



City Council Report

915 I Street, 1st Floor

Sacramento, CA 95814

www.cityofsacramento.org

File ID: 2020-01398

December 1, 2020

Consent Item 01

Title: Grand Jury Response (911 - The Sacramento Police Department Vacancy Crisis)

Location: Citywide

Recommendation: Pass a Motion authorizing the Mayor and City Manager to sign and submit the attached response to the Sacramento County Grand Jury Report: Sacramento Police Department Vacancy Crisis.

Contact: Susana Alcala Wood, City Attorney, (916) 808-5346, Office of the City Attorney;
Christopher Conlin, Assistant City Manager, (916) 808-8526, Office of the City Manager

Presenter: None.

Attachments:

1-Description/Analysis

2-Grand Jury Report - 911 - The Sacramento Police Department Vacancy Crisis

3-Grand Jury Response Letter

Description/Analysis

Issue Detail: The Sacramento County Grand Jury Report, entitled “911- The Sacramento Police Department Vacancy Crisis,” provides findings and recommendations regarding police officer vacancy and recruitment. In the report, the Grand Jury notes that the number of police officers in the City of Sacramento has remained significantly lower than authorized, despite efforts to fill the vacancy gap through increased recruitment efforts. The Grand Jury therefore recommends that the City adjust its budget, staffing and various protocols to address these vacancies. The proposed response letter, included as Attachment 3 to this report, addresses the Grand Jury’s concerns while highlighting the Police Department’s recruitment efforts to date.

Policy Considerations: The Grand Jury is an arm of the Sacramento County Superior Court and is considered part of the judicial branch of government. Penal Code Sections 933 and 933.05 require that the governing body of the City submit specific responses to the findings and recommendations of the report of the Grand Jury, to the Presiding Judge of the Sacramento County Superior Court.

Economic Impacts: None

Environmental Considerations: None

Sustainability: Not Applicable

Commission/Committee Action: Not Applicable

Rationale for Recommendation: The findings and recommendations of the Grand Jury have merit and should be responded to by the City.

Financial Considerations: None.

Local Business Enterprise (LBE): Not Applicable

911 – THE SACRAMENTO POLICE DEPARTMENT VACANCY CRISIS



Until the vacancy crisis within the Sacramento Police Department is solved, police will have increasingly less time to devote to building the kinds of relationships with the community necessary to establish the trust shown in the picture above.

**Pictures in this report courtesy
of the Sacramento Police Department**

911: THE SACRAMENTO POLICE DEPARTMENT STAFFING CRISIS



Recruitment ad for Sacramento Police Department

SUMMARY

The mission of the Sacramento Police Department is to work in partnership with the community to protect life and property, solve neighborhood problems and enhance the quality of life in our city, as noted in the FY2019/20 Proposed Budget for the Sacramento Police Department. In recent years the number of police officers in the Sacramento Police Department has remained significantly lower than authorized, with the number of new officers offset by retirements and transfers. Despite the Department's efforts to fill the vacancy gap through increased recruiting efforts, a substantially greater investment in recruitment is needed. At the same time, increased use of Community Service Officers (CSO) and development of other alternative support resources will help the Department meet the law enforcement needs of the community.

BACKGROUND

Starting in 2008, the recession forced the City of Sacramento to lay off police officers and civilians within the Sacramento Police Department. The cuts included 372 officers between 2008 and 2011. Not only was the number of sworn officers reduced, the Department has been unable to even fill the reduced number of authorized positions and is currently 65 below the

level authorized. Chief Daniel Hahn has called the recruitment situation a “crisis”, as have other City and Department officials, based on public reports.¹



Sacramento Police helicopter, K-9 vehicle

The Federal Bureau of Investigation Crime Data Explorer shows the national average number of police officers per population is two sworn officers per 1,000 people. Given that metric, Sacramento should have a minimum of 1,000 sworn police officers, although the Department’s current ratio is 1.34 officers per 1,000 people. By contrast, Long Beach and Fresno (two cities close in size to Sacramento) have much larger sworn officer counts (See Figure 1).

Figure 1: City Police Departments Comparison Chart 2018-2019

City	Population	Sworn Officers	Civilian Staff	Total Staff	Budget
Sacramento	501,344	747	323	1,070	\$147,251,730
Fresno	538,311	845	272	1,117	\$201,764,000
Long Beach	470,139	822	420	1,242	\$220,077,449

Source: 2018-2019 Fresno PD, Long Beach PD and Sacramento PD budgets

Police officers are the backbone of the Department and its greatest asset. Yet it is the officer patrol division that has been most negatively impacted by the staffing shortage and its inability to fill the vacancies. City and Departmental representatives reported having proactive policing with the citizens is of paramount importance. Proactive policing involves building relationships and everyday human contact within the communities the officers serve. Unfortunately, due to

¹ An October 7, 2017 Sacramento Bee article stated the Sacramento Police force is one of the nation’s most understaffed for a city of its size. <https://www.sacbee.com/news/local/article177482341.html>

staffing shortages, this is now a rarity as officers spend much of their time going from call to call, thereby limiting the amount of officer time available for the community. The lack of reporting resources in patrol cars and the limited number of substations where reports can be filed compounds the problem.

Sacramento has continued to grow away from the city center towards Natomas to the north and to south Sacramento. In order for the officers patrolling these areas and other high growth areas to connect with the communities and file administrative reports, more substations need to be added. At the time of this report there are four substations with personnel assigned to them for deployment purposes: one North on Marysville Blvd, one South on Franklin Blvd/ Fruitridge Rd., one Central on Richards Blvd and one at Headquarters where the Police Department also houses the Investigations Division and some administrative personnel at the Public Safety building on Freeport Blvd. There are just four substations for a 100 square mile city. Another two or three substations in strategic areas would be beneficial. The possibility of renting vacant storefronts could avoid a large capital outlay.

On a normal weekly schedule, officers work four 10-hour shifts. The shortage of patrol officers has contributed to increasing overtime hours for those officers on call and to rising overtime costs for the police department budget. Most of the Department's nearly one million dollar per year overtime expenses are funded from the budget line item for unfilled vacancies. In addition, the Department's overtime budget covers only about 15 percent of the Department's actual overtime expenses. Figure 2 below indicates overtime is a significant expense to the overall operating budget with 2019 being the largest of the five-year view at 8.7 percent. 2020 figures are estimates at the time of this report.

Figure 2: Sacramento Police Dept Budget

Description	2016	2017	2018	2019	2020*
Overtime Total Expense	\$7,385,777	\$7,301,435	\$9,605,625	\$12,800,284	\$7,841,831
Approved Operating Budget	\$125,278,517	\$132,238,944	\$131,666,351	\$147,251,730	\$150,318,120
Percent of Total Budget	5.9%	5.5%	7.3%	8.7%	5.2%

The strain of overtime and the pressure of moving from call to call have led to burnout. In some cases, burnout results in either early retirement or leaving the Police Department for another agency. Figure 3 shows the reasons officers give for leaving the department that are not related to retirement. It is interesting to note that the number one reason for leaving the Sacramento Police Department is resignation to another agency.

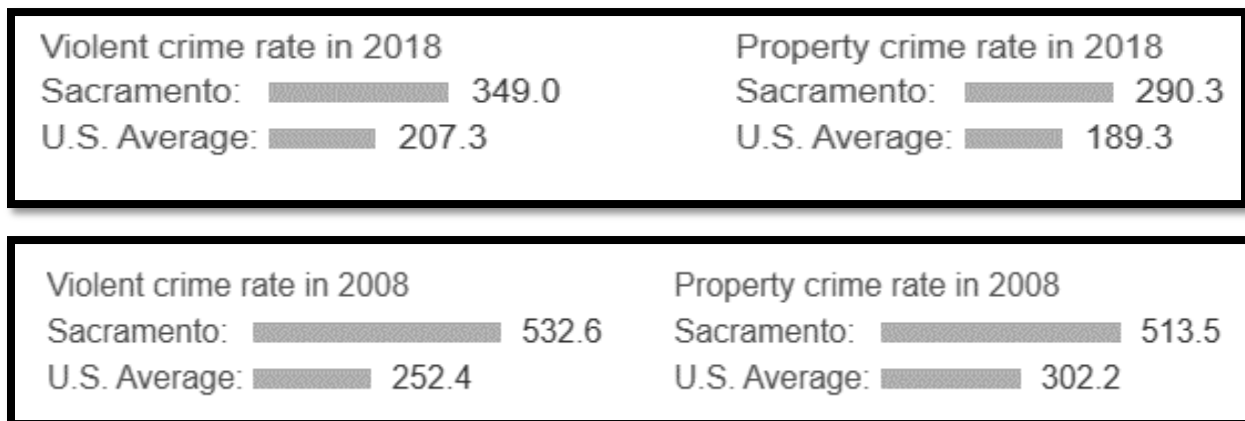
According to one Departmental report, the high number of vacancies in the Department has led dispatchers to triage calls by prioritizing the most extreme or violent crimes, which can result in delays in responding to some minor crimes as well as underreporting more serious crimes.

Figure 3: Sworn Classification Only

	INDUSTRIAL DISABILITY RETIREMENT	RETIREMENT	RESIGNATION TO OTHER AGENCY	RELEASED FROM FIELD TRAINING OR PROBATION	TERMINATION	DEATH	Total	Comments
2015	4	4	15	2	1	0	26	
2016	8	4	14	6	0	0	32	
2017	5	8	37	1	1	0	52	5 FTEs who resigned returned.
2018	4	7	12	5	2	0	30	1 FTE termination returned.
2019	6	3	12	0	0	1	22	2 FTEs who resigned returned.

Despite the reduction in police staffing, crime rates have declined during this period. However, the ways in which crimes are reported has also changed significantly so there is no direct correlation between staffing and crimes reported. The crime rate is a function of the number of crimes reported by law enforcement as well as the definition of reportable crimes. Over the past 10 years, changes in laws have changed the way the Department handles its priorities. Fewer serious crimes have been reported by police and offenses previously classified as felonies are now classified as misdemeanors, lowering the statistical reporting of serious crime. However, even with the classification changes and at 2018 rates, the Sacramento crime rate exceeds the U.S. average for both violent and property crimes.² (See Figure 4)

Figure 4: Sacramento Crime Rate



² www.usa.com

With increasing population, more downtown and Sacramento County homelessness³, increasing numbers of citizens with mental health challenges on the streets and increased numbers of released inmates, one would certainly expect an increase in the crime rate. Has the shortage of patrol officers made it difficult for the Police Department to keep up with crime in the city?

The FY2019-2020 Proposed Budget for the Sacramento Police Department states the measure of crime is an indication of the overall safety in a community. Safe neighborhoods and safe public spaces create a sense of well-being to citizens and visitors. As a result of the recession layoffs, important units dealing with issues such as gang violence, vice/sex trafficking and boating violations as well as the Crime Scene Investigation Unit (CSI) were disbanded and have yet to be reinstated.

The Department has reinstituted the use of sworn Community Service Officers (CSO). The CSO program was one of the casualties of the recession budget cuts. In 2007 before the CSO position was eliminated, the response time to low level crimes was 20 to 26 minutes. After the position was eliminated, the response time to the same calls went up to 50 minutes, only to fall back to 38 minutes once the position was reintroduced. The program now has approximately 20 officers, with an additional 20 or so CSO positions budgeted for hire in 2020. They are categorized as either CSO 1: Entry Level, or CSO 2: A CSO currently in the Academy.

The CSO position is a limited term entry level position designed to help prepare those interested in a career as a police officer. It is a support position for patrol officers. The CSOs work in the field to assist patrol officers with a variety of tasks, such as investigating burglaries, vehicle thefts and missing persons as well as assisting with processing and photographing scenes, establishing scene protection, crowd control and traffic enforcement. The use of CSOs relieves some of the more routine task pressures from the patrol officers.⁴

METHODOLOGY

In order to understand the reasons for the vacancy gap in the Police Department, the Grand Jury interviewed police and city officials, reviewed Departmental and City documentation, electronic news reports and conducted onsite reviews of Department facilities.

Onsite Visits

- Sacramento Police Academy
- Sacramento Police Headquarters

³ In January 2019, the Point in Time (PIT) Count was 5,770 people experiencing homelessness on any given night. *Sacramento Steps Forward*.

⁴ City of Sacramento Police Department position description on the City's website: www.cityofsacramento.org

Interviews

- Sacramento City Manager
- Sacramento Chief of Police
- Sacramento Police Officer Association Representative
- Director of Human Resources for the City of Sacramento
- Captain of the Sacramento Police Academy

Documentation

- FBI Data Explorer (online)
- Fresno, Long Beach and Sacramento Police Department budgets, 2018-2019
- 2016-2020 Sacramento Police Department budgets
- 2010 Pew Research Center Survey on Millennial Tattoos
- "We have a national crisis': Police relax old standards to fill positions fewer want," The Sacramento Bee, November 14, 2016
- Officers.Com (online magazine)
- USA.com (online city data)
- In Public Service (online magazine)
- "Investigation on police and city management strained relationship," Fox 40 News (online), June 9, 2017
- "Are Elected Officials Helping or Hurting Police?" National Police Support Fund, January 14, 2020. www.supportfund.com
- "Nationally there were 1,000 incidents of fatal police shootings of civilians in 2015," Washington Post, December 26, 2015
- City of Sacramento website: www.cityofsacramento.org

DISCUSSION

In order to understand the reasons for the vacancy gap in the Police Department, the Grand Jury reviewed Departmental application requirements, salary and benefits, morale, community support and application time.

Salaries and Benefits

While the Grand Jury found that salary and benefits of Sacramento Police Department are lower than other local law enforcement agencies with whom they compete for recruits, we also determined anecdotally that slightly lower salaries and benefits are not the most critical factors in potential applicants' assessments of the desirability of seeking employment in law enforcement. Rather, it has been the Grand Jury's impression, based on our interviews, that for most officers, the reason some prospective candidates chose the Sacramento Police Department over the Highway Patrol or the Sheriff's Department was due to the desire to be

part of an agency tasked with law enforcement responsibilities in a more kinetic, urban environment. The salary range under the latest union contract of between \$85,000 and \$127,000 is comparable to the salary ranges of other law enforcement agencies in the area, including the California Highway Patrol. Salary Incentives available to Sacramento police officers include the following:

- Earning a Bachelor's Degree (5 percent increase)
- Earning an Intermediate POST Certificate (5 percent increase)
- Earning an Advanced POST Certificate (8 percent increase)
- Serving 17 years on the force (3 percent increase)
- Becoming a Training officer (9.5 percent increase)
- Becoming a Detective (9.5 percent increase)

Morale and Community Support

The staffing crisis is not limited to the Sacramento area. It is a nation-wide issue. The perception of the police, and as a result policing as a career, appears to be at an all-time low. The occurrence of high-profile incidents of police officer shootings both nation-wide and locally have tainted the profession of policing.⁵ Recruitment applications in Sacramento have dropped 50 percent over the past decade.

The public's perception of law enforcement is a critical factor affecting recruiting. Potential recruits may be concerned that the profession is no longer held in high esteem. In Sacramento, after the Stephon Clarke shooting in February 2018, there was widespread community criticism of the Police Department as well as citizen allegations of racial animus. According to an online police magazine entitled In Public Safety, "Recruiting and retaining qualified police officers is one of the greatest challenges facing law enforcement leaders. Low pay, antiquated hiring practices, negative public perception, high attrition rates, exposure to chronic stress and trauma, and increasing responsibilities all contribute to the downturn in the number of police applicants."⁶

Community distrust of the police undermines morale within the Police Department which, in turn, affects the retention of good officers (See Figure 3) that most attrition is attributable to transfers to other agencies. In a 2017 Fox 40 news special entitled "Sacramento Officers Speak on Strained Relationship with Department, City Leadership"⁷ officers spoke about the poor relationship between the Mayor and the then Chief Brian Louie. Three unnamed police officers alleged that the Mayor was not "pro-police" and the then current Chief Louie did not "have

⁵ Nationally, there were 1,000 incidents of fatal police shootings of civilians in 2015. Washington Post. https://www.washingtonpost.com/sf/investigative/2015/12/26/a-year-of-reckoning-police-fatally-shoot-nearly-1000/?utm_term=.7c1810e651af

⁶ In Public Safety, January 14, 2019.

⁷ <https://fox40.com/news/local-news/sacramento-officers-speak-on-strained-relationship-with-department-city-leadership/>

their backs" in defending the Department against alleged criticism of the Department by the Mayor.

Since that time, the City has hired Daniel Hahn as the new Police Chief. Despite the appointment of a new Chief, the community's distrust of the police was severely tested during the aftermath of the tragic shooting of Stephon Clarke. Under these circumstances, people may be less likely to consider careers in law enforcement and parents may discourage their children from seeking careers in law enforcement.

Efforts by the Department to improve police/community relations and to strengthen community respect for the law enforcement profession include the following:

- Expanded community engagement training for recruits in the Academy
- Sacramento Police Department boot camp program to help future police officers train for the physical demands of the policing profession
- The "Walk in My Shoes" Program which promotes stronger relationships and fosters a better understanding between officers and community members



Community member greeting Sacramento police officers at recruiting booth

- The evaluation of the Body Worn Camera (BWC) program
- The Start Smart Driver's Education Program focusing on common causes of collisions
- The Links for Law Enforcement partnering with local Community Based Organizations
- The implementation of the Crisis Intervention Training (CIT) program
- Redeployment of the Problem Oriented Policing Program (POP) teams throughout the city

Outreach between the Department and the community leaders appears to have been sporadic and semi-annual open forum town hall style meetings with police officers, moderated by the Mayor, City Manager, Police Chief and the Police Union Representative would give officers and management an opportunity to address areas of concern and interest within the department.

Recruitment

Attrition continues to outpace the Police Department's ability to hire new staff. The Sacramento City government is amenable to hiring more police officers but only once current officer vacancies are filled.

There is no line item in the 2020-21 police budget specifically for recruiting and the recruitment is carried out in-house by officers who rotate through the assignment continuously. This process provides no plan and/or consistency for the hiring process. Officers are not routinely consulted by senior management regarding strengthening of recruitment policies, nor are professional recruitment advisors engaged to help develop and implement a more aggressive recruitment strategy. The Grand Jury found it is a good idea to engage all officers in the recruitment process, although there should be some continuity and consistency with the recruiting position. The Grand Jury also found that having a full-time professional recruiter who understands the target candidates, at this point Gen Y most often referred to as millennials, would be beneficial. The professional recruiter's staff would continue to be augmented with police officers assigned to the task who have an interest in recruiting and who would be trained to specialize in recruiting. In addition, the Department could establish a committee or forum of younger officers to provide input on the type of "incentives" or programs that are geared to the younger professional lifestyle in order to attract new officers.

While strengthening recruitment efforts is a goal of the Department, allocation of resources in support of recruitment of potential candidates has been a relatively low priority. The recruitment positions do not include police officers who wish to be trained to specialize in recruitment. To secure more recruits for the candidate pipeline, the Police Department has increased its outreach with rap videos and freeway signage and has initiated several changes to requirements placed on candidates which previously were potential deterrents.⁸

First, the Police Department is beginning to relax the tattoo requirements that have been in place for years.⁹ Previously tattoos were only allowed if fully covered. The new, relaxed policy

⁸ "We have a national crisis: Police Relax old Standards to fill fewer positions nobody wants," The Sacramento Bee, November 14, 2012. <https://www.sacbee.com/news/nation-world/national/article114717463.html>.

⁹ A 2010 Pew Research Center Survey found 40 percent of millennials (Gen Y people born between 1980 and 2000) have tattoos.

will possibly enable police officers to more readily relate to a segment of the people they are sworn to protect. In addition, the Police Department is reviewing policies on below the collar pony tails and body piercings.

Secondly, the Police Department has relaxed the education requirement (currently A.A. Degree or 60 hours of college credit) for ex-military personnel who bring a level of paramilitary experience to the Department, although the potential impact on recruiting may be minimal.¹⁰ The education requirements for lateral police officer transfers are more restrictive than for ex-military personnel. Currently lateral transfers, regardless of service in good standing, cannot enter the transfer process to Sacramento unless they meet the current education requirements, whereas a military veteran with no law enforcement experience has those same requirements waived.

A principal factor that impacts recruitment efforts is the Department's physical and academic qualifications that applicants must meet before even being allowed to apply for Police Department employment. The Department has criteria for job performance and success that could be used to evaluate candidates' potential for success as police officers. However, the current practice of screening out candidates for technical reasons before the Department has had the opportunity to evaluate how the candidates' life skills and abilities measure up to the Department's criteria for success may unnecessarily limit the pool of candidates before they can be evaluated (see below, Figure 5).

Figure 5. Candidates entering the Hiring Process

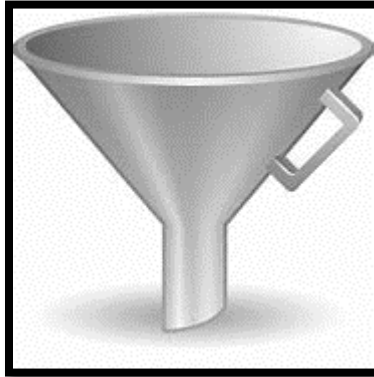


The current process is restricting the number of candidates who enter the pipeline whereas if you turn the funnel to its proper position (See figure 6), the number of candidates entering the

¹⁰ The Pew survey (above, n 9) found that only two percent of millennials are ex-military so it is unsure how much this will help the applicant pool.

hiring process and ultimately the Academy increases exponentially, which is the preference of the Academy Captain.

Figure 6: Candidates entering the Hiring Process



Qualified Recruits Graduating the Police Academy

According to the Academy Captain, the Academy and assigned staff members may be better able to determine a potential officer's suitability than a process that screens out candidates before they have been interviewed. Instead of eliminating so many potential candidates prior to entering the hiring process, the Sacramento Police Department should consider accepting those of good character and an interest in a career in law enforcement. New officers would then be added to the force upon the successful completion of their Academy program.

Application Process

Another factor impacting recruitment is the amount of time it takes for a candidate to complete the application process. Departmental representatives estimate the recruitment process can take up to 18 months from application to admission and includes a written exam, physical ability test, oral interview, background investigation, and medical and psychological evaluations. Although the candidate's delay in providing required documentation can be a significant factor in delaying the process, Departmental representatives believe the process time could be reduced to a maximum of six months.

With a shortened process, fewer potential candidates would get discouraged or find other law enforcement opportunities. Shortening the hiring process keeps potential recruits in the hiring pipeline until they enter the Academy.

An additional factor impacting recruitment is the "washout" rate (the percent of trainees who do not complete Academy training). The number one reason a candidate washes out is due to

a recruit resigning from the Academy (11.49 percent). Two other factors are failure to meet POST firearms and/or driving requirements (3.44 percent)¹¹. In most of those instances, candidates are encouraged to enroll in the Pre-Academy to improve their skills in these areas before re-enrolling in the Academy. The Department is working with POST officials to adjust the requirements.

The Police Academy is now sending all candidates through the Pre-Academy program with the hope of reducing the dropout rate. The Pre-Academy prepares the candidates for the rigors of the full Academy as well as focusing on driving and firearms training in order to reduce washout rates. This has increased the percentage of those graduating and is beginning to lower the number of recruits washing out or leaving the Academy.



Sacramento Police Academy graduation ceremony

Candidates who are not successful in passing the Academy program are sent back to the Department to serve as a CSO 2 until the next Academy begins. This practice helps retain the recruit with pay and benefits until they are ready to enter the Academy again. At the time of this report there were 29 Sacramento Police Department candidates in the Academy and after 28 weeks no candidates had washed out.

As a Non-Affiliated Police Academy, the Sacramento Police Academy serves not just the Sacramento Police Department but other police departments throughout the State. At the time of this report, the Academy class has 29 Sacramento Police Department recruits along with 22 recruits from other cities and counties. The combined group had a graduation rate of 72 percent.

Sacramento is the capital of the State of California and is a vibrant area with a growing population. The city needs and deserves a police force which can protect its people and

¹¹ Sacramento Police Department Academy Release List 2019

property, thereby enhancing the overall quality of life. The Grand Jury noted our elected officials must place high priority on providing resources required to return the Police Department to full staffing levels.

ADDENDUM: At the time of writing this report there is discussion underway regarding the release of hundreds of inmates from the Sacramento main jail into Sacramento County to help curb the spread of the COVID 19 virus outbreak. If this action is carried out there could be additional pressure placed on an already understaffed Police Department.

FINDINGS

- F1.** For several years Sacramento PD has lagged behind the national standard for number of officers based on population. This was caused by budget reductions during the 2008 recession resulting in staff reductions that, in spite of significant recruitment efforts, have never been fully restored.
- F2.** While recruitment seems to be a high priority within the Department, there is no line item budget for recruiting police officers and there is no continuity in police officer recruitment staffing.
- F3.** Unlike other Northern California law enforcement agencies, the Sacramento Police Department requires a potential recruit or transfer from another agency to have an A.A. Degree or 60 hours of college instruction. While the Department believes the requirement helps to assure higher quality policing, it may also unnecessarily preclude the Department's ability to consider otherwise highly qualified candidates. This requirement makes Sacramento PD less competitive for attracting recruits.
- F4.** Differences in law enforcement agency responsibilities and job functions appear to be determining factors in recruitment more than salary and benefits.
- F5.** Public officials support for the Department is a critical factor in improving departmental morale and in responding to community criticism of the Police Department. Community criticism of the Department has a negative impact in the recruitment of new officers and the morale of existing officers.
- F6.** Rapid growth in population away from the city center not only supports the need for additional police officers for patrol duties but also limits the amount of time available for officers to complete required administrative tasks and do community outreach.
- F7.** Due to the current demands of the job, officers are not able to spend as much time as would be desirable developing relationships within the communities they serve.
- F8.** The Grand Jury recognizes the Department has taken steps in reviewing policies specifically related to tattoos.

- F9.** The main target groups for recruitment are millennials or Gen Y individuals whose career needs and concerns vary from veteran officers.
- F10.** The resources allocated to public relations to enhance the image of the Police Department are inadequate. It must be noted that the Police Department is making some positive changes in public relations with rap videos and freeway signage etc.
- F11.** The current hiring process is antiquated and too long which may discourage potential recruits. The Grand Jury notes that the Police Department is reviewing how the process might be updated and shortened.
- F12.** POST training requirements for driving and marksmanship contribute significantly to candidate washout/failure at the Police Academy.
- F13.** The Community Service Officer program has made a positive contribution to both the Sacramento PD and the citizens it serves. Not only has it enabled the PD to reduce call response times even as the population has grown but it has provided a good pool of candidates to fill full time police officer positions.

RECOMMENDATIONS

- R1.** The Sacramento City Council and the Sacramento Police Department should work together to include the positions and budget authority necessary to permanently establish an on-going recruitment function in the Department. The position and budget authority should be included in the 2021-2022 Sacramento PD budget proposal considered for approval by the City Council.
- R2.** The Sacramento Police Department should review potentially eliminating the A.A. degree and 60-unit requirement to attract new recruits. The review should consider waiving those requirements for potential recruits with professional training and expertise that could be equally relevant (Military, Lateral Police Transfers). This review should begin immediately with an implementation of its recommendations during FY 2020-2021.
- R3.** The Grand Jury recommends that elected officials support and highlight the positive accomplishments of the Police Department and the vital mission/services provided by law enforcement, which in turn would encourage recruitment and retention of officers and would improve the morale of the Department. The Grand Jury recommends this becomes a priority immediately.
- R4.** The Sacramento City Council and the Sacramento Police Department should work together to include the positions and budget authority necessary to permanently establish an on-going recruitment function in the Department. The position and budget

authority should be included in the 2021-2022 Sacramento PD budget proposal considered for approval by the City Council.

- R5.** In an effort to improve public perception, the City should consider using a professional public relations firm and/or seek pro bono assistance of an ad agency to create a multi-faceted advertising campaign with the goals of building a collaborative relationship between the community and citizens and highlighting law enforcement as a career. The City's Public Information Office should present a public relations plan to the City Council and the PD for their consideration by the end of calendar 2020.
- R6.** The Department should explore ways to shorten the entire recruitment hiring process. This process should begin immediately with a completion date within the next 12 months.
- R7.** The Grand Jury recommends the Police Chief continue to work with POST officials to update or change cadet marksmanship and driving standards and to give candidates the attention needed to better prepare them for those requirements. The Goal for completion would be within the next 12 months.
- R8.** The Grand Jury recommends the Sacramento City Council and the Police Department continue to expand and make permanent the CSO Program and provide a strategy for the utilization of the CSO position by December of 2021.
- R9.** The Grand Jury recommends that bi-annual open forum style town hall meetings with the police officers moderated by the Mayor, City Manager, Police Chief and the Police Union Representative be conducted that would give officers and management an opportunity to discuss areas of concern and interest with the goal of bolstering support between police officers and community leaders. The Grand Jury recommends this meeting begin within the next six months.
- R10.** The Grand Jury recommends the Police Department establish a committee or forum of younger officers to provide input on the type of "incentives" or programs that are geared to the younger professional lifestyle in order to attract new officers. The goal would be to drive changes in the Police Department that will attract new candidates including lateral transfers and also assist in retaining current officers. The Grand Jury recommends this should be done within the next six months.
- R11.** The Grand Jury compliments the City and Sacramento Police Department for reviewing and relaxing restrictions on tattoos, and encourages them to take similar actions on body piercings and below the collar ponytails. The Police Department should reflect not only the diversity of the community but also what is now more prevalent and acceptable in order to increase the recruitment pool and better relate to the public they serve. The Grand Jury recommends this work begin immediately.

GLOSSARY

COMMUNITY POLICING -- Officers spending time to be proactive within the community, building relationships and having everyday human contact with the citizens they serve.

CSI -- Crime Scene Investigator

CSO -- Community Service Office

FTE -- Full Time Employee

GJ -- Grand Jury

NON-AFFILIATED POLICE ACADEMY -- The non-affiliated academy is for individuals who are interested in a career in law enforcement, but who have not been hired or sponsored to by a police agency or sent by a police agency from elsewhere in the state.

PIT --Point in Time Homeless Count

POP -- Problem Oriented Policing

POST --Peace Officer Standards and Training

PRE-ACADEMY --A shortened version of the full academy that focuses instruction on driving, weapons and the rigors of the academy which is held prior to the full academy in hopes of reducing recruit washout.

SPOA --Sacramento Police Officers Association



Child greeting a K-9 officer

REQUIRED RESPONSES

Pursuant to Penal Code sections 933 and 933.05, the Grand Jury requests responses as follows:

From the following elected city officials within 60 days:

- Mayor Darrell Steinberg
City of Sacramento
915 I Street, 5th Floor
Sacramento, CA 95814

- City Council of Sacramento
City of Sacramento
915 I Street, 5th Floor
Sacramento, CA 95814

From the following governing bodies within 90 days:

- Howard Chan
City Manager
City of Sacramento
915 I Street, 5th Floor
Sacramento, CA 95814

- Daniel Hahn
Police Chief
City of Sacramento
5770 Freeport Blvd
Sacramento CA 95822

Mail or deliver a hard copy response to:

- Hon. Russell Hom
Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Please email a copy of this response to:

- Paul Thorn
Jury Commissioner
ThornP@saccourt.ca.gov
- Ms. Erendira Tapia-Bouthillier
Grand Jury
TapiaE@saccourt.ca.gov

INVITED RESPONSES:

- Shelly Banks-Robinson
HR Director
City of Sacramento
915 I Street, 1st Floor
Sacramento, CA 95814
- Captain David Risley
Sacramento Police Academy
2409 Dean Street
North Highlands, CA 95652
- Tim Davis
Police Union Representative
City of Sacramento
5770 Freeport Blvd.
Sacramento CA 95822

Mail or deliver a hard copy response to:

- Hon. Russell Hom
Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Please email a copy of this response to:

- Paul Thorn
Jury Commissioner
ThornP@saccourt.ca.gov
- Ms. Erendira Tapia-Bouthillier
Grand Jury
TapiaE@saccourt.ca.gov

Reports issued by the Grand Jury do not identify individuals interviewed. Penal Code section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Grand Jury.
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Howard Chan
City Manager

City Hall
915 I Street, Fifth Floor
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October 29, 2020

Honorable Russell Hom, Presiding Judge
Sacramento County Superior Court
720 9th Street
Sacramento, CA 95814

Re: **Sacramento County Grand Jury Report: “911 – The Sacramento Police Department Vacancy Crisis”**

Dear Judge Hom,

Pursuant to Penal Code § 933 and 933.05, the following specific responses are submitted to you regarding the Grand Jury’s Findings and Recommendations on *911 – The Sacramento Police Department Vacancy Crisis*.

Findings

Finding 1: For several years Sacramento PD has lagged behind the national standard for number of officers based on population. This was caused by budget reductions during the 2008 recession resulting in staff reductions that, in spite of significant recruitment efforts, have never been fully restored.

Response to Finding 1: The City of Sacramento agrees with this finding.

Finding 2: While recruitment seems to be a high priority within the Department, there is no line item budget for recruiting police officers and there is no continuity in police officer recruitment staffing.

Response to Finding 2: The City of Sacramento agrees with this finding.

Finding 3: Unlike other Northern California law enforcement agencies, the Sacramento Police Department requires a potential recruit or transfer from another agency to have an A.A. Degree or 60 hours of college instruction. While the Department believes the requirement helps to assure higher quality policing, it may also unnecessarily preclude the Department’s ability to consider otherwise highly qualified candidates. This requirement makes Sacramento PD less competitive for attracting recruits.

Response to Finding 3: The City of Sacramento disagrees with this finding. The Sacramento Police Department places a priority on hiring the best candidates. Studies indicate that college-educated officers function at a higher level, and the Sacramento Police Department remains competitive for highly qualified candidates. The education requirement is waived

for individuals who have four years of service in the United States Armed Forces, and who have obtained an honorable discharge.

Finding 4: Differences in law enforcement agency responsibilities and job functions appear to be determining factors in recruitment more than salary and benefits.

Response to Finding 4: The City of Sacramento agrees with this finding.

Finding 5: Public officials support for the Department is a critical factor in improving departmental morale and in responding to community criticism of the Police Department. Community criticism of the Department has a negative impact in the recruitment of new officers and the morale of existing officers

Response to Finding 5: The City of Sacramento agrees with this finding.

Finding 6: Rapid growth in population away from the city center not only supports the need for additional police officers for patrol duties but also limits the amount of time available for officers to complete required administrative tasks and do community outreach.

Response to Finding 6: The City of Sacramento agrees with this finding.

Finding 7: Due to the current demands of the job, officers are not able to spend as much time as would be desirable developing relationships within the communities they serve.

Response to Finding 7: The City of Sacramento agrees with this finding.

Finding 8: The Grand Jury recognizes the Department has taken steps in reviewing policies specifically related to tattoos.

Response to Finding 8: The City of Sacramento agrees with this finding.

Finding 9: The main target groups for recruitment are millennials or Gen Y individuals whose career needs and concerns vary from veteran officers.

Response to Finding 9: The City of Sacramento disagrees with this finding. While the City recognizes that the two groups identified by the Grand Jury are the most likely source of new officers, the Sacramento Police Department focuses its recruitment efforts on hiring the best candidates available, regardless of age.

Finding 10: The resources allocated to public relations to enhance the image of the Police Department are inadequate. It must be noted that the Police Department is making some positive changes in public relations with rap videos and freeway signage etc.

Response to Finding 10: The City of Sacramento partially disagrees with this finding. The Sacramento Police Department contains a Public Information Division composed of Sergeant, Officer, and Civilian employees. Division personnel organize and manage press conferences, media releases, social media accounts and regularly respond to constituent and media inquiries.

Finding 11: The current hiring process is antiquated and too long which may discourage potential recruits. The Grand Jury notes that the Police Department is reviewing how the process might be updated and shortened.

Response to Finding 11: The City of Sacramento agrees with this finding.

Finding 12: POST training requirements for driving and marksmanship contribute significantly to candidate washout/failure at the Police Academy.

Response to Finding 12: The City of Sacramento agrees with this finding.

Finding 13: The Community Service Officer program has made a positive contribution to both the Sacramento PD and the citizens it serves. Not only has it enabled the PD to reduce call response times even as the population has grown but it has provided a good pool of candidates to fill full time police officer positions.

Response to Finding 13: The City of Sacramento agrees with this finding.

Recommendations

Recommendation 1: The Sacramento City Council and the Sacramento Police Department should work together to include the positions and budget authority necessary to permanently establish an on-going recruitment function in the Department. The position and budget authority should be included in the 2021-2022 Sacramento PD budget proposal considered for approval by the City Council.

Response to Recommendation 1: This recommendation has not yet been implemented, but the City Council and Sacramento Police Department intend on adjusting budgeting authority to address on-going recruitment needs. Necessary positions and budget authorities will be included in the 2021-2022 Sacramento Police Department budget proposal.

Recommendation 2: The Sacramento Police Department should review potentially eliminating the A.A. degree and 60-unit requirement to attract new recruits. The review should consider waiving those requirements for potential recruits with professional training and expertise that could be equally relevant (Military, Lateral Police Transfers). This review should begin immediately with an implementation of its recommendations during FY 2020-2021.

Response to Recommendation 2: This recommendation will not be fully implemented. The Sacramento Police Department places a priority on hiring the best candidates. Studies indicate that college-educated officers function at a higher level, and the Sacramento Police Department remains competitive for highly qualified candidates. The education requirement is waived for individuals who have four years of service in the United States Armed Forces, and who have obtained an honorable discharge.

Recommendation 3: The Grand Jury recommends that elected officials support and highlight the positive accomplishments of the Police Department and the vital mission/services provided by law enforcement, which in turn would encourage recruitment and retention of officers and would improve the morale of the Department. The Grand Jury recommends this becomes a priority immediately.

Response to Recommendation 3: This recommendation has not yet been fully implemented, and remains a work in progress. The Chief of Police and City Manager are engaging with the City Council to identify more opportunities and mediums for overtly supporting the Sacramento Police Department.

Recommendation 4: The Sacramento City Council and the Sacramento Police Department should work together to include the positions and budget authority necessary to permanently establish an on-going recruitment function in the Department. The position and budget authority should be included in the 2021-2022 Sacramento PD budget proposal considered for approval by the City Council.

Response to Recommendation 4: This recommendation has not yet been implemented, but the City Manager and Sacramento Police Department will recommend to the City Council budgeting authority be adjusted to address on-going recruitment needs. Necessary positions and budget authorities will be included in the 2021-2022 Sacramento Police Department budget proposal.

Recommendation 5: In an effort to improve public perception, the City should consider using a professional public relations firm and/or seek pro bono assistance of an ad agency to create a multi-faceted advertising campaign with the goals of building a collaborative relationship between the community and citizens and highlighting law enforcement as a career. The City's Public Information Office should present a public relations plan to the City Council and the PD for their consideration by the end of calendar 2020.

Response to Recommendation 5: This recommendation requires further analysis. Currently, the City of Sacramento's Public Information Officer and the Sacramento Police Department's Public Information Officers work in conjunction to adequately convey information to the media and the public regarding careers with the Sacramento Police Department.

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Recommendation 6: The Department should explore ways to shorten the entire recruitment hiring process. This process should begin immediately with a completion date within the next 12 months.

Response to Recommendation 6: This recommendation has been implemented.

Recommendation 7: The Grand Jury recommends the Police Chief continue to work with POST officials to update or change cadet marksmanship and driving standards and to give candidates the attention needed to better prepare them for those requirements. The Goal for completion would be within the next 12 months.

Response to Recommendation 7: This recommendation has been implemented as to Sacramento Police Department recruits.

Recommendation 8: The Grand Jury recommends the Sacramento City Council and the Police Department continue to expand and make permanent the CSO Program and provide a strategy for the utilization of the CSO position by December of 2021.

Response to Recommendation 8: This recommendation has been implemented.

Recommendation 9: The Grand Jury recommends that bi-annual open forum style town hall meetings with the police officers moderated by the Mayor, City Manager, Police Chief and the Police Union Representative be conducted that would give officers and management an opportunity to discuss areas of concern and interest with the goal of bolstering support between police officers and community leaders. The Grand Jury recommends this meeting begin within the next six months.

Response to Recommendation 9: This recommendation has not been implemented, but will be in the future, along with the Sacramento Police Department's ongoing outreach efforts.

Recommendation 10: The Grand Jury recommends the Police Department establish a committee or forum of younger officers to provide input on the type of "incentives" or programs that are geared to the younger professional lifestyle in order to attract new officers. The goal would be to drive changes in the Police Department that will attract new candidates including lateral transfers and also assist in retaining current officers. The Grand Jury recommends this should be done within the next six months.

Response to Recommendation 10: This recommendation has not been implemented, but will be in the future, along with the Sacramento Police Department's ongoing recruitment efforts.

Recommendation 11: The Grand Jury compliments the City and Sacramento Police Department for reviewing and relaxing restrictions on tattoos and encourages them to take

similar actions on body piercings and below the collar ponytails. The Police Department should reflect not only the diversity of the community but also what is now more prevalent and acceptable in order to increase the recruitment pool and better relate to the public they serve. The Grand Jury recommends this work begin immediately.

Response to Recommendation 11: This recommendation has been implemented.

Thank you for the opportunity to provide these responses.

Sincerely,

Howard Chan
City Manager
(on behalf of the Sacramento City Council)