ORT Prevention Grant Program

Local Evaluation Plan

Citrus Heights CARES About Safety and Crime Prevention

Submitted by:

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Project Background

What information can you provide that is essential to understanding the need for the project?

The City of Citrus Heights is in the heart of California's capital region and offers a wide array of businesses and retailers. Though geographically small (approximately 14 square miles), Citrus Heights boasts more than 600 businesses including major department stores, specialty stores, and business services. Major thoroughfares, including Interstate-80, make Citrus Heights readily accessible to the broader capital region. However, Citrus Heights also experiences ongoing organized retail theft (ORT) and motor vehicle theft (MVT) challenges, which threatens the safety and livelihoods of Citrus Heights' residents and businesses. Several recent examples indicate the impact of organized theft on Citrus Heights businesses, including:

- Victoria's Secret closed due to ongoing rampant theft.
- A Sunglass Hut closed at the Sunrise Mall because theft outpaced profit.
- Big Lots was rumored to have closed due to ongoing shoplifting and homelessness issues. In response to this closure, the president of the California Retailer's Association said that "for every big name store that closes down because of thefts, there are three smaller stores that will shut down."
- ULTA hired a dedicated security guard due to high instances of theft.

In assessing recent ORT trends, the data fail to paint a full picture of the extent of the problem due to underreporting by retailers. Anecdotal feedback suggests that some retailers have stopped reporting theft because:

- They do not anticipate the perpetrators will be prosecuted.
- They do not want to wait for police, who may be delayed on other matters, and instead do not file a report.
- They do not follow-through with reporting thefts online because staff are untrained in how to do so.
- Store policies limit police reports to relatively high value thefts due to lack of perceived value for staff time.
- Store policies do not permit contact with or the following of suspects to limit liability.
- A societal trend toward ignoring petty crimes due to anti-law enforcement rhetoric.

The Citrus Heights Police Department (CHPD) has developed a robust approach to respond to and combat organized retail theft and motor vehicle theft in Citrus Heights, and to build and improve the confidence of local retailers in the police. The BSCC ORT grant will enable CHPD to build an "umbrella of security" across Citrus Heights through the coordinated use of advanced technologies and additional personnel. The strategy includes:

- Adding 57 standard range license plate reader (LPR) cameras to key intersections and thoroughfares throughout Citrus Heights.
- Adding 19 highway speed LPRs to target major arteries and the areas around Interstate-80.
- Adding 14 pan-tilt-zoom (PTZ) cameras to key intersections which will allow targeted enforcement and investigations.
- Deploying 10 concurrent licenses of Live 911, which will enable officers and personnel in the real-time information center (RTIC) to listen to 911 calls as they are occurring, thereby providing real-time situational awareness and fuller context for responding personnel.
- Adding a dedicated full-time position to the RTIC to actively monitor and use the added technologies to assist officers and investigators.
- Adding a part-time detective position to investigate online ORT- and MVT-related incidents.
- Adding a video wall comprised of 8 monitors spanning more than 4 feet tall and nearly 16 feet wide, which will provide the Communications Center with clear views of the additional camera and software feeds.
- Deployment of up to 6 mobile security trailers to enable short-term targeted monitoring of problematic areas.

With the support received from BSCC's ORT grant, CHPD will implement a range of new technologies to assist in the proactive targeting and prevention of instances of ORT and MVT, as well as robust investigations supporting better evidence collection and case clearances.

What is the scope of the project?

CHPD will implement this project, in coordination with a strong network of community stakeholders, retailers, and neighboring jurisdictions. Citrus Heights is committed to providing high quality, economical, responsive city services to their community and strives to be the city of choice for residents and businesses to prosper and thrive. CHPD is a Community First police department that is dedicated to progressive training and technologies with forward-thinking strategies to solve problems, reduce crime, and

improve the quality of life within the city, while recognizing the power of building partnerships within the community to do so. CHPD has established strong relationships with retailers in the city and already works closely with businesses and their loss prevention agents to deter, identify, and investigate instances of theft, particularly within Sunrise Marketplace. The communication between CHPD and retailers will continue throughout the proposed project, as officers work with retailers on preventative measures and respond to calls for service.

The strategy for the additional cameras made possible by this grant was guided by an existing partnership with community and business stakeholders. Years ago, Citrus Heights began a strategic partnership with local stakeholders who sought to add camera technology to the community. CHPD prioritized transparency and trust with the community, which led to an expansion of the partnership, and to the continued support of the community today. The addition of new cameras will add to the network of already-existing cameras, creating a more robust approach to preventing, responding to, and investigating crime. The renewed partnership includes multiple local retailers, as well as support from neighboring jurisdictions. For example, Elk Grove Police Department is allowing CHPD to situate one full-time staff member in their RTIC – which supports CHPD's goal of greater information and data sharing across the region.

As previously described, the project includes deployment of multiple new technologies which will enhance CHPD's capacity to detect, respond to, and investigate instances of ORT and MVT. The addition of LPRs and PTZ cameras will greatly expand the currently limited scope of cameras in Citrus Heights and will better connect Citrus Heights to the broader regional network of cameras and data sharing.

What is the target area of the project?

Made possible by the relatively small geographic area of the city, all major ingress and egress routes to and from the jurisdiction will be covered with the additional cameras. Particular (though not exclusive focus) will be on Greenback Lane, Auburn Boulevard, Sunrise Boulevard, Old Auburn Road, and entry/exit routes to Interstate-80. These major thoroughfares cover the primary retail areas of the jurisdiction and are the routes most likely to be traveled by organized theft rings, which are often coming into Citrus Heights from neighboring jurisdictions.

What are the project's goals and objectives?

Goal 1: Reduce instances of organized retail theft and motor vehicle theft/motor vehicle accessory theft.

Objectives: A) Install PTZ and LPR cameras in target areas to deter individuals from committing organized retail and motor vehicle/motor vehicle accessory theft, among other crimes, **B)** Accurately and quickly use footage from LPRs and information from the Live 911 tool to initiate a search for suspects thought to have engaged in organized retail or motor vehicle/motor vehicle accessory theft, **C)** Deploy mobile security camera trailers to strategic short-term and long-term locations to deter instances of theft, and **D)** Continue to work closely with retailers and their Loss Prevention agents to reduce instances of theft and respond to calls for service with reduced response times.

Goal 2: Increase apprehensions/arrests of organized retail theft and motor vehicle/ motor vehicle accessory theft suspects.
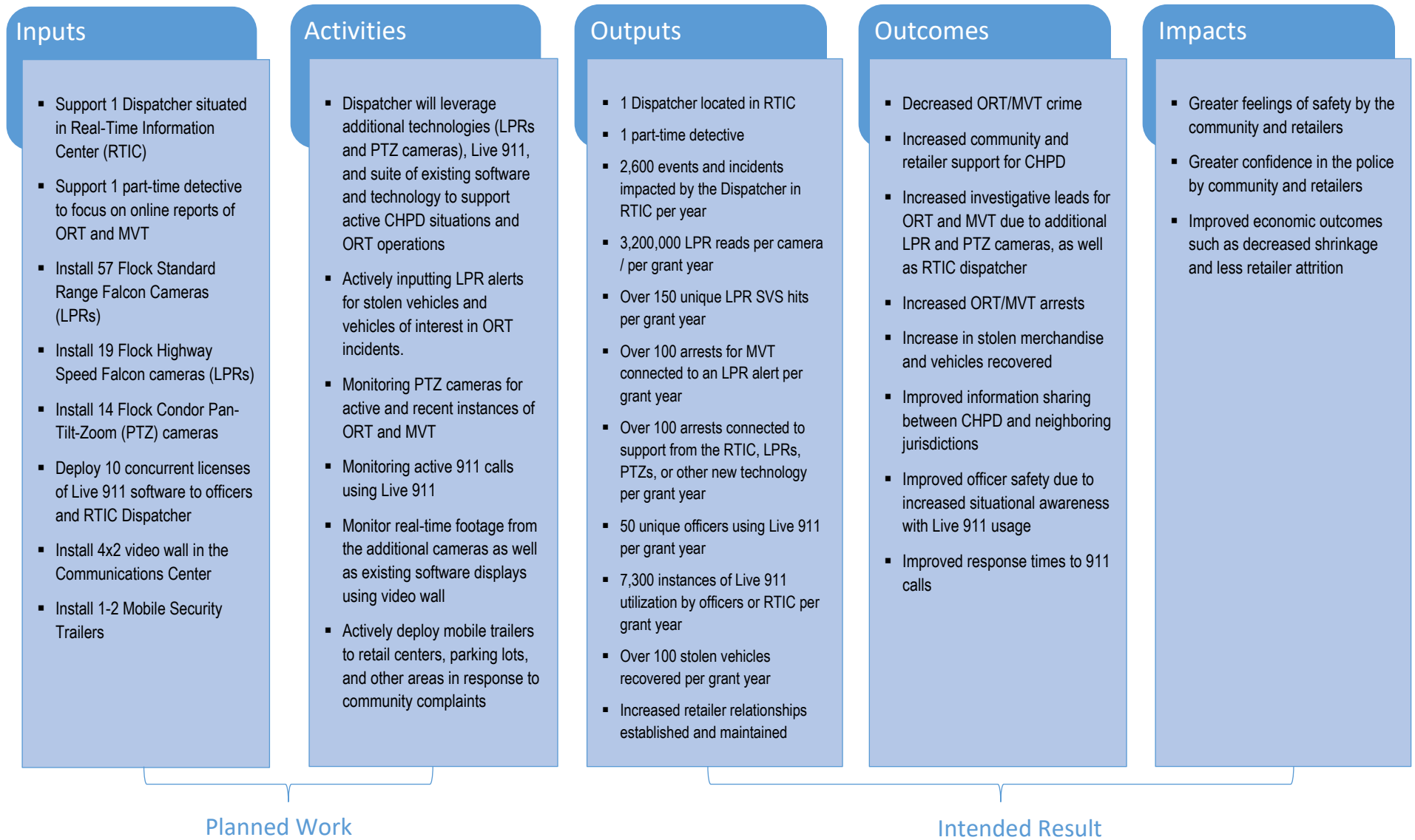
Objectives: A) Enhance CHPD's ability to identify suspects and vehicles through the use of cameras and LPRs, **B)** Accurately and quickly use footage from LPRs and information from the Live 911 tool to initiate a search for suspects thought to have engaged in organized retail or motor vehicle/motor vehicle accessory theft, and **C)** Utilize targeted organized retail theft and vehicle theft operations at hot-spot locations to deter theft or increase the likelihood of immediate apprehension of suspects engaged in organized retail theft or motor vehicle/motor vehicle accessory theft.

Goal 3: Improve response times to retail thefts and motor vehicle/motor vehicle accessory thefts in progress.

Objectives: A) Enhance CHPD's ability to identify suspects and vehicles using cameras and LPRs, **B)** Accurately and quickly use footage from LPRs and information from the Live 911 tool to initiate a search for suspects thought to have engaged in organized retail or motor vehicle/motor vehicle accessory theft.

Project Logic Model

Figure 1. Citrus Heights CARES Project Logic Model

Inputs	Activities	Outputs	Outcomes	Impacts
▪ Support 1 Dispatcher situated in Real-Time Information Center (RTIC) ▪ Support 1 part-time detective to focus on online reports of ORT and MVT ▪ Install 57 Flock Standard Range Falcon Cameras (LPRs) ▪ Install 19 Flock Highway Speed Falcon cameras (LPRs) ▪ Install 14 Flock Condor Pan-Tilt-Zoom (PTZ) cameras ▪ Deploy 10 concurrent licenses of Live 911 software to officers and RTIC Dispatcher ▪ Install 4x2 video wall in the Communications Center ▪ Install 1-2 Mobile Security Trailers	▪ Dispatcher will leverage additional technologies (LPRs and PTZ cameras), Live 911, and suite of existing software and technology to support active CHPD situations and ORT operations ▪ Actively inputting LPR alerts for stolen vehicles and vehicles of interest in ORT incidents. ▪ Monitoring PTZ cameras for active and recent instances of ORT and MVT ▪ Monitoring active 911 calls using Live 911 ▪ Monitor real-time footage from the additional cameras as well as existing software displays using video wall ▪ Actively deploy mobile trailers to retail centers, parking lots, and other areas in response to community complaints	▪ 1 Dispatcher located in RTIC ▪ 1 part-time detective ▪ 2,600 events and incidents impacted by the Dispatcher in RTIC per year ▪ 3,200,000 LPR reads per camera / per grant year ▪ Over 150 unique LPR SVS hits per grant year ▪ Over 100 arrests for MVT connected to an LPR alert per grant year ▪ Over 100 arrests connected to support from the RTIC, LPRs, PTZs, or other new technology per grant year ▪ 50 unique officers using Live 911 per grant year ▪ 7,300 instances of Live 911 utilization by officers or RTIC per grant year ▪ Over 100 stolen vehicles recovered per grant year ▪ Increased retailer relationships established and maintained	▪ Decreased ORT/MVT crime ▪ Increased community and retailer support for CHPD ▪ Increased investigative leads for ORT and MVT due to additional LPR and PTZ cameras, as well as RTIC dispatcher ▪ Increased ORT/MVT arrests ▪ Increase in stolen merchandise and vehicles recovered ▪ Improved information sharing between CHPD and neighboring jurisdictions ▪ Improved officer safety due to increased situational awareness with Live 911 usage ▪ Improved response times to 911 calls	▪ Greater feelings of safety by the community and retailers ▪ Greater confidence in the police by community and retailers ▪ Improved economic outcomes such as decreased shrinkage and less retailer attrition

Planned Work   Intended Result

Process Evaluation Method and Design

The process evaluation is designed to understand the project's inputs, activities, and outputs. The evaluation will rely upon a mixed-methods approach based upon quantitative and qualitative data to understand project activities. For example, tracking LPR reads and alerts as cameras are installed as part of the grant will provide trends in LPR activity and utilization in ORT/MVT instances.

The day-to-day decision-making process for the project will be managed by the Investigations Lieutenant of the Special Services Division, in coordination with the Police Services Manager of the Communications Center, as well as the Senior Management Analyst in the Office of the Chief. The Chief of Police, as well as the Commanders of the Operations and Special Services Divisions, will provide strategic oversight for the project. The Police Services Manager and Senior Management Analyst, in coordination with the Dispatcher assigned to RTIC, will lead the ongoing tracking of various project-related activities and reporting. Black Hill Research (BHR) will support the CHPD-team as needed and requested to ensure that project activities and related evaluation components are being considered and documented.

Project implementation will be monitored and assessed through proactive management of project components and related evaluation data. The CHPD team will meet with BHR at least monthly to discuss project progress and performance, as well as to discuss any issues and mitigation strategies. BHR will be responsible for ongoing data monitoring, which will be aligned with submission of the BSCC-required quarterly progress reports. BHR will provide CHPD with ongoing updates to share trends over time and assessments of data quality. The quality assessments will allow CHPD and BHR to collaborate on any potential issues, and to address those issues before they become a problem for evaluation. For example, potential issues as the project is implemented may involve inconsistent data tracking, incomplete data or missing data, improper usage of tracking fields, etc. Through proactive monitoring and ongoing assessments, the CHPD team can collectively ensure that the evaluation will be as robust as possible, and that the data available at the end of the project period will be sufficient to address evaluation questions.

The data will largely be quantitative from structured fields in CHPD's computer-aided dispatch (CAD) system, records management systems (RMS), Live 911's user software, and Flock's camera management and integration software. Ongoing data extracts will be completed and compiled over time to monitor trends and data quality. Descriptive analyses, including change-over-time and data projections, will be completed depending on data availability. In addition to the structured data fields, qualitative data will be

collected – notably from the Dispatcher in the RTIC, investigators, and communications staff, where relevant. The implementation and use of the project technologies are largely new to CHPD, and relying solely on structured fields may limit the understanding of the real impact of the technologies. In turn, regular and ongoing requests will be made of the Dispatcher in RTIC and investigators which are using the project technologies to understand impact. For example, ongoing "success stories" will be documented, as well as ongoing challenges or reasons for *not* using the technology. The success stories will include instances where something positive and notable occurred, such as the identification, apprehension, or arrest of a suspect, or other positive interactions such as the development of community partnerships. The success stories will be identified by the RTIC dispatcher and investigators and will be documented on an ongoing basis. The qualitative data will be compiled and thematically coded to identify relevant themes. In addition, personnel and resources that have the greatest impact on the project will also be documented to ensure that key project facilitators are identified. Similarly, if personnel or resources are unavailable or otherwise inhibit the project, that would be documented as well, to fully document any potential project barriers and challenges. Table 1 displays the process evaluation's primary inputs, activities, and outputs, as well as respective data expectations.

Table 1: Citrus Heights CARES Project: Process Evaluation Components

Input/Resource/Activity/Output	Data Element(s)	Data Source(s)	Frequency of Data Collection
1 Dispatcher in the Real-Time Information Center (RTIC) to actively monitor and respond to needs of the field using LPRs, PTZs, Live 911, as well as other existing software and databases. Dispatcher will also support investigations by providing technology expertise and data analysis	# of staff assigned; # CAD events and RMS incidents that the dispatcher impacts; # of "success stories" documented by Dispatcher	Employment records; CAD; RMS; Ongoing success tracking reports	Monthly
1 part-time detective assigned to investigate ORT and MVT cases reported online	# of staff assigned; # RMS incidents that the detective investigates; # of "success stories" documented by detective	Employment records; RMS; Ongoing success tracking reports	Monthly
Install and monitor 76 Flock Falcon LPR cameras (57 Standard Range and 19 Highway Speed)	# of LPR reads and hits; # of LPRs installed; CAD LPR events created; CAD LPR events that connect to criminal incident report	Flock camera management software; CAD; RMS	Monthly
Install and monitor 14 Flock Condor Pan-Tilt-Zoom (PTZ) cameras	# of instances cameras are actively used by staff	Flock camera management software	Monthly
Deploy 10 concurrent licenses of Live 911 software to officers and RTIC Dispatcher to monitor incoming 911 calls	# of licenses deployed; # of unique officers using Live 911; # of CAD events in which officers used Live	Live 911 software; CAD	Monthly

	911; response times of officers using Live 911 versus not		
Install 4x2 video wall in the Communications Center to aid in the use of new technologies	Success stories reported by Communication Center staff	Ongoing success tracking reports	Monthly
Install up to 6 Mobile Security Trailers	# of trailers purchased; # of trailers deployed; # of days trailers are deployed; # of locations trailers are deployed	Ongoing operational tracking by the CHPD project team; CAD	Quarterly
Increase retailer relationships established and maintained	# of stores CHPD works with; # of loss prevention personnel/teams CHPD works with; # of attendance at community meetings	Ongoing operational tracking by the CHPD project team	Quarterly

Outcome Evaluation Method and Design

The outcome evaluation to understand the outcomes of the project by measuring the factors and issues that the project was intended to affect. The evaluation will rely, like the process evaluation, on a mixed-methods approach based upon quantitative and qualitative data. Where possible, comparative analytics will be used to understand the impact of a particular technology (e.g., LPRs, Live 911) on call outcomes versus those calls in which the technology was not used. Given the relatively small geography of Citrus Heights, coupled with the deployment of technology throughout the jurisdiction, true control and treatment areas are unavailable. The project's goals indicate the areas that project activities are focused on and are intended to affect. Within each of the goals, particular outcome measures and data components are relevant.

Goal 1: Reduce instances of organized retail theft and motor vehicle theft/motor vehicle accessory theft.

The first goal of the project is to reduce instances of organized retail theft and motor vehicle theft/motor vehicle accessory theft. The underlying objectives of this first goal include A) utilizing the new LPR and PTZ cameras to deter would-be criminals, to B) utilize Live911 to respond with both an enhanced situational awareness and timeliness to search for suspects engaged in ORT/MVT, to C) deploy the mobile security trailers to areas most in need, and D) to build strong and enduring relationships with retailers and loss prevention officers to encourage greater cooperation with the police.

The outlined objectives most closely align with several identified activities discussed previously in the process evaluation component of the LEP. However, we expect to see the impact of these activities through two primary outcome measures. First, we expect that we will see a decrease in ORT/MVT related crime. Given that the suite of new technologies has yet to be implemented, we can only estimate that we may see a reduction in ORT/MVT crime of approximately 5-10% each year of the grant. However, we also seek to be grounded in empirical and practical police work, and in turn will continually reevaluate our efforts and impacts to generate revised estimates of crime reduction and project components are implemented. Moreover, given we are not able to differentiate control and treatment areas, we may compare crime in Citrus Heights to neighboring jurisdictions. If, for example, crime trends around Citrus Heights increase, but Citrus Heights remains level, then that may unto itself be interpreted as CHPD having abated crime within the jurisdiction.

Second, we expect to see increased community and retailer support for CHPD as the project progresses. To assess the trends in support, a recurring survey will be launched

to ask the community and retailers about perceptions of safety, theft, and responses of CHPD.

Goal 2: Increase apprehensions/arrests of organized retail theft and motor vehicle/ motor vehicle accessory theft suspects.

The second goal of the project is to increase arrests of suspects of organized retail theft, motor vehicle theft, and motor vehicle accessory theft. The underlying objectives of this goal include A) using LPRs and PTZs to enhance CHPD's ability to identify and track suspects, B) using LPRs and Live 911 to quickly and accurately identify suspects, and C) targeting ORT and MVT at particular problematic locations.

To assess the outcome of this goal, several measures will be examined. First, arrests that were affected by project technologies will be measured through the RMS. Second, the number of stolen vehicles and merchandise recovered due, at least in part, to the new technologies, will be tracked. Third, events and crime incidents that the dispatcher in the RTIC affected will be tracked and reported. Lastly, with the additional technologies and, in particular, with the dispatcher located in the RTIC (which is managed by a neighboring jurisdiction), that there will be improved and growing collaboration between CHPD and neighboring jurisdictions.

Goal 3: Improve response times to retail thefts and motor vehicle/motor vehicle accessory thefts in progress.

The third and final project goal is that response times to retail thefts, motor vehicle thefts, and motor vehicle accessory thefts will be improved because of the new technologies. Through A) enhancing CHPD's ability to identify suspects and vehicles with the new LPRs, PTZs, and dispatcher in RTIC, and B) through using LPRs and Live 911 to quickly identify and initiate suspect searches, response times will be improved.

By examining response times of officers to 911 calls, comparing those that were informed by LPRs/Live 911 versus those that were not, we can measure the impact that the technologies have on response time. Moreover, we expect that officer safety may be improved because of these technologies because they will be provided with greater situational awareness. To assess impacts on officer safety, officer feedback will be collected to provide qualitative information. Table 2 provides an overview of the outcome evaluation components.

Table 2: Citrus Heights CARES Project: Process Evaluation Components

Outcome	Definition	Data Source(s)	Frequency of Data Collection
Decreased ORT/MVT crime	Decrease in the count of ORT, MVT, and MVAT criminal incidents	RMS	Monthly
Increased community and retailer support for CHPD	Increase in reported confidence and safety by Citrus Heights residents and retailers	Annual survey to community and retailers	Annually
Increased arrests	Increase in the count of arrests for charges related to ORT, MVT, or MVAT	RMS	Monthly
Increase in stolen vehicles and merchandise recovered	Increase in the number of stolen vehicles and the amount of merchandise recovered	RMS	Monthly
Increased investigative leads due to LPRs, PTZs, or Dispatcher in RTIC	Increase in the number of investigative leads identified, including persons and vehicles, attributable to usage of LPRs, PTZs, or the Dispatcher in RTIC	RMS, CAD, Ongoing success tracking reports	Monthly
Improved information sharing between CHPD and neighboring jurisdictions	Increase in the frequency of collaboration between CHPD and neighboring jurisdictions, including data sharing agreements, analytical	RMS, Ongoing operational tracking by the CHPD project team.	Monthly

	support, and investigatory support.		
Improved response times by officers to 911 calls affected by LPRs or Live 911	Quicker response times to 911 calls which were affected by either LPRs or by usage of Live 911, versus response times to 911 calls which were not affected by LPRs/Live 911	CAD, Live 911	Monthly
Improved officers' safety due to increased situational awareness	Increased feelings of safety by officers due to the additional context and situational awareness that LPRs and Live 911 may provide.	CAD, Live 911, Ongoing operational tracking by CHPD project team, qualitative feedback from officers	Quarterly