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CRITICAL ISSUES IN POLICING SERIES:

Violent Crime and the Economic Crisis: Police Chiefs Face a New Challenge

PART II



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**Violent Crime and the Economic Crisis:
Police Chiefs Face a New Challenge**

PART II

May 2009



**POLICE EXECUTIVE
RESEARCH FORUM**

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Contents

Acknowledgments.....	i
PERF Survey of Local Police Agencies Shows 63 Percent Are Planning Budget Cuts	1
Chiefs Compare Notes About Crime And Budget Cuts Due to the Recession.....	7
PERF Members and Federal Officials Focus on Key Requirements of Stimulus Bill Grants.....	15
RAND Economist Offers Evidence That Crime-Fighting Can Pay for Itself.....	21
Conclusion	25
About the Police Executive Research Forum.....	27
About Motorola and the Motorola Foundation	29
Appendix: Participants at the PERF Summit On the Economic Crisis and Policing, January 28, 2009, Washington, D.C.	31

Acknowledgments

ONCE AGAIN, ON BEHALF OF PERF I'D LIKE TO thank all of our members who responded to our latest survey about the impact of the economic crisis on police department budgets and on crime patterns. Time and again we rely on PERF's members to provide us with their latest information about the critical issues in policing, and we are always gratified at how many departments make time to respond to our requests.

In addition, I would like to offer a special thank-you to all of our members who found a way to travel to Washington on January 28 for our Summit on the Economic Crisis and Policing. I know this was especially difficult for many departments, because a number of police chiefs told me they would have liked to attend, but were unable to do so because their budgets had already been cut and funding for travel had been eliminated. (And if that was not a big enough challenge, on January 28 Washington was hit with an ice storm that made even local travel difficult. My car was immobilized in my driveway and I found myself hitch-hiking the few miles from home into downtown Washington. So special thanks go to everyone who braved the elements and found a way to get to our Summit.)

I believe that those who were able to join us for the Summit found it worth their time and effort, due to the excellent participation by our members who shared their knowledge and wisdom about managing police agencies during an economic downturn.

And I am very grateful for the participation by three federal government officials—Alan Hoffman, Laurie Robinson, and Tim Quinn—who provided an amazing up-to-the-minute briefing on the economic stimulus bill that was working its way through Congress. This briefing gave PERF

members a valuable opportunity to discuss “matching funds” provisions and other amendments to ensure that the \$4 billion for local criminal justice grants would be of the greatest possible benefit to police executives.

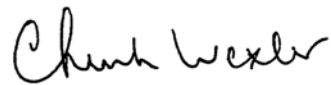
Of course, none of this would have been possible without the perfect support that PERF receives from the Motorola Foundation. For years, Motorola's generous assistance for PERF's Critical Issues in Policing Series has made it possible for us to focus on the challenges that PERF members and other police executives are facing, and to bring people together so that no one needs to face these challenges alone. Because the PERF-Motorola partnership allows us to respond quickly when new issues emerge, we have been able to move immediately when violent crime suddenly surges, the economy takes a nose-dive, or other events challenge police leaders. Never has this been more important than now, as chiefs and sheriffs try to manage budget cuts at a time when the economic crisis is causing new spikes in crime and changes in crime patterns.

So once again, our heartfelt gratitude goes to Greg Brown, President and CEO of Motorola; Eugene Delaney, President, Enterprise Mobility Solutions; Mark Moon, Executive Vice President and General Manager; Gino Bonanotte, Vice President for Finance; Rick Neal, Vice President for Government Strategy and Business Development; Eileen Sweeney, Director, Corporate and Foundation Philanthropic Relations; and Matt Blakely of the Motorola Foundation.

And finally, I would like to recognize the contributions of PERF employees who worked together on our economic survey and Summit. Bill Tegeler, our Deputy Director of Management Services,

provided strong leadership to this entire project, with invaluable help at every turn from Emily Milstein-Greengart and Rebecca Neuburger. Bruce Kubu, Jason Cheney, and Nate Ballard produced and conducted the survey. Shannon McFadden, Tara Black, and Brandon Gustafson helped manage the Summit, and Anthony Bellerio served as

photographer. Special thanks to Craig Fischer, who somehow manages to take all of these very disparate thoughts and put them together in a way that makes sense—a rare talent that does not go unnoticed, and is valued. Finally, Dave Williams provided the graphic design expertise for this report.



Executive Director
Police Executive Research Forum
Washington, D.C.



PERF Survey of Local Police Agencies Shows 63 Percent Are Planning Budget Cuts

PERF FIRST BECAME AWARE IN THE SUMMER of 2008 that the national economic crisis was beginning to have a negative impact on police budgets. PERF was able to take a quick snapshot of the dimensions of the problem in July 2008, by including several questions about the economy in a previously planned survey of police agencies. That survey showed that 39 percent of responding agencies had already experienced a decrease in their operating budgets.

In December 2008, PERF followed up with a new survey focusing entirely on how the economic recession was affecting police department budgets and on whether local police were noticing increases in crime or changes in crime patterns that they believed could be attributed to the economy.

The new survey showed that the situation was deteriorating rapidly; **63 percent of the responding police agencies said they were preparing plans for an overall cut in their total funding for the next fiscal year.**

And in a large majority of cases, the police officials indicated that they were not merely making contingency plans for budget cuts “just in case”; of those who said they are planning cuts, 88 percent said they have already been told to expect cuts by their mayor, city council, or other governing authority.

On average, the responding agencies said they are planning a cut of 6.24 percent in their overall funding level.

PERF President John Timoney, chief of police in Miami, noted that the fact that local police agencies were being cut was a startling indication of how seriously municipal budgets were being hurt.

“Police departments usually are among the last agencies to be cut when the economy turns bad, because elected officials see public safety as a top priority and try to find other places to cut,” Chief Timoney said. “The fact that most police departments currently are being asked to make cuts is an indication of how badly this recession is affecting local tax bases.”

MANY CUTS ALREADY MADE

Even as police officials said they were planning how they would implement budget cuts for the next fiscal year, the survey showed that many already had trimmed funding in various areas. Specifically:

Overtime: 62 percent said they had already cut overtime spending. PERF pointed out that this is more significant than it might appear to the layman, because police departments often use overtime to meet their minimum staffing levels. (In fact, 52 percent of the agencies responding to PERF’s survey said they “regularly rely on overtime to meet minimum safe staffing.”)

Overtime also is often used as a method of temporarily increasing the number of officers on patrol, so police can respond to a crime spike in a certain neighborhood or handle a major public event without incurring the more permanent expense of hiring additional officers.

Hiring Freezes: 53 percent of responding agencies said they already had implemented a hiring freeze for non-sworn personnel, and 27 percent said they have implemented a freeze for sworn positions.

Increasing Fees: 52 percent said they were considering increasing fees for police services.

Technology: 49 percent of the responding agencies said they had already cut back or eliminated plans to acquire technology.

Training: 47 percent of the police agencies said they had already reduced or discontinued various types of officer training. (Of these, 84 percent mentioned specialty training; 67 percent career development training; 15 percent proficiency training; and 14 percent in-service training.)

Recruits: 34 percent said they had discontinued, reduced in size, or delayed classes for new police recruits.

Take-Home Cars: 29 percent of departments had discontinued or reduced the use of take-home cars for officers.

Attrition: 24 percent of agencies said they were already reducing police employment levels through attrition.

Layoffs and Furloughs: 12 percent said they were considering laying off police employees or forcing retirements. Furthermore, 10 percent said they had already used unpaid furloughs of employees to reduce spending, and 7 percent said they had already laid off officers or forced retirements during the past year.

The cuts that had already been made were especially significant in light of the fact that 52 percent of the responding agencies reported that they operate on a fiscal year that begins on July 1. That suggested that at the time of the survey, in December 2008, most of the responding departments were operating on funding that their elected officials had approved back in the spring or early summer of 2008, months before the economic crisis hit. And yet in several major categories—overtime, technology, and training—roughly half or more of all departments said they had already implemented cuts.

“It wasn’t until September and October of 2008 that we started reading all the headlines about Fannie Mae, Freddie Mac, Lehman Brothers, Merrill

Lynch, AIG, Washington Mutual, and Wachovia,” PERF said in its press statement. “If police departments are already tightening their belts everywhere we look, it’s quite sobering to think about how things will look six months from now, when police departments enter their first real year of being hit with the crisis.”

HOW POLICE AGENCIES ARE PLANNING TO APPORTION BUDGET CUTS

The survey revealed further signs of trouble in questions about how chiefs were planning to apportion their upcoming budget cuts among various operations or functions.

As seen in the chart on the following page, the survey showed the strongest level of agreement (4.39 on a scale of 1 to 5) with the statement, “Sworn officer positions should be the last thing cut in the budget.” Respondents generally said they would *not* cut sworn positions even to maintain critical elements of their training, equipment, or technology budgets.

And yet, as seen in the pie chart on page 3, when survey respondents were asked how they were planning to apportion cuts in their upcoming budgets, they indicated on average that 31 percent of the dollar cuts would come out of funding for sworn personnel. Another 15 percent would come out of funding for civilian personnel, and 12 percent would come out of overtime funding. In other words, for every dollar that police departments are planning to cut from their total budgets, 58 cents will come out of personnel—sworn, civilian, or overtime funding.

Thus, it is apparent that even though most police chiefs believe that their last resort should be cutting sworn personnel, the economic crisis is so severe that many chiefs are finding it difficult or impossible to avoid cutting sworn officers.

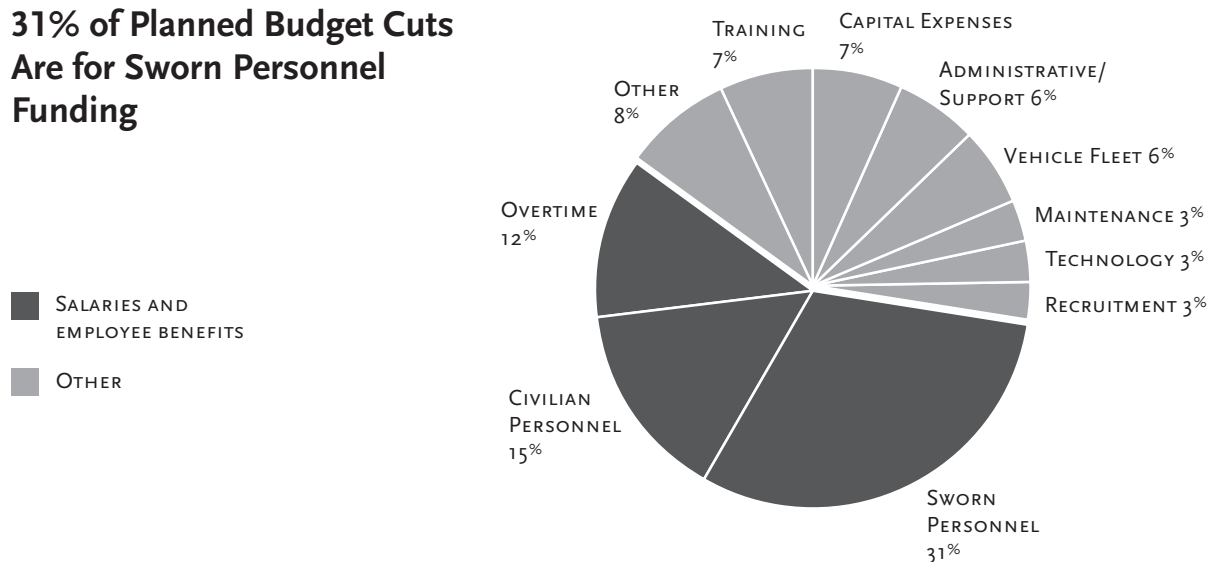
The reason for this is that personnel costs account for the large majority of a police department budget, typically at least 80 percent of total funding, and as high as 95 percent or more in some departments, said PERF Vice President Charlie T.

Police Executives' Beliefs About How to Manage the Crisis

1 = Strongly Disagree 4 = Agree
 2 = Disagree 5 = Strongly Agree
 3 = Neutral

STATEMENT	AVERAGE RATING
Sworn officer positions should be the last thing cut in the budget	4.39
Budget cuts will hurt the long-term quality of my agency	3.89
My jurisdiction is already experiencing significant signs of economic distress	3.62
I would cut non-sworn support personnel before any sworn positions	3.42
We are seeing new types of crime patterns, such as burglaries of vacant homes and businesses	2.92
Maintaining contributions for police employee pensions is becoming a serious problem	2.79
My agency obtains most of its funding for capital improvements through municipal bonds, so capital spending is better protected against any fluctuations in regular annual appropriations	2.59
I expect to obtain concessions from labor unions in future negotiations because of the economic downturn and/or police agency budget cuts	2.52
One year from now, I expect our response time to emergency calls will have increased due to budget cuts	2.33
I would cut some sworn positions to maintain critical elements of my training budget	2.16
I would cut some sworn positions to maintain equipment budgets	1.89
I would cut some sworn positions to allow for the acquisition of technology	1.80

31% of Planned Budget Cuts Are for Sworn Personnel Funding



Even though most police chiefs believe that their last resort should be cutting sworn personnel, the economic crisis is so severe that many chiefs are finding it difficult or impossible to avoid cutting sworn officers.

Deane, chief in Prince William County, Va. “So it is not surprising that we are already seeing many departments resorting to hiring freezes and reducing their size through attrition,” Chief Deane said. “And if the economic crisis continues, we will see more departments looking at layoffs.”

REORGANIZING POLICE DEPARTMENTS TO SAVE MONEY

The survey asked police executives about any plans they are making for reorganizing their departments in order to save money:

Shifting to Civilian Employees: 43 percent said they were planning to rely to a greater extent on less-costly civilian employees, rather than sworn officers.

Calls for Service: 36 percent said they were planning ways of discontinuing or delaying the police response to certain types of calls for service (such as encouraging residents to file reports about minor crimes online, rather than in-person to an officer).

Shutting Down Special Units: 29 percent said they were planning to discontinue special units, such as street crimes units, narcotics task forces, community policing units, and so on.

Cutting Public Access Hours: 16 percent said they were planning to reduce public access hours at district stations.

Contracting Work Out: 15 percent said they were planning to contract out for services such as crime scene processing or fee collection.

Closing District Stations: 10 percent said they were planning to close or consolidate district stations.

“The plans to discontinue special units are especially disconcerting,” Chief Timoney said, “because in many cities, it is these special units that have proved effective in reducing violent crime rates—for example, by focusing intensive police resources on crime ‘hot spots.’ ”

PERF pointed out that when police departments saw increases in violent crime in 2005 and 2006, they were able to respond quickly by using overtime to flood crime hot spots with additional patrol and using special units. Many police chiefs believe that it was those tactics that helped to bring crime back down again in 2007 and the first half of 2008.

The threat posed by the economic crisis is that because of police budget cuts, many departments will no longer have these options available to keep crime and violence down, PERF indicated.

CHANGES IN CRIME PATTERNS DUE TO THE ECONOMY

PERF’s December 2008 survey also asked police officials whether their jurisdiction had experienced increases in crime levels in recent months that they believed could be attributed substantially to changes in the economy and/or their police budgets.

Overall, 44 percent of respondents said they had experienced such increases in crime; 55 percent said they had not; and 1 percent said they did not know.

Of the responding agencies who said they had experienced increases in crime attributable to the economy:

- 39 percent said they have seen an increase in robberies.
- 32 percent said they have seen increases in burglaries, such as incidents in which appliances and other equipment are taken from vacant homes.

- 40 percent said they have seen increases in thefts, such as thefts of GPS devices from cars and other “opportunistic” crimes.

Other types of crime mentioned by police agencies as having increased due to economic conditions included: domestic violence; home invasions; carjackings and auto thefts; thefts of metal; and shoplifting.

NEWS MEDIA SHOW STRONG INTEREST IN SURVEY FINDINGS

PERF’s survey was the subject of a great deal of news media coverage. A January 26 story in *USA Today* by reporter Kevin Johnson described the survey findings and quoted Atlanta Chief Richard Pennington, Austin Chief Art Acevedo, and Phoenix Chief Jack Harris for their analysis of the connections between

the economy and crime. A January 27 story by ABC News reporter Pierre Thomas noted that “across the country, the money crunch has gotten so severe that police departments, which are usually the last targeted for budget cuts, have started to feel the economic hard times.” The ABC News story quoted Boston Commissioner Ed Davis: “We’ve already cut our overtime expenditures in half in the last three months, so already we’re seeing a reduction in the number of officers out there on the street. We’re doing everything that we can within our budget to stay away from layoffs, but we don’t know if we’re going to be able to do that.”

In the weeks and months that followed, PERF received dozens of additional requests for our survey results from print and broadcast media reporters doing stories about cuts in individual police departments. The survey has provided a national perspective on these local stories.



TOP: Detroit Chief James Barren

RIGHT: Toronto Chief William Blair

FAR RIGHT: Las Vegas Metropolitan Police Department Sheriff Douglas Gillespie





Chiefs William Bratton, William Lansdowne, Edward Flynn, and Charlie Deane

Chiefs Compare Notes About Crime And Budget Cuts Due to the Recession

PERF'S ECONOMIC CRISIS SUMMIT INCLUDED AN open-forum session in which chiefs were invited to share with each other their latest information about the impact of the economy on their operations, and about changes in crime patterns that they attributed to the poor economy.

Following are a number of excerpts from those discussions:

Atlanta Chief Richard Pennington:

Police Accepted a 10-Percent Cut In Their Hours—and Their Pay

We have a 50- to 70-million-dollar shortfall in the city's operating budget, and the Police Department was required to reduce our budget by about \$8 million. What the city decided to do was furlough everyone in the city, including the Fire Department and Police Department. We now work a 36-hour week, with about a 10 percent reduction in pay. Every employee in the city can only work 36 hours a week, through June 30. It's been a big hit for us, morale-wide and in terms of a reduction in services.

We kind of mixed up the shifts. Each officer works 9 hours a day, 4 days a week, then 3 consecutive days off. We had to overlap some shift work, and we had to disband some of our support units and put them back on the street.

We froze all of our civilian positions. We are still hiring police officers, but that's the only position in the city that they're letting us hire.

It has affected productivity. We recently had a murder, and some of the community activists are protesting the cuts and the furloughs. They had a demonstration on city hall, saying they wanted the public safety money to be restored, but the mayor said she can't, because she doesn't have the money.

Redlands, Calif. Chief Jim Bueermann:

Police Union Accepted Furloughs To Avoid More Serious Damage

We've had 80 hours of furloughs by June 30 citywide. Everybody has to pick it up, and the police union decided on their own to take a pay cut rather than to not be on the job. And that's pretty phenomenal for



FAR LEFT: Atlanta Chief Richard Pennington

LEFT: Redlands, Calif. Chief Jim Bueermann



FAR LEFT: Houston Chief Harold Hurtt



LEFT: San Diego Chief William Lansdowne

us. The union has an ironclad agreement, they don't have to do any of this if they don't want to. But the union's rationale for this—they were very thoughtful—is that looking downstream, in our political environment, those who don't play are going to be extinct before too long. They'll start outsourcing police and fire services. If the police and fire unions aren't perceived as being cooperative in the budget reductions, then I am sure our city council would begin having conversations with others who could provide policing services.

Fort Wayne, Ind. Chief Rusty York:
We've Had Two "Suicides by Police"

This is unusual for Fort Wayne: so far this year we've had two police-action fatal shootings, and both of those were unemployed people committing "suicide by police." One had a replica firearm. The other, after hostage negotiations failed, came out with a shotgun, which was later found to be unloaded, and pointed it at officers.

Houston Chief Harold Hurtt:
More of Our Assaults Involve Domestic Violence

In 2008, about 54 percent of our aggravated assaults were directly related to domestic violence. Previously, it was about 30 or 35 percent.

San Diego Chief Bill Lansdowne:
Cutting Civilian Positions Can be a False Economy

In San Diego, the impact of this economy and the changes that we're putting in place won't be seen until next year's numbers come in.

We had an economic downturn several years ago, so I think we are better positioned now because we dealt with that. We've made a lot of changes, and I think we're a little more efficient than we were 4 years ago. There hasn't been a year that I haven't had to deal with some sort of decrease in funding for the City of San Diego.

One thing I'd like to mention is that politically it's very unpopular to cut sworn positions, so they asked us to cut civilian positions. But the civilian jobs have still got to be done. So what we're doing, and I think we're all doing it [in many other police departments], is replacing civilian staff with sworn staff. The result is fewer officers on patrol, and a slower response time. So I think it's a false economy to cut civilian positions.

Los Angeles Sheriff Lee Baca:
A Strong Police-Community Relationship Can Reduce Feelings of Desperation in Bad Times

Los Angeles County is a big, diverse jurisdiction. It has a population of 10 million people, which is larger than 42 states. In the Sheriff's Department, we have 24 sheriff's stations.

RIGHT: Los Angeles County Sheriff Lee Baca

FAR RIGHT: San Jose, Calif. Chief Rob Davis and San Francisco Chief Heather Fong



What I've seen over the years is that the nexus of a bad economy and high crime is very obvious in communities where there is always high unemployment. In California, in our best days unemployment was about 5 percent statewide, but there are parts of the state where unemployment is 20 percent—and there is a higher volume of crime in those areas.

Now overall I had a 6-percent decrease in crime in 2008. But in areas where you have high crime, the strategy is that you have to get closer to the public. The strategy can't just be driving down streets in radio cars. You need a "public trust" policing strategy that goes along with Compstat, to prevent a disconnect between the police and the community. You have to know what you're doing with your tactics for fighting crime, and the other side of the story is to get further into the realities of what the communities' needs are. The police need to be an ally to all the families that are not causing crime problems, as well as those families that have members who are causing crime problems.

When you have high levels of public trust, it stabilizes communities. It gives people a resource that they can see is available to them, and that resource is policing. And the more you build this trust relationship, people tend to not get as desperate about their economic conditions.

San Francisco Chief Heather Fong:

We're Seeing Thefts of Technological Devices

We're seeing a boom in crime by kids who are age 12 to 21, especially robberies in which the object is the

new technological devices—the iPods, cell phones, laptops, iPhones. Every day we're seeing many of these, and the people committing these robberies already have a customer ready for the device that is stolen.

We've also noticed that drug dealers are committing robberies. With our buy/bust operations, we've arrested a lot of people who deal drugs, so they're concerned now. They're thinking, "If I deal drugs, I'm going to get picked up, and this is not my first time, so I could receive a long prison sentence." So we believe that some of the people who have been dealing drugs are now committing street robberies instead, because the chances of getting away with it are higher.

San Jose, Calif. Chief Rob Davis:

Resource Cuts Make Strategy More Important

We're seeing a decrease in most crimes, but we're seeing some of the things that others have mentioned, such as increases in domestic violence and homicides of families because of the stress that comes with these economic blows.

We realize that we need to be very strategic. When we see an uptick in certain types of crime, we respond. For example, we saw an increase about a year ago in the violent crime between the Norteño and Sureño gangs, so the city invested an additional \$1 million over the \$3 million that it already had invested in anti-gang initiatives, and we were able to drop that violent gang crime down by 23 percent last year.

Los Angeles Chief William Bratton:

We Also Need Strong Federal Partners

We've been focusing on local and state issues, but we also rely on the feds for our task forces and our prosecutions. In Los Angeles, for example, the U.S. Attorney until recently was down 50 assistant U.S. Attorneys, and that is not unique around the country. So [as we discuss federal aid to local police agencies], we should not forget to support full funding for our federal colleagues, particularly their staffing needs. The FBI is stressed in terms of having to switch resources over to the mortgage fraud situation, and the reality is that some of those positions are going to come out of the crime task forces that we rely so heavily on. Our U.S. Attorney increased his prosecution of gang crimes from 150 up to over a thousand, so that's almost a thousand fewer gang-bangers on the streets of Los Angeles because he's got them incarcerated, and a lot of that is a direct result of the task forces that are making the arrests.

Chicago Superintendent Jody Weis:

The Economy in Chicago Hasn't Yet Been Hit Hard

I think the economy in Chicago has some sort of buffer built into it because, for example, the real estate market doesn't swing as wildly up, or down, as it does sometimes on the East and West coasts. I don't think as a city we've had some of the disastrous effects that other cities have had due to these economic changes. Our violent crime has been down for the past two months; we're about 25 percent down in homicides.

We are seeing a rash of thefts of technological devices, such as GPS systems in cars. These are highly pilferable items, and the kids see those tell-tale rings on the windshield and break into the cars and grab them; those are one of the hottest items for theft in Chicago.

But I don't think we've suffered the way some other cities have; I think we'll feel the effects down the road. The foreclosures will add to our many abandoned buildings, and that will increase the safe havens for crime. We are taking steps to identify these buildings and put them in the city's process so they can be addressed before they become a problem. I do believe we have a ways to go before we see the bottom of this economic crisis, but we will be prepared to handle its effects on our city.

New Haven, Conn. Chief Jim Lewis:

"Ban the Box" Won't Have The Desired Effect

New Haven has an unusual retirement system. Officers can retire after 15 years, so they take those second jobs with the state and double-dip, sometimes at the age of 36 or 37. I think that's going to stop, because those second jobs are not going to be there.

The other issue is that our local officials have voted to "Ban the Box"—meaning that most city job

BELOW LEFT: Los Angeles Chief William Bratton

MIDDLE: Chicago Superintendent Jody Weis

RIGHT: New Haven, Conn. Chief James Lewis



agencies and our contractors won't be able to have a checkoff "box" on their job applications asking whether the applicant has been convicted of a felony. [The Police Department is exempt.] The idea is to give everyone a fair shot at the interview process, so criminal offenders reentering society will have a chance of getting a job.

But in this economic environment I don't think that "Ban the Box" will have much impact, because even if offenders get a chance at an interview, they're going to be competing with people who have good job histories and good job skills. Whether they get the interview or not doesn't matter, because they won't get past the interview process.

I think the recession will have a huge impact on the income tax in Connecticut, because a lot of Wall Street people live in Connecticut, and their incomes are going down dramatically. So the state has gone from having a very flush emergency fund to having a billion-dollar shortage this year, and they say \$4 billion next year. But in my community, I think they'll be reluctant to cut the cops.

New Orleans Superintendent Warren Riley:

We're Doing Fine, But Are Wary about the Future

We're actually doing very well in New Orleans; our department has not been affected at all, as of yet. The mayor and the council have not touched our budget in any way. We have a \$1.2-million recruiting campaign, because after Hurricane Katrina, we went from 1,700 officers down to 1,200 officers.

We're now at 1,500 officers, and we have two classes in now with a goal of hitting 1,600 officers by the end of the year.

With all that we've gone through, economists have actually said that New Orleans is one of the places to ride out the recession because of the construction boom in the city. They're rebuilding homes, and new businesses are coming in—we have more restaurants now than we had before Katrina. Despite the recession, home construction is continuing, because the federal and state governments are reimbursing people whose homes were lost. We have condominiums going up all over the city, with over 4,500 apartments. And our crime is going down.

But I'm concerned about what will happen if the construction boom stops. We have between 40,000 and 60,000 undocumented workers in the city of New Orleans, and they have been absolutely tremendous in helping to clean up the city and build homes. But we're concerned that if the construction stops, we'll have problems between the Hispanic gangs and African-American gangs.

Assistant Director Joseph Persichini, FBI Washington Field Office:

*Local Chiefs Should Contact FBI
For Information on Mortgage Fraud Situation*

More than 2.3 million mortgages were foreclosed in 2008, creating plenty of opportunities to commit mortgage fraud. The FBI's Washington Field Office maintains a group of subject matter experts ready to

RIGHT: New Orleans Superintendent Warren Riley

FAR RIGHT: FBI Washington Field Office Assistant Director in Charge Joseph Persichini





FAR LEFT: Framingham, Mass. Chief Steven Carl

LEFT: Charlotte-Mecklenburg, N.C. Chief Rodney Monroe

identify and investigate all types of mortgage fraud cases, targeting the investigations to the needs of a particular community. Whether predatory foreclosure rescue/loan modification schemes, builder bailout schemes, property theft/false deed schemes, or straight straw purchaser transactions, the FBI's mortgage fraud task force is ready to tackle the biggest and toughest cases.

The task force uses an intelligence-driven investigative methodology to stay ahead of schemes evolving from the current down market, in addition to aggressively pursuing those who exploited real estate and mortgages for fraud during the decade preceding 2006. Members of the task force include not only other federal agencies, but also state and local law enforcement partners. Participation by any agency is welcome because a task-force approach is vital to combat criminals who are working across county lines, and across state lines.

A look at statistics identifies variances from state to state in foreclosure trends. Knowing this type of intelligence aids in the FBI's effort to look for certain fraud schemes common in certain markets. For example, Washington, D.C. ranked third nationwide among the states in the rate of foreclosures from 2007 to 2008. (Generally, though, west coast and east coast states had seen their most dramatic foreclosure increases in prior years.) With this intelligence, in Washington the FBI is inclined to look for loan modification schemes—for example, by criminals trying to take advantage of distressed homeowners.

Investigations to date also show the suburbs of Northern Virginia bordering D.C. were particularly

hard hit by loan origination schemes such as “straw buyer transactions.” FBI investigations of these traditionally up-market schemes are often highly complex, and aggressive prosecutions continue even today.

One useful tool in this analysis is the financial institution suspicious activity reports (SARs). This SAR review project has substantially expanded the number of FBI mortgage fraud cases.

Essential to remember is that a property foreclosure affects not only that home, but also the entire neighborhood. The FBI has always had a financial crimes investigative program. However, our methodology now is to use intelligence to identify the most significant threats to the communities we serve. Today, this means that agents who once may have worked other white collar crime violations are now working mortgage fraud because it is a more significant criminal threat in our communities.

Framingham, Mass. Chief Steve Carl:

Thefts Are Diverting Us From Proactive Policing

We've seen a lot of shoplifting increases—by professional shoplifters, unemployed people, and homeless people. We also have a lot of GPS and computer thefts out of vehicles throughout the town, in commuter train parking lots and shopping mall parking lots.

This consumes a lot of police time, responding to these crimes. And being stripped as an agency, very short-handed, we don't have the time to do proactive patrols or programs to address the crime. We rely a

RIGHT: Los Angeles
Detective Jeff Godown

FAR RIGHT: Pierce
County, Washington
Sheriff Paul Pastor



lot on private industry, security guards, and the public to call us when they see this occurring. It takes away from a lot of what we could be doing in policing the community, and dealing with drugs and gang enforcement, because if the citizen calls and says his car was broken into, you have to respond, and you take an officer off the street to write the report.

However, it's not just Framingham; Route 9 from Worcester to Boston and every community in between is experiencing these same exact crimes.

**Charlotte-Mecklenburg
Chief Rodney Monroe:**

*We Are Experimenting in How We Handle
Burglaries and Vehicle Break-Ins*

We've seen a big shift from the street-level drug crime to property crime. Offenders saw that big resources were being put into street-level drug enforcement,

and they were getting ripped off themselves, so they saw greater opportunities in the property crime area.

As a result, our criminal justice system got overwhelmed; you could be arrested for two or three burglaries or car break-ins, and you were getting out on your own recognizance time and time again. A lot of these cases were getting backed up in the system.

So with that had to come a shift. We weren't responding to thefts from autos; all of them were being taken over the phone. I think that was a good thing for a while, but the public's perception changed and people started looking for more direct access to the police. We're experimenting now, with two divisions responding to these calls, and what we've seen is that we have not increased our response time, but we've been able to solve some of those cases. We're able to identify patterns much quicker.



LEFT: Alan Hoffman, deputy chief of staff to Vice President Biden, and Laurie Robinson, assistant attorney general

ABOVE: COPS Office Acting Director Tim Quinn

PERF Members and Federal Officials Focus on Key Requirements of Stimulus Bill Grants

AS POLICE CHIEFS CONVENED IN WASHINGTON, D.C. on January 28 for PERF's Economic Crisis Summit, President Obama had been in office for only eight days. The nation was closely watching the efforts by the new President and new Congress to manage the worldwide economic crisis, and all the talk in Washington was about the economic stimulus package that was working its way through Congress.

As PERF's meeting took place, the overall outlines of the stimulus bill were taking shape, but many important questions remained unresolved, and no one could predict the final outcome. The final version of the bill was not approved until two weeks after the PERF Summit.

At the time of PERF's meeting, it was known that the stimulus bill would probably include several billion dollars' worth of grants for local police and criminal justice agencies.

But many police chiefs and sheriffs were concerned that unless the rules for the grants were altered, they would not be able to compete for the federal funds.

In this highly charged atmosphere, the PERF Economic Crisis Summit was a particularly exciting meeting, because several key officials in the Obama Administration came to the Summit to discuss the latest minute-by-minute information about the legislation.

ONE KEY ISSUE: 'MATCHING FUNDS' REQUIREMENT

For local law enforcement agencies, one of the key issues was whether any grants included in the stimulus package would carry the traditional "matching funds" requirement that has been a part of federal criminal justice grant programs for decades. In the past, federal COPS grants, for example, required local agencies to put up 25 percent of the costs of hiring new officers. But in the 2009 economic climate, many chiefs noted that they were being forced to *cut* their local budgets, so there was absolutely no way they could come up with new funds to pay for a COPS match.

Thus, if COPS grants continued to include the 25-percent matching requirement, many chiefs said they would reluctantly have to decline the offer of 75-percent fund-

ing from the federal government, even though they needed help to avoid laying off officers. "We really need these [new] cops, but we can't afford the ones we have now," said Sheriff Grady Judd of Polk County, Fla. "Our state budget is going to go from \$74 billion down to \$62 billion, and we have yet to tumble all the way to the bottom. We're not trying to look a gift horse in the mouth, but we've got to somehow get in the race. We're not in the race yet."

Milwaukee Chief Ed Flynn also called on the federal government to channel crime-control grants



Polk County, Fla. Sheriff Grady Judd

to the cities that have significant crime and budget problems. “One of the challenges is seeing to it that DOJ money goes to places that have risks, threats, and vulnerabilities,” Flynn said. “There are 17,000 law enforcement agencies out there, and some of them are facing budget cuts in towns in which nothing ever happens. I think we need to make the argument strongly that these grants should take into account how many layoffs the city has made, how big the budget cuts have been citywide, what cuts the police department has had to make.”

Fortunately, local police chiefs and sheriffs were able to make their voices heard on these and other issues related to the stimulus package.

The Obama Administration officials at the PERF Economic Crisis Summit—all well-respected and experienced leaders who have worked with PERF over the years—included:

- Alan Hoffman, deputy chief of staff to Vice President Joseph Biden. Hoffman previously served as chief of staff to Biden during his years in the Senate, and he has held a number of posts in the Justice Department, including as a federal prosecutor in Philadelphia.
- Laurie Robinson, who arrived at PERF’s Summit two hours after taking office as Acting Assistant Attorney General of the United States. Robinson is in charge of the Office of Justice Programs, which manages most of the federal grant programs in criminal justice. She held the same position during the Clinton Administration.
- Tim Quinn, acting director of the Office of Community Oriented Policing Services (COPS). Mr. Quinn has served in several capacities in the COPS Office as well as Acting Director of Intergovernmental Affairs at the U.S. Justice Department. He previously served on the staffs of two

U.S. Senators and as special assistant to the President of Loyola College in Maryland.

Hoffman made a brief initial presentation outlining how he sees the Obama Administration’s relations with local police and sheriffs’ departments:

It’s great to be here with you. [Your] issues are part of the Vice-President’s DNA. These are issues he has been working on for the last 40 years, and they will be issues that he will continue to work on day in and day out. One of the reasons President Obama selected Senator Biden to be his running mate was because of his relations with law enforcement, his knowledge of and passion for these issues.



Milwaukee Chief Edward Flynn

I had a meeting this morning with several of my colleagues over at the White House talking about where we are on these issues, based on the [economic survey] report that came out from PERF. This Administration wants to foster a strong relationship with local police, and you will be in our offices ... well, more than you want to be! [laughter] You have friends in the White House in President Obama and Vice President Biden, and we are

here to say, “Our offices are always open, and if you have any issues you want to raise with us, we are happy to hear about them.”

Most of the session at the PERF summit did not consist of formal speeches, but rather give-and-take between the federal officials and the PERF members.

Ms. Robinson noted that she served on President Obama’s transition team, so even though she had only started work in the Obama Justice Department that morning, she had already been pressing for some time for an economic stimulus package that included grants that local police departments could use for the purposes they consider most critical.

“I am a firm believer in flexibility,” Robinson said. “If we didn’t have 18,000 law enforcement agencies, maybe it would make sense to have one pattern to fit everybody. But we do have 18,000 agencies, so one size doesn’t fit all.”

At the time of the PERF Summit, the outcome of these issues on Capitol Hill was in doubt. Eliminating the matching funds requirement was seen as a long shot, because for decades it has been considered a good way of ensuring that federal funds are spent wisely. The rationale is that people at the grass roots level will not spend federal dollars on wasteful projects if they are required to have a stake of their own money in the projects as well as the federal money.

However, police chiefs told the federal officials at PERF’s Summit that the economic crisis of 2008–09 is not a normal situation. And Acting Director Tim Quinn of the COPS Office, who had been working closely with PERF members and other law enforcement groups on the stimulus bill, was able to tell the PERF Summit attendees that he was in fact seeing changes in the package based on the local police chiefs’ and sheriffs’ involvement.

“You asked about what impact the people in this room have?” Quinn said. “We’re seeing evidence that you’re having an impact. We’re really seeing some dramatic movement on the legislation.”

FEDERAL GRANT RULES WERE MODIFIED BASED ON CHIEFS’ CONCERNS

It became clear in the weeks and months after PERF’s Summit that local police chiefs’ wishes were honored in the terms of the stimulus bill, as well as the rules that the Justice Department issued to manage the grants:

- The matching funds requirement was eliminated, not only for the COPS grants, but for most other types of Justice Department grants.
- A previous cap of \$75,000 on the amount of federal funding available for a single officer was eliminated.
- Because many local police agencies had already laid off officers due to budget cuts, or were planning to do so, the COPS Office specified that the new COPS grants did not necessarily need to be used to hire new officers. The federal funds may also be used to rehire officers who have been laid off due to local funding cuts, or to retain officers who are scheduled to be laid off due to funding cuts.



FROM LEFT: Winnie Reed of NIJ; Detroit Chief James Barren; Dr. Brian Reaves of BJS; Miami-Dade Police Director Robert Parker; Toronto Chief William Blair

- COPS grants will be awarded not by formula but competitively, based on applicants' local economic situations and crime levels, and on how the COPS grants would support community policing activities.

USING FUNDS FOR TRAINING AND CIVILIAN EMPLOYEES

Phoenix Chief Jack Harris noted that local police agencies not only need money to pay officers, but also to support police technology. "Our DNA backlogs are huge, and there are ways of reducing those backlogs, but they're very expensive," he said. "So any consideration that can be given to flexibility in any of these grants to address technology, and specifically DNA analysis, I think is critical. I think most of our departments do DNA analysis on violent crimes, and we could really have an impact on property crimes as well if we could expand that. But we simply would have a completely unmanageable backlog if we did that."

PERF Executive Director Chuck Wexler also noted that PERF's survey showed a critical need for DNA technicians and other civilian employees as well as sworn officers.

Again, there is evidence that the voices of local law enforcement were heard by the Congress and the Justice Department. When the rules for the Byrne/JAG discretionary grants were released by the Justice Department in early March, one of the eight purpose areas for the grants was "hiring of civilian staff in law enforcement agencies," and another purpose area was "enhancing forensic and crime scene investigations."

PRISONER REENTRY ISSUES

Redlands, Calif. Chief Jim Bueermann asked the federal officials about prisoner reentry programs.

"One of the big issues for us in California is the return of prisoners," Chief Bueermann said. "Because of the state budget problems and court processes that have been going on, there are reports that the state is going to release 50,000 to 60,000 prisoners—40,000 of whom could be released

without any connection to parole services. So one of our big issues is this notion of prisoner reentry and what is law enforcement's role in that?"

Mr. Hoffman of Vice President Biden's office said that this issue is an important one, but he wasn't sure it could be addressed in the stimulus bill.

"Our directive from the President for the economic stimulus package was 'create jobs; create jobs; create jobs,' he said. "And that is one of the reasons why we were so happy to increase money for the COPS program, because the COPS Office can put people on the streets very rapidly. We did not include many other programs that are valuable and important, because we want to get this [focus on job creation] done."

Hoffman also emphasized that the Obama Administration strongly supports prisoner reentry programs. "Joe Biden was the person who introduced the legislation about five years ago dealing with prisoner reentry, and I'm happy to say that President Bush signed this legislation into law a year ago," he said. "This law provides additional funds for halfway houses, for drug treatment, for all the things that you need to work with the released prisoner population so they can make a successful return to society. We need to do more on this front, and this Administration will be working with the Department of Justice to make certain that these programs are effective."

Ms. Robinson noted that the Second Chance Act, the law that Hoffman referred to, "will be up for appropriations in the 2010 budget cycle, coming up this spring."

Furthermore, as it turned out, the Justice Department did in fact include prisoner reentry programs on the list of programs targeted by certain grants in the stimulus bill. The solicitation for the Byrne competitive grants includes, as one of eight eligible program areas, funding for neighborhood probation and parole officers.

"Community corrections professionals play a key role in both aiding prisoner reentry and preventing crime by monitoring and engaging adult and juvenile offenders in effective case management and offender supervision," the Bureau of Justice Assistance said in the grant announcement.

LOCAL POLICE AND HOMELAND SECURITY

Long Beach, Calif. Chief Tony Batts thanked the federal officials for joining the PERF Summit: “I thank you for coming here,” he said. “The last eight years, we haven’t been listened to, to the point of disrespect. We haven’t been asked for our opinion, we haven’t been included. We’ve been patronized. Hopefully over the next four to eight years, that will not occur. As we talk about these COPS issues, it’s nice that the people who make the decisions get to hear from us first-hand. That’s something that we haven’t had over the last eight years.”

Chief Batts also noted that Vice President Biden was a leader in many of the crime control initiatives in Congress in the 1990s, and asked Mr. Hoffman to predict “some of the issues that he is working on that will be part of our future.”

Hoffman said he expects that increasing local police officials’ connections to the Department of Homeland Security will be a priority.

“We are trying to make sure that law enforcement is an integral part of everything that is done at Homeland Security, and we are talking to the Secretary [of DHS Janet Napolitano] about that, almost on a daily basis,” Hoffman said. “That coordination

with local law enforcement needs to be there. You are the ones who are going to come across the package that is left by the side of a road. You are the ones who will be the first to respond to the explosion when it happens. You are an integral part, if not the first line of defense, for national security, and sometimes that is forgotten. I know that that is something Joe Biden wants to work on.”

CHIEF LANSDOWNE: “THANK YOU ON BEHALF OF ALL THE PEOPLE HERE”

PERF Board Member Bill Lansdowne, chief of San Diego, closed the session by thanking the federal officials for opening a new chapter in local police chiefs’ relationship with the federal government.

“We appreciate you being here,” Chief Lansdowne said. “Most of us lived through the 1990s, when we saw double-digit increases in crime, and I can tell you from my experience that the thing that turned all that around and made us better agencies, made us far more professional, was the programs like COPS MORE, COPS FAST, and COPS AHEAD. We lost a lot of that ground in the last Administration, and I am encouraged and delighted to see that



Long Beach, Calif. Chief Anthony Batts and Indio, Calif. Chief Bradley Ramos

once again we have a voice that is being listened to. I think that the chiefs in this room have a tremendous amount of skill and knowledge, and they can help and work with you. We are offering our assistance to you in a very difficult journey—and I congratulate

you for accepting this challenge—to provide the level of safety and police professionalism that this country needs and deserves. Thank you very much on behalf of all the people here.”



Chiefs Richard Pennington, Robert Davis, Heather Fong, and Superintendent Jody Weis

RAND Economist Offers Evidence That Crime-Fighting Can Pay for Itself

PERF'S ECONOMIC CRISIS SUMMIT INCLUDED a presentation by Dr. Paul Heaton, a University of Chicago-trained economist at the RAND Corporation, regarding the high costs of crime to society.

Dr. Heaton's research in this area recently came to the attention of Los Angeles Chief William Bratton, who has been making an argument that if police can demonstrate that they know how to reduce crime, those efforts can pay for themselves many times over, because the economic costs of crime are far larger than the costs of hiring additional police officers.

By Dr. Heaton's calculations on page 23, for example, the costs of certain serious crimes in Los Angeles total approximately \$6 billion per year. That is also the approximate cost of the city government's entire budget. Thus, marginal increases in spending on the Police Department pale in comparison to the costs imposed by criminal activity.

Participants at the PERF session cautioned that these types of calculations are not an exercise to be entered into casually. Attempts by police chiefs to produce similar calculations for their jurisdictions presumably would be scrutinized thoroughly by local elected officials, so chiefs would need to be familiar with the limitations and caveats associated with the various research studies on the costs of crime. The summary below only touches on the detailed argument presented

by Dr. Heaton at the PERF Summit, and the Summit presentation likewise was only a quick review of Dr. Heaton's work in this area.

However, Chief Bratton and Dr. Heaton agreed that cost-benefit analysis of policing is an important topic with significant implications for the future of policing, and that the best research to date shows that the benefits of policing far outweigh the costs. They noted that even if critics of the research say that the costs of crime are overstated, researchers can agree to discount those costs sharply, by 50 percent or more, and still produce results supporting the statement that public dollars put into policing are an investment, not an expense.



Dr. Paul Heaton

Introduction by Los Angeles Chief William Bratton:

One of the ways that I approach our profession is with a belief that cops count, that police matter. We can in fact prevent increases in crime, and there is no better time to drive that message home than now. I think that the experiences of the 1990s show that when we are properly focused and properly resourced, we can deal with the negative influences of unemployment, racism, and poverty that are blamed for contributing to crime.

However, one of the things that we are deficient in is being able to *prove* that we can reduce crime. I encourage our colleagues at the U.S. Justice Department to undertake an authoritative study of this issue: What is the economic impact of crime? We need to know about specific crimes—homicides, rapes, robberies—and their effects on the economy, on our communities.

The most recent study that I'm aware of in the United States was something that George Gascon and I worked on when George was Chief of Operations in the LAPD in 2005. With the figures that were available from a 1996 National Institute of Justice study, we determined that the cost of a homicide in the city of Los Angeles was \$1 million. And that did not even take into account costs like the incarceration of offenders.

If you take the very conservative figure of \$1 million per homicide, the fact that we've been able to reduce homicides in Los Angeles by 300 a year over the last five years means that we achieved a \$300-million infusion into the economy of the city.

Recently my chief of detectives, Charlie Beck, who has shown an interest in this area, attended a seminar in which Paul Heaton was one of the presenters. Paul is an economist for the RAND Corporation. Through the auspices of PERF, Chuck Wexler asked Paul to come in for this meeting and talk about his study.

I think that if we want to advance in our profession, we really need to start getting a handle on what are the costs of crime, and to turn this equation on its head, and quantify how much money we save society when we reduce crime. We need to show that we are an investment that pays bigger dividends than just about anything else in the criminal justice system.

PRESENTATION BY PAUL HEATON, ASSOCIATE ECONOMIST, RAND CORPORATION

If we want to make an argument that law enforcement is an investment, a natural response from the policy-makers is, "Show me the numbers." So that's what we want to do.

First, let me describe where these numbers come from. A common misperception when people think about the costs of crime is that we should just think of enforcement costs—police budgets, the costs of putting people in prison. While that's certainly a component of it, when you think about the total social costs of crime, there are a lot of other costs that we need to try to measure. For example, there are costs borne by victims, such as their out-of-pocket costs for medical care. There also are less easily measured costs of lost utility—for example, people being afraid to use a park because of crime.

In the research community, when we think about this issue, we tend to divide the costs into tangible costs (such as police budgets, incarceration costs, private security expenditures, medical treatment for crime-related injuries, property losses, and lost productivity from injuries) and intangible costs (such as pain and suffering of crime victims and lost-utility costs). In many cases, the intangible costs can be many times as large as the tangible costs.

Measuring intangible costs can be a little more difficult than measuring tangible costs, but there are some empirical data sources we can go to. For example, there are thousands of civil jury trials each year in which jurors have to come up with judgments, to put a valuation on the pain and suffering of people who have been injured. We can use the dollar amounts of the awards as one way to measure the costs of pain and suffering.

Here are three studies that have used various methodologies to come up with per-crime costs of crime. The first study, Miller

et al, is by far the most widely cited cost-of-crime study. It focuses on victim costs, which is why the numbers are a bit lower than those in the other two studies.

The second study, Cohen et al, uses a different methodology. They fielded a nationally representative survey and asked people, “Would you be willing to pay an extra \$100 in taxes per year if we were able to use that money to reduce crime by 10 percent? Well, how about \$200? How about \$300?” And based upon people’s responses to the survey, they were able to calculate how people valued different changes in the crime rate.

The third study is similar to the first in terms of using accounting data, but it uses more recent data sources and tries to get a fuller picture of crime costs.

I think that what you should get from these numbers is that the costs of crime are pretty large. In many cases, they’re much larger than the expenditures we make on the criminal justice system.

So let me show you how we can use these numbers in some real-world applications. I’ve taken crime data from 2007 in Los Angeles. For the individual costs of each crime, I’ve basically taken an average across the three studies above, which we believe are the best estimates that we have in the research community of the costs of crime. As you can see, if you multiply the per-crime average costs by the number of crimes that we saw in LA, you get pretty big numbers. We estimate the aggregate cost of crime in Los Angeles in 2007 at about \$6 billion.

Estimates of the Total Cost Per Crime

Crime Type	Miller, Cohen, and Weirsema (1996)	Cohen et al. (2004)	French, McCollister, and Reznik (2007)
Murder	\$4,068,866	\$11,608,317	\$9,347,132
Rape	\$117,997	\$283,626	\$219,933
Robbery	\$17,632	\$277,642	\$51,134
Assault	\$20,344	\$83,771	\$123,162
Motor Vehicle Theft	\$5,425	N/A	\$9,127
Burglary	\$2,034	\$29,918	\$4,399
Larceny	\$502	N/A	\$1,478

Annual Cost of Crime in Los Angeles

Crime Type	Cost Per Crime	Number of Crimes in 2007	Total Cost (Millions)
Murder	\$8,000,000	394	\$3,152.00
Rape	\$200,000	867	\$173.40
Robbery	\$100,000	13,445	\$1,344.50
Assault	\$75,000	12,831	\$962.33
Motor Vehicle Theft	\$7,000	23,148	\$162.04
Burglary	\$12,000	19,415	\$232.98
Larceny	\$1,000	56,984	\$56.98
Aggregate crime cost:			\$6,084.23

To give you some context for that number, the budget of the city of LA was about \$6 billion in 2007, and the total economic output of LA was about \$270 billion. So it’s like we’re saying the cost of crime is about 2 percent of the total economic output of the city.

I should mention that these numbers are probably understatements of the costs of crime, because, first of all, we’re looking at reported crime, and of course many crimes are not reported to the police.

In addition, we’re just focusing on index crimes, because those are the crimes for which we have reasonable cost estimates, but there are lots of other crimes for which we know less about the costs, and they are not included.



Conclusion

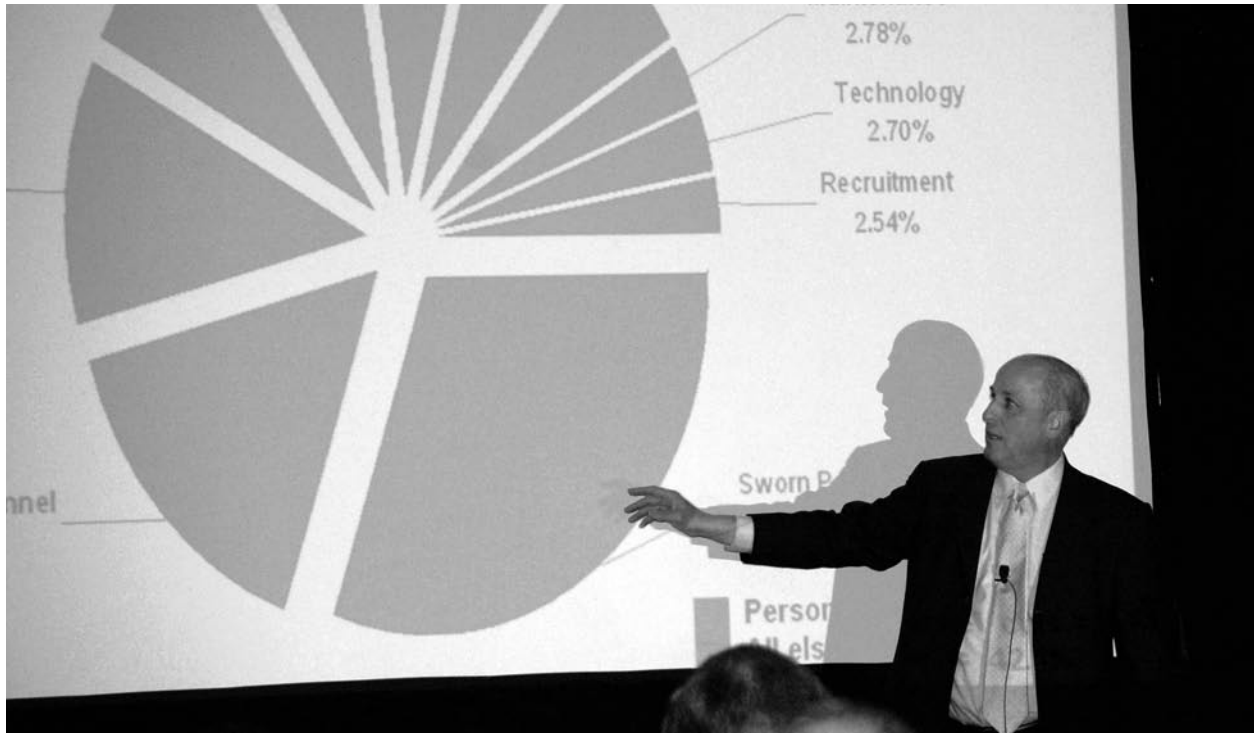
THE ECONOMIC CRISIS OF 2008–09 CONTINUES to be one of the biggest challenges to face local and state police agencies in many years. Every day, PERF hears of new developments stemming from the poor economy. Budget cuts affecting everything from hiring and training to technology and overtime. Increases in certain types of crime, especially opportunistic property crimes. Increased reports of domestic violence. Tragic incidents in which unbalanced individuals become stressed to the breaking point and kill themselves after killing all their family members. Apparent increases in “suicide by police.” Increased sales of firearms that are attributed to people’s fears about the economy. Increased concern about whether economic stresses are contributing to a rash of killings of police officers.

These changes are forcing police executives to look at all of their operations and strategies, through a new prism of cutbacks in resources. And elected officials are not being shy about imposing their ideas about how to reduce spending on their police services. At least one city is considering hiring less-expensive private armed guards to bolster its police force. In another city, a candidate for mayor

called for training garbage collectors and other city workers to detect and report suspicious activity to police.

At the same time, some leaders are calling for police to be assertive in pointing out that spending on police should be considered an investment, not an expense, because we in policing have learned over the last few decades that “cops count”—that police can in fact reduce crime rates, which results in enormous economic savings, not to mention reducing the psychological trauma that accompanies every victimization.

PERF will continue to focus on all aspects of the economic crisis as it affects policing. This issue has wide and deep implications not only for the next year or two, but also as a long-term trend in policing. The enormous successes in crime reduction realized in the mid- to late-1990s and early part of the 21st Century must not be lost due to an economic crisis. It will require new kinds of initiative by police executives to ensure that the next decade is not one of retrenchment, but instead becomes an era when police prove that they can get the job done in spite of economic troubles.



About the Police Executive Research Forum

THE POLICE EXECUTIVE RESEARCH FORUM (PERF) is a professional organization of progressive chief executives of city, county and state law enforcement agencies who collectively serve more than 50 percent of the U.S. population. In addition, PERF has established formal relationships with international police executives and law enforcement organizations from around the globe. Membership includes police chiefs, superintendents, sheriffs, state police directors, university police chiefs, public safety directors, and other law enforcement professionals. Established in 1976 as a nonprofit organization, PERF is unique in its commitment to the application of research in policing and the importance of higher education for police executives. Besides a commitment to police innovation and professionalism, PERF members must hold a four-year college degree.

PERF continues to conduct some of the most innovative police and criminal justice research and provides a wide variety of management and technical assistance programs to police agencies throughout the world. PERF's groundbreaking work on community and problem-oriented policing, racial profiling, use of force, less-lethal weapons, and crime reduction strategies has earned it a prominent position in the police community. PERF continues to work toward increased professionalism and excellence in the field through its publications and training programs. PERF sponsors and conducts the Senior Management Institute for Police (SMIP). This program provides comprehensive professional management and executive development training to police chiefs and law enforcement executives. Convened annually in Boston, SMIP instructors include professors from leading universities, with the core

faculty from Harvard University's Kennedy School of Government.

PERF's success is built on the active involvement of its members. The organization also has types of membership that allow it to benefit from the diverse views of criminal justice researchers, law enforcement professionals of all ranks, and others committed to advancing policing services to all communities. PERF is committed to the application of research in policing and to promoting innovation that will enhance the quality of life in our communities. PERF's objective is to improve the delivery of police services and the effectiveness of crime control through the exercise of strong national leadership, the public debate of criminal justice issues, the development of a body of research about policing, and the provision of vital management services to all police agencies.

PERF has developed and published some of the leading literature in the law enforcement field. Recently, PERF's work on the increase in violent crime during the past two years has received national attention. A series of reports in the "Critical Issues in Policing" series—*A Gathering Storm—Violent Crime in America*; *24 Months of Alarming Trends*; and *Violent Crime in America: A Tale of Two Cities*—provides in-depth analysis of the extent and nature of violent crime and countermeasures that have been undertaken by police. PERF also explored police management issues in *"Good to Great" Policing: Application of Business Management Principles in the Public Sector*. And PERF produced a landmark study of the controversial immigration issue in *Police Chiefs and Sheriffs Speak Out on Local Immigration Enforcement*. PERF also released two books—entitled *Exploring the Challenges of*

Police Use of Force and *Police Management of Mass Demonstrations: Identifying Issues and Successful Approaches*—that serve as practical guides to help police leaders make more informed decisions. In addition, PERF has released a series of white papers on terrorism in the local law enforcement context, *Protecting Your Community from Terrorism: Strategies for Local Law Enforcement*, which examined such issues as local-federal partnerships, working with diverse communities, bioterrorism, and intelligence sharing. Other recent publications include *Managing a Multijurisdictional Case: Identifying Lessons Learned from the Sniper Investigation* (2004) and *Community Policing: The Past, Present and Future* (2004). Other PERF titles include the only authoritative work on racial profiling, *Racial*

Profiling: A Principled Response (2001); *Recognizing Value in Policing* (2002); *The Police Response to Mental Illness* (2002); *Citizen Review Resource Manual* (1995); *Managing Innovation in Policing* (1995); *Crime Analysis Through Computer Mapping* (1995); *And Justice For All: Understanding and Controlling Police Use of Deadly Force* (1995); *Why Police Organizations Change: A Study of Community-Oriented Policing* (1996); and *Police Antidrug Tactics: New Approaches and Applications* (1996). PERF publications are used for training and promotion exams and to inform police professionals about innovative approaches to community problems. The hallmark of the program is translating the latest research and thinking about a topic into police practices that can be tailored to the unique needs of a jurisdiction.

To learn more about PERF, visit www.policeforum.org.

About Motorola and the Motorola Foundation

MOTOROLA IS KNOWN AROUND THE WORLD for innovation in communications. The company develops technologies, products and services that make mobile experiences possible. Its portfolio includes communications infrastructure, enterprise mobility solutions, digital set-tops, cable modems, mobile devices and Bluetooth accessories. Motorola is committed to delivering next generation communication solutions to people, businesses and governments. A Fortune 100 company with global presence and impact, Motorola had sales of \$36.6 billion in 2007.

Today, Motorola comprises three business units: Enterprise Mobility Solutions, Home & Networks Mobility, and Mobile Devices.

Enterprise Mobility Solutions includes the mission-critical communications offered by our government and public safety sectors and our enterprise mobility business, including analog and digital two-way radio as well as voice and data communications products and systems. Motorola delivers mobile computing, advanced data capture, wireless infrastructure and RFID solutions not only to clients in the public sector, but also to retail, manufacturing, wholesale distribution, healthcare, travel and transportation customers worldwide.

Home & Networks Mobility provides integrated, end-to-end systems that seamlessly and

reliably enable uninterrupted access to digital entertainment, information and communications services over a variety of wired and wireless solutions. Motorola provides digital video system solutions and interactive set-top devices, voice and data modems for digital subscriber line and cable networks, and broadband access systems (including cellular infrastructure systems) for cable and satellite television operators, wireline carriers and wireless service providers.

Mobile Devices has transformed the cell phone into an icon of personal technology—an integral part of daily communications, data management and mobile entertainment. Motorola offers innovative product handset and accessory designs that deliver “must have” experiences, such as mobile music and video—enabling seamless connectivity at work or at play.

The Motorola Foundation is the independent charitable and philanthropic arm of Motorola. With employees located around the globe, Motorola seeks to benefit the communities where it operates. The company achieves this by making strategic grants, forging strong community partnerships, fostering innovation and engaging stakeholders. Motorola Foundation focuses its funding on education, especially science, technology, engineering and math programming.

For more information go to www.motorola.com.

APPENDIX

Participants at the PERF Summit On the Economic Crisis and Policing

January 28, 2009, Washington, D.C.

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