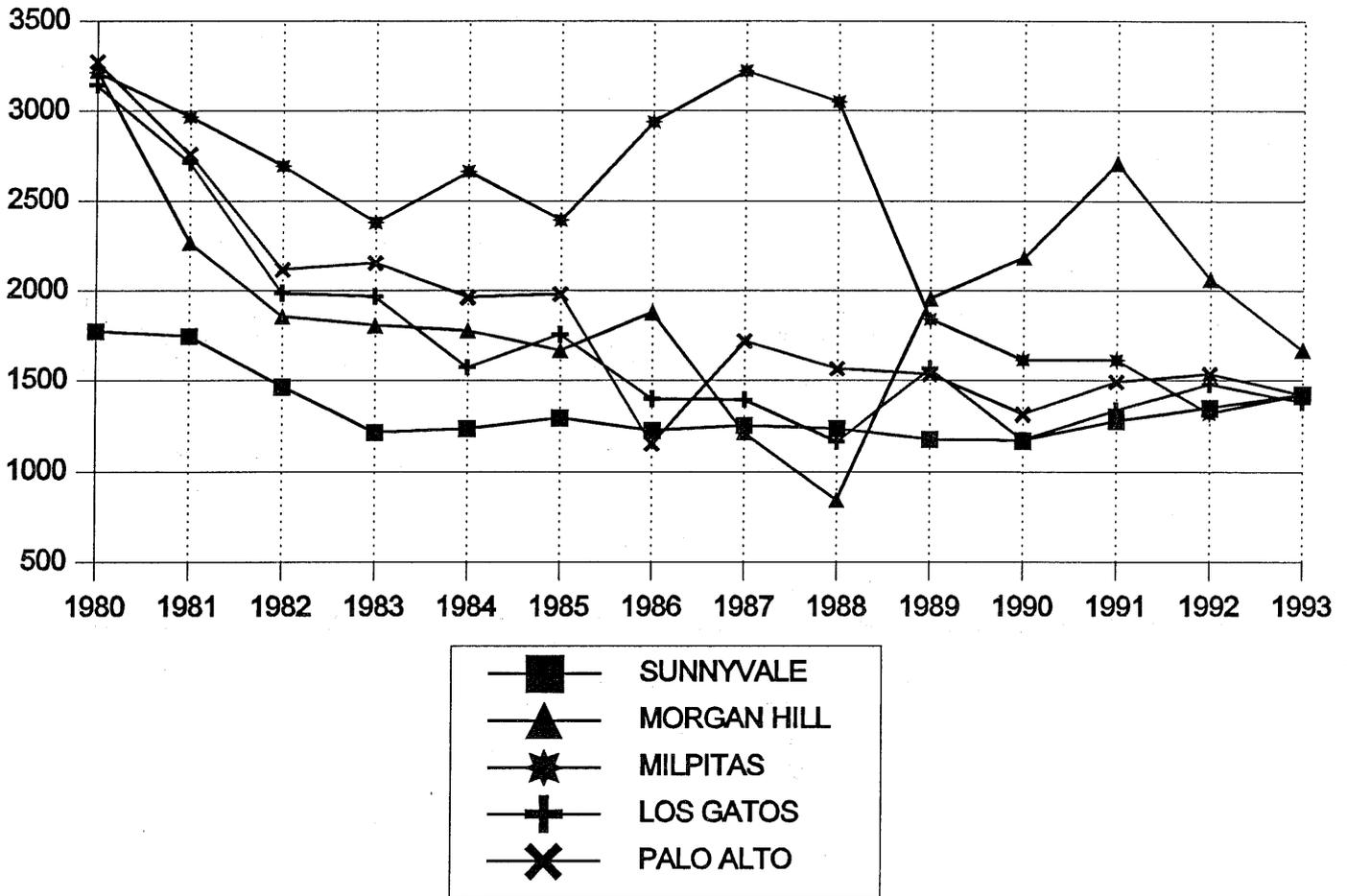
### CALIFORNIA CRIME INDEX RATE PER 100,000 POPULATION



## HOW DOES SUNNYVALE COMPARE?

SUNNYVALE vs MORGAN HILL vs LOS GATOS vs PALO ALTO vs MILPITAS

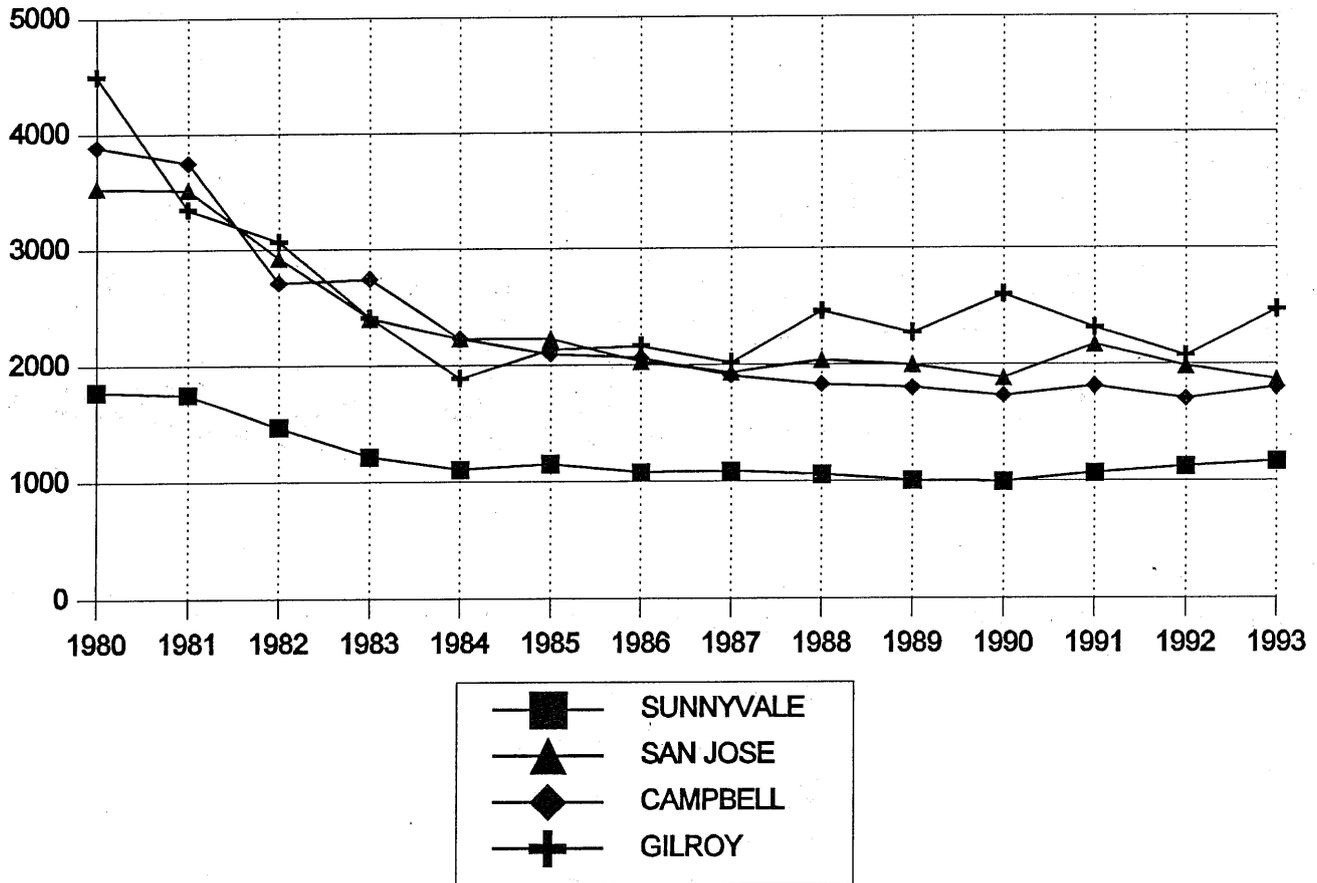
### CALIFORNIA CRIME INDEX RATE PER 100,000 POPULATION



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### CALIFORNIA CRIME INDEX RATE PER 100,000 POPULATION



mandatory reporting requirements involve such crimes as dependent adult elder abuse and child abuse.

Fourth, differences in the emphasis of police activity can have a significant impact on the reporting of crime in several different ways. Narcotics, prostitution, and other vice complaints are "victimless" crimes and do not officially exist unless officers investigate their presence. An increase in the resources devoted to such investigations will result in an increase in the number of crimes reported. Police prevention programs emphasizing public awareness also influence reported crime rate. If a community information program is successful, more crime will be reported by enthusiastic citizens, which will mean an increase in crime rates. Finally, private sector influences can alter crime rate. The institution of plain clothes security guards at major department stores, and other stores within a city can increase the number of shoplifting incidents discovered, again increasing the theft rate. Likewise, a change in the ratio of youths in the total population, or unemployment rate, or population density, or family income level can significantly influence crime rate.

Fifth, criminals do not pay attention to geographical boundaries. Sunnyvale is part of the greater Bay area, and a large percentage of crime is committed by non-Sunnyvale residents.

Sixth, the crime rate is based on population. Sunnyvale has a large proportionate industrial/commercial base with 114,000 employees. Comparing a City such as Sunnyvale with a largely residential community makes a difference. Most of the lower crime rate communities also have much smaller to little industrial/commercial development, making Sunnyvale's low crime statistics that much more impressive.

Seventh, the community's confidence in their police and their sense of police responsiveness, can have an effect on the amount of crime reported. The citizens of Sunnyvale are more likely to report crimes because they have a high level of confidence in the police and the police are responsive to the needs of the citizens in providing service and investigating and solving crime.

## HOW UNDER REPORTED IS CRIME?

Although it has been known for a long time that many crimes do not come to the attention of the police, it has only been with the development of victimization surveys that systematic information has become available on crimes that are not reported. The annual NCVS, which was implemented in 1973, indicates that the rate at which victims reported crimes nationally to the police varied over the last 20 years, but has always been less than 39% of all crimes. Reporting rates vary by type of crime in particular, but are also influenced by the age and sex of the victim, home ownership and income. In 1991, of the three major crime categories, violent crimes were most likely to be reported to the police (49%), followed by household crimes (41%). Personal thefts were the least likely crimes to be reported (29%). Violent crime victims age 12 to 19 generally are less likely than persons in other age groups to report crimes to police. Females are more likely to report violent victimizations to the police than males; 56% of female victimizations are reported to the police compared to 45% of the male victimizations. Households that own their homes are significantly more likely than those who rent to report household crimes to the police. Families with an annual income of \$50,000 a year are more likely to report victimizations to the police than those earning less than \$7,500 a year.

Why do people fail to report crimes to the police? The most common reasons for not reporting violent crimes to the police are that the crime was a personal or private matter or that the offender was not successful. The most common reasons for not reporting thefts and household crimes to the police are because the object was recovered, the offender was unsuccessful, the police would not want to be bothered or lack of proof.

Additionally, the police response to crime also affects the amount of crime reported. If the crime is minor in nature, such as a petty theft, and the police don't take reports or delay the taking of reports (as is the case with many agencies) then people are less inclined to report these crimes. This is why it is likely that the difference in crime the crime index for low crime cities and high crime cities is even greater than it appears.

## **THE VICTIM**

Crimes against property occur with much more frequency than crimes against persons. While property crimes such as burglary are traumatic because the safety and the security of the home is violated through the act of illegal entry and theft, it is not a crime that involves confrontation with the offender and the potential for personal injury. Should a burglar be interrupted in the act and a confrontation develop, the offense becomes a crime against the person. A distinction is made between people as victims (where confrontation with a suspect(s) is involved) and households as victims (where no confrontation is involved). In discussing victims and households at risk, the NCVS is used because it includes both reported and unreported crimes. The NCVS findings profile the national victim, but it has a general application to Sunnyvale absent a local victimization survey.

## **WHO ARE THE VICTIMS?**

Statistics gathered over a 20 year period by NCVS show that teenagers and young adults consistently have the highest victimization rates. Violent crime rates for teenagers have increased in recent years, while rates for other age groups have remained stable or declined.

Men have higher personal crime victimization rates than women, except for the crimes of rape and personal larceny involving contact. Those who have never married have the highest rates of both violent crimes and personal thefts, while persons who are divorced or separated have the second highest. Widowed persons have the lowest rates for these crimes. Victims with higher incomes have lower violent victimization rates however, members of families earning \$15,000 to \$29,000 have lower theft rates than members of families earning more than \$50,000.

The elderly (those 65 and older) are significantly less likely than younger age groups to become victims of most types of crimes.