

City of Sacramento  
**Community Police Review Commission Report**  
915 I Street Sacramento, CA 95814  
www.cityofsacramento.org

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**File ID:** 2024-02067

12/9/2024

**Discussion Item 4.**

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**SCPRC 2024 Annual Report and Recommendations to City Council**

File ID: 2024-02067

**Location:** Citywide

**Recommendation:** Review and pass a **Motion:** 1) approving the Sacramento Community Police Review Commission’s 2024 Annual Report and Recommendations, Attachments 2, 3, 4, and 5, (the “Report”); 2) directing the Chair and Vice Chair to finalize the Report for submission to the Personnel and Public Employee Committee (“P&PE”) for review and consideration of forwarding to City Council; and 3) requesting City staff to submit the finalized Report at the next available P&PE meeting.

**Contact:** Keyan Bliss, Chair, Sacramento Community Police Review Commission

**Presenter:** Keyan Bliss, Chair, Sacramento Community Police Review Commission

**Attachments:**

- 1-Description/Analysis
- 2-2024 SCPRC Annual Report and Recommendations
- 3-Civilian Oversight Recommendations #1-5
- 4-2024 MEU Community Recommendations #9-11
- 5-Strategic Planning & Budget Management Recommendations #1-3

**Additional Description/Analysis**

**Issue Detail:** At least annually, the Sacramento Community Police Review Commission (“SCPRC”) is to report and make recommendations to the Mayor and the City Council regarding the activities of the SCPRC and the Sacramento Police Department’s (“SPD”) efforts to strengthen bias-free policing and community-police relations. The purpose of this item is to discuss and provide the community with an update on the respective recommendations that the SCPRC prepared. (Sacramento City Code section 2.110.30)

SCPRC recommendations to the City Council must follow the procedure set out in Council Rules of Procedure chapter 17, section C which includes putting the commission-adopted recommendations in an annual report and placing that report on the Personnel and Public Employees Committee meeting agenda for direction and forwarding to City Council. (City Council Rules of Procedure chapter 17, section C.)

**Policy Considerations:** On November 29, 2016, City Council adopted ordinance No. 2016- 0055, establishing the Sacramento Community Police Review Commission (Police Commission) for the following purposes:

- A. Providing community participation in reviewing and recommending police department policies, practices, and procedures; and
- B. Monitoring the implementation, evaluation, and sustainability of city policing initiatives and programs.

**Economic Impacts:** Not applicable.

**Environmental Considerations:** This action is not a project that is subject to CEQA because it is an organizational or administrative activity that will not result in direct or indirect physical changes in the environment. (CEQA Guidelines section 15378(b)(5)).

**Sustainability:** None.

**Commission/Committee Action:** Not applicable.

**Rationale for Recommendation:** So that advisory bodies may effectively incorporate their important role, voice, and work to provide thoughtful community recommendations to the City Council on a consistent basis the P&PE Committee shall facilitate the process for advisory bodies to communicate their accomplishments, projects, priorities, and recommendations to the City Council.

**Financial Considerations:** Not applicable.

**Local Business Enterprise (LBE):** Not Applicable.

# Sacramento Community Police Review Commission 2024 Annual Report



## **SACRAMENTO COMMUNITY POLICE REVIEW COMMISSIONERS**

Keyan Bliss (Chair)  
Manuel Buenrostro (Vice Chair)  
Kim Carter Martinez  
Graciela Castillo-Krings  
Rick Griggs  
John L. Johnson  
Z. Wayne Johnson  
Ramona Landeros  
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# **Sacramento Community Police Review Commission**

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The Sacramento Community Police Review Commission (SCPRC) was established to 1) provide community participation in reviewing and recommending police department policies, practices, and procedures; and 2) monitoring the implementation, evaluation, and sustainability of city policing initiatives and programs. (Sacramento City Code section [2.110.020](#)).

## **Powers and Duties of the SCPRC**

Subject to City Code Section 2.110.030 the Commission's powers and duties are as follows:

- A. To advise and make recommendations to the city council regarding police policy, procedures, and best practices, including those related to community relations, hiring, and training best practices.
- B. To review quarterly reports prepared by the office of public safety accountability consistent with California [Penal Code](#) section 832.7(c), relating to the number, kind, and status of all citizen complaints filed against police department personnel, to determine whether there are patterns of misconduct that necessitate revisions to any police policy, practice, or procedure.
- C. Annually, report to and make recommendations to the mayor and the city council regarding the activities of the commission and the Sacramento Police Department's efforts to strengthen bias-free policing and community-police relations.  
(Ord. 2024-0038 § 1)

To fulfill its responsibilities, the Commission monitors and evaluates the City's policing initiatives and programs. The Commission meets publicly about 10 times a year with meetings usually ranging from one to three hours.

# Summary of Activities in 2024

## 1. Civilian Oversight Engagement & Function

In 2023, the SCPRC agreed to participate in a joint workshop requested by the Mayor and City Council. The Commission incorporated this joint workshop into its 2024 Work Plan, providing verbal and written feedback on its format and topics. In March, we met with Mayor and Councilmembers to discuss staff ideas for addressing deficiencies and recommendations identified by the City Auditor. SCPRC evaluated SPD responses to 2020 Recommendations and begun evaluating responses to MEU recommendations.

- **STATUS:** SCPRC continues to wait for SPD's written responses to annual recommendations it approved in 2021, 2022, and 2023. We are also waiting for the Mayor and City Council staff to schedule a date and time for Joint Workshop.
- **PROPOSAL:** Four (4) recommendations for improving civilian oversight and SCPRC function for 2024

## 2. Military Equipment Use Review

Per City Council direction from 2022, the SCPRC continues to incorporate SPD's annual military equipment use report and Military Equipment Use policy updates into our annual workplan. On July 22, the Commission collaborated with SPD to host one community forum in Oak Park. After this forum, we produced and approved eight (8) recommendations for improving SPD's MEU policy based on community feedback. SCPRC presented its takeaways and recommendations to City Council's Law & Legislation Committee on August 20 and the full Council on August 27.

- **STATUS:** SCPRC issued thirteen (13) recommendations about military equipment usage in 2022. SCPRC produced nine (9) recommendations based on community feedback from three (3) community forums in 2023. City Council provided new direction for SPD to continue MEU collaboration, but approved no changes to its MEU policy.
- **PROPOSAL:** Three (3) additional recommendations for improving SPD's MEU policy and annual review process, for a total of ten (10) MEU recommendations for 2024

## 3. SPD Strategic Planning & Budget Management

In 2021, SCPRC first began researching SPD budget policies and practices through various ad hoc groups. SCPRC has produced seven (9) recommendations in 2021 and 2022. SCPRC continued its research to include SPD's strategic planning and budget trends, with focus on SPD performance metrics, vacancies and overtime practices.

- **STATUS:** Initial findings from SCPRC's fiscal analysis of SPD warrant further study into how it allocates and prioritizes resources. Based on a looming \$77 million deficit, this demands immediate attention by the Mayor and City Council, starting with an audit by the City Auditor.
- **PROPOSAL:** Three (3) recommendations for enhancing transparency in SPD strategic planning and budget management. which continued study and analysis advised for ad hoc committees in 2025.

# Civilian Oversight Engagement and Function

Since its inception in 2016, the SCPRC has issued over 178 recommendations to the City Council. These recommendations were approved by the SCPRC and presented to the City Council in four tranches in 2019, 2020, 2021, and 2022. Since 2019, the City Council has acted on 7 of these recommendations, but has not provided direction or guidance to the Commission on the remaining recommendations which has led to rising tension between the Commission and city leadership.

In its 2021 *Audit of the Sacramento Community Police Review Commission* ([Report# 2021/22-06](#)), the City Auditor conducted a performance audit to determine “whether the structure and authority of SCPRC was consistent with best practices in civilian oversight of law enforcement agencies.” The Auditor’s report identified three deficiencies in the SCPRC’s function, including:

- Lack of clearly defined roles and responsibilities has led to confusion and frustration.
- Absence of resources and investment from the City prevented the SCPRC from effectively achieving its objectives.
- The SCPRC needed a formal process to ensure their recommendations are documented, presented to the City Council, and approved Recommendations are Implemented by the Relevant Department.

The Audit findings and recommendations corroborated many of SCPRC recommendations made in 2020. Since then, Commissioners have provided additional recommendations in 2022 and 2023 that also seek to address these deficiencies. However, to date neither the Commission’s nor Auditor’s recommendations have been adopted leading to continued inefficacy and frustration.

Audit Recommendations	SCPRC Recommendations
The City Council should clarify the purpose, powers, and duties of the SCPRC.	2020 Internal Ad Hoc Reco. #3, 8, 9, 10 2022 MEU Reco. #8 2023 MEU Community Reco. #6
The City Council should determine the staffing needs and funding for the SCPRC.	2020 Internal Ad Hoc Reco. #1 2023 MEU Community Reco. #9
The City Council should identify resources to increase SCPRC’s community outreach.	2020 Internal Ad Hoc Reco. #2 2023 MEU Community Reco. #8, 9
The City Council should clarify whether the SCPRC is responsible for issuing an annual report and provide appropriate resources for production.	2020 Internal Ad Hoc Reco. #11
The City Council should determine and codify the level of access to information needed by the SCPRC to fulfill its City Code mandated duties.	2020 Internal Ad Hoc Reco. #4, 9 2023 Accountability & Org. Culture Reco. #1
The City Council should determine whether the SPD should provide written responses to SCPRC recommendations.	2020 Internal Ad Hoc Reco. #10, 11
The City Council should determine whether it should vote on SCPRC recommendations.	2020 Internal Ad Hoc Reco. #7 2023 MEU Community Reco. #5
The City Council should determine whether the City should track the implementation of SCPRC recommendations.	2020 Internal Ad Hoc. Reco #11

*Table 1. City Auditor’s Recommendations in comparison with SCPRC recommendations.*

In an effort to improve the relationship between the Commission and City Council, Mayor Darrell Steinberg, Councilmember Katie Valenzuela, and Councilmember Rick Jennings submitted a letter on October 3, 2023, requesting a joint workshop between the full City Council

and the Sacramento Community Police Review Commission. The SCPRC formally agreed to the joint workshop on October 9, 2023.

The Commission incorporated this joint workshop into its approved 2024 Work Plan and provided verbal and written feedback to City Council during its January and June public meetings. A group of Commissioners also met with the Mayor and Councilmembers to discuss solutions for addressing the Auditor's recommendations on March 19, 2024. Unfortunately, after more than a year of good-faith efforts, the Commission has not received a response about a date or timeline for when, or if, the Mayor and City Council will provide next steps.

Based on the lack of progress, the SCPRC is issuing 4 recommendations to the Mayor and City Council to improve civilian oversight, SCPRC engagement and function going forward:

1. *Schedule a Joint Workshop to address the City Auditor's 2021 Audit of the Sacramento Community Police Review Commission between the full City Council and SCPRC Commissioners, within the first quarter of 2025 to provide guidance and direction to the Commission.*
2. *Direct City staff to agendaize SCPRC 2024 recommendations for a vote at a City Council meeting within the first quarter of the year, and direct SPD to provide written responses prior to the meeting on which 2024 recommendations should be implemented.*
3. *Propose a voter-approved City Charter Amendment to (a) establish OPSA as a civilian-led charter office and independent oversight entity of SPD, with full investigatory and subpoena powers, relevant to investigating police misconduct allegations and recommending disciplinary action, and (b) establish the SCPRC as a civilian-led advisory body, under the purview of OPSA and comprised of non-law enforcement appointees by the Mayor and City Council, with authority and resources to facilitate community participation in the review, recommendation, monitoring, and evaluation of city policing policies and procedures including hiring, resource management, and other best practices.*
4. *Establish OPSA as a city charter office with expanded authority to review and recommend disciplinary actions upon sustaining any police misconduct complaint or allegation by the Internal Affairs Division. Require SPD to statutorily formalize its internal investigations process to incorporate OPSA and account for its timeline for completing its reviews and issuing recommendations before issuing any disciplinary actions.*
5. *Direct SPD and City staff to invite SCPRC and OPSA representatives to any meeting where SPD is providing a presentation to City Council that involves work the Commission is also undertaking as part of their work plan or audits that OPSA has performed or is undertaking. City staff should provide timely notice to SCPRC or OPSA no later than one week after a presentation is scheduled with SPD.*

Alternatively, the City Council could dissolve the SCPRC as a city advisory body and declare no intention for community participation in reviewing, recommending, or monitoring SPD policies, procedures, or best practices.

### *Past SCPRC Recommendations from 2018 to 2022*

When the City Auditor reviewed SCPRC another poignant criticism was that, “neither the Sacramento Community Police Review Commission (SCPRC) nor the Sacramento Police Department (SPD) have implemented a process to track and publicly report on the implementation status of the SCPRC recommendations. As a result, the SCPRC, the SPD, the City Council, and the public do not have access to track progress or view whether recommendations have been implemented.

Despite the SCPRC nor the SPD have developed or implemented a consistent process to monitor, document, or communicate any information about recommendations after they are presented. We found that as of May 2021, neither the SCPRC nor the SPD were able to show, in a centralized database or spreadsheet, the status of the 110 SCPRC recommendations. The lack of a defined tracking and follow up process has resulted in a glut of recommendations that have not been resolved.”

While a formal tracking and reporting mechanism on the implementation status of SCPRC is still lacking, SPD and the Commission have agreed on a standardized form that facilitates the collaboration between these two entities and makes communication flow easier.

Currently, there are over 150 recommendations that await direction from the City Council. Over the years, as the SCPRC continued to provide additional recommendations which were met by the lackluster engagement by SPD and inaction by City Council frustration and mistrust grew, undermining progress and partnership. Now years later, changes to policing by state laws and revisions to city programs necessitate that past recommendations, many which are still relevant, be updated.

The current SCPRC has intentionally focused this annual report and future work on the 2024 recommendations, as Commissioners have express no desire to revisit past recommendations. It is our strong desire that the 2025 SCPRC review the past recommendations (Appendix A) and build upon the work by previous Commissions and prioritize those recommendations, if any, that remain relevant for City Council’s consideration. Not only will this allow the 2025 SCPRC to dedicate time to the work its Commissioners find the most pressing, but will also reset the relationship between the SCPRC, City Council and SPD leading to a more functional and collaborative partnership.

# Military Equipment Use Review for 2024

The use of military equipment by civilian law enforcement agencies remains a controversial and divisive topic in Sacramento. Per Assembly Bill 481's requirements and City Council's direction from September 12, 2022, the Commission has collaborated with SPD to facilitate community meetings that provide a better understanding of the mutual needs of community and police.

On July 22nd, 2024, a community engagement meeting was held at the Oak Park Community Center from 6-9pm. During this meeting, several critical issues were raised by community members related to the SPD's MEU policy. These include:

- **Police funding and civilian oversight.** Some community members who attended expressed strong support for SPD's current \$250 million budget and use of military equipment. These community members disagreed with the reported concerns about the racial disparities in military equipment usage citing the level of crime in Black and brown neighborhoods. A few participants questioned the qualifications of civilians serving on the SCPRC making recommendations for how trained police officers should execute policies or procedures.
- **The necessity of military equipment.** Several community members questioned the necessity and effectiveness of military equipment use in achieving safety for city residents that is equal to the safety experienced by SPD officers. A few participants cited concerns related to the lack of evidence supporting the need for the SPD to purchase or hold on to military equipment, as well as questioning the need for the proposed acquisitions SPD intends to request in the current fiscal year.
- **The approved situations and limits for deploying military equipment.** Though the SPD provides significant improvements to the transparency in demographic usage data and reasons for using military equipment, several participants noted a step backwards in transparency concerning authorized usage of military equipment.
- **The effectiveness and benefits of military equipment use.** Some community members continued to question how SPD's military equipment will safeguard public welfare, civil rights, and civil liberties. Several participants noticed the persistent racial disparities in where this equipment is most being deployed and whom this equipment is used against, the over-representation of Black or African American residents in incidents involving the use of SPD's military equipment.
- **Lack of meaningful engagement by SPD and City Council.** While the SPD participated in community engagement meetings as required by AB 481, several participants cited that SPD has yet to demonstrate meaningful engagement with community concerns regarding the harm caused by past misuse of military equipment.

Such meaningful engagement can include responding directly to issues raised from past MEU reports and the July 2023 community engagement forums.

- **SPD justifications for the cost of military equipment.** Community members cited concerns with the financial burden of SPD’s military equipment upon city taxpayers and the lack of evidence demonstrating the need for SPD to purchase additional military equipment. Participants noted that SPD has never provided documentation demonstrating that it has explored reasonable alternatives prior to purchasing additional military equipment. This is despite, the City’s ongoing budget shortfall that requires significant cuts across many departments, except SPD’s
- **Past policy compliance and misuses.** There remain outstanding questions regarding SPD’s compliance with its own policies on improper use of military weapons, particularly during the 2020 protests. While there are still pending lawsuits against SPD and the City, the SPD has yet to show how its MEU policy has fixed prior misuses raised by community members, civil rights attorneys, or other advocates.

On August 12, 2024, the SCPRC approved the following 8 recommendations for SPD’s MEU policy based on community input and Commissioner analysis of SPD’s annual report and updated policy drafts. Based on further input and analysis and the City Council’s reauthorization of the MEU policy, SCPRC is submitting 3 additional recommendations related to the annual military equipment use review process.

**Recommendations approved on August 12, 2024:**

1. *Reinstate language in the Purpose and Policy Sections, and restore the Philosophy section, in General Order 410.06 as previously approved by City Council in 2023.*
2. *Require SPD to list the current quantity and ongoing per units, approved situations for use, restrictions, total annual costs, and fiscal impact of each military equipment type in both General Order 410.06 and Annual Use Report. This includes annual costs of personnel time, training, transportation, maintenance, storage, upgrades, and other ongoing costs in its calculation.*
3. *Add verbatim language of Assembly Bill 481 to specify the four minimum requirements for City Council to approve its military equipment use policy.*
4. *Add clear, accessible definitions for each type of military equipment in General Order 410.06, including “kinetic energy projectiles” and “chemical agents.”*
5. *Add verbatim language of Assembly Bill 48 to specify the clear limits and conditions for using kinetic energy projectiles (i.e., rubber bullets) and chemical agents (i.e., tear gas).*

6. *Mandate SPD to provide written justifications for any proposed purchase of military equipment, detailing why it is necessary in the current fiscal year, any alternatives considered, cost-effectiveness, and how it aligns with Assembly Bill 481's minimum requirements. Written justifications should be included in a standalone section of its Annual Use Report and attached to any staff reports for the military equipment item that is submitted to City Council for final approval.*
7. *Require comparative reporting and measurable data analysis about military equipment usage trends and fiscal impacts alongside demographic reporting in all Annual Use Reports.*
8. *Establish a clear timeline from December 1 through November 30 with specific dates the annual inventory, usage reporting, community engagement and approval process for SPD's military equipment that flows with the calendar year. While the timeline will be subject to discussion with the City Attorney's Office and SPD, the new timeline is recommended to begin as early as 2025.*

**New recommendations submitted after City Council's reauthorization on August 27, 2024:**

9. *Add verbatim text of Assembly Bill 481 specifying which independent persons or entities have oversight authority, remove the governing body (i.e., the City Council) from Section G of the MEU general order, and consolidate Section H to leave OPSA and SCPRC as the independent oversight entities.*
10. *Require SPD's written responses to all SCPRC MEU-related recommendations to be attached to the Annual Military Equipment Use Report and to the staff reports accompanying any City Council agenda item where changes are proposed, reauthorization, or new acquisitions for GO 410.06.*
11. *For any meeting where SPD is presenting to City Council or the general public that involves MEU-related analysis, policy changes, or equipment purchases, direct SPD and City Staff to invite SCPRC and OPSA representatives to provide feedback in addition to any SPD presentations. City staff should provide timely notice for SCPRC and/or OPSA representatives to appear no later than one week after a presentation is scheduled with SPD.*

To date, the SCPRC has submitted over 32 recommendations for improving SPD's MEU policy that ensures transparency, oversight, and compliance with AB 481. A comprehensive list of these recommendations with detailed explanation and rationales for each recommendation is included with our report at the end of this document (Appendix B).

## SCPRC Analysis of SPD's Military Equipment Use

The Commission appreciated the thoughtful consideration and significant efforts made by SPD's Professional Standards Unit to improve its annual military equipment usage reporting compared with previous years, including:

- Removal of technical terms reducing legal jargon, and including definitions that increased the accessibility for community members.
- Changing the format making it easier for Commissioners and City Council to follow.
- Adding detailed demographic reporting that included (1) calls-for-service versus officer-initiated calls, (2) number of deployments versus use-of-force incidents, and (3) a detailed list of 210 incidents of where military equipment was used.

Despite the additional transparency in demographic data, SPD has yet to provide any objective evidence that might show the necessity of its military equipment inventory, nor has it provided an explanation for how civilians receive the same safety benefits as SPD officers when military equipment is utilized. Based on SCPRC analysis, SPD's annual usage data would indicate the opposite – that SPD does not need much of this equipment and should rethink whether more is needed:

- **Out of 205,537 calls for service and officer-initiated calls, SPD deployed military equipment for less than 1% (324 incidents) of these calls.** These deployments resulted in 150 arrests, including 61 felony arrests for violent crimes.
- **Out of 210 military equipment use incidents where SPD identified a person, 53% (111 incidents) involved Black or African American residents.** This racial disparity raises concerns since only 12% of the city's population is comprised of Black or African American residents. Furthermore, most of these arrests appear to have resulted from officer-initiated calls involving search warrants or "combative" individuals.
- **Youth between 14 and 24 years old were involved in 70 incidents of military equipment use (33%),** with only one incident involving a rescue operation. Black or African American youth were overrepresented in 44 incidents (63%), primarily in SPD searches for wanted subjects or high-risk search warrants.

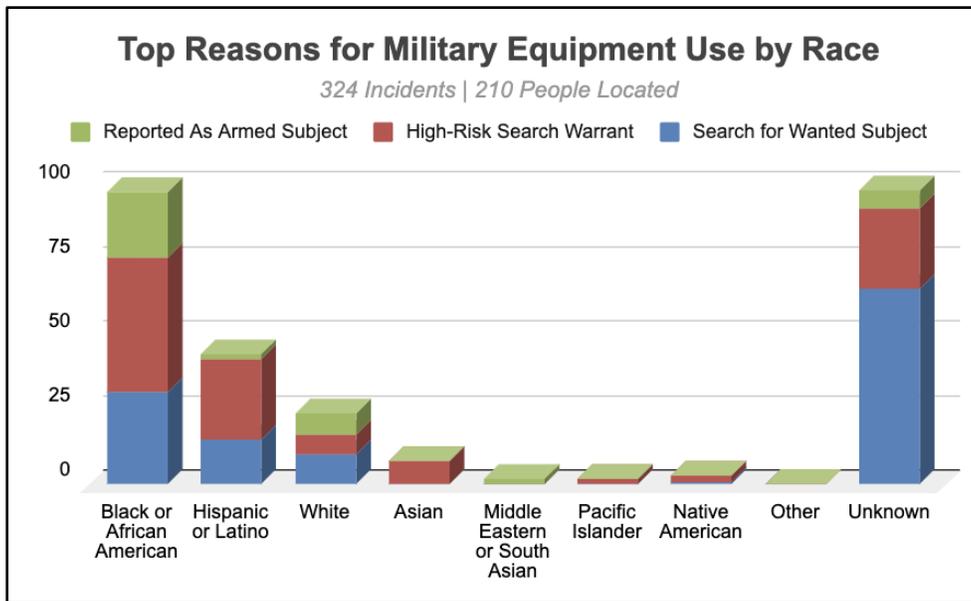


Table 2. Top Reasons for Military Equipment Use by Race, May 1 2023 – April 31, 2024.

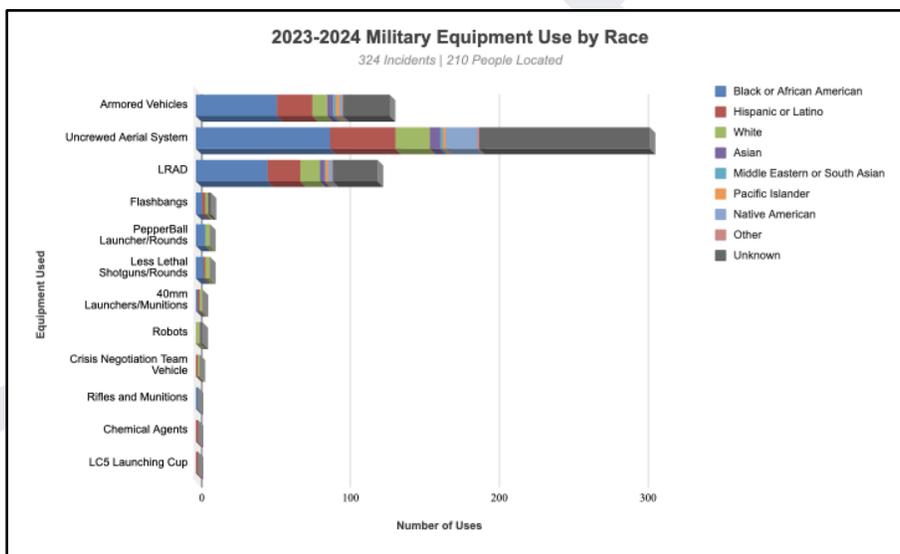


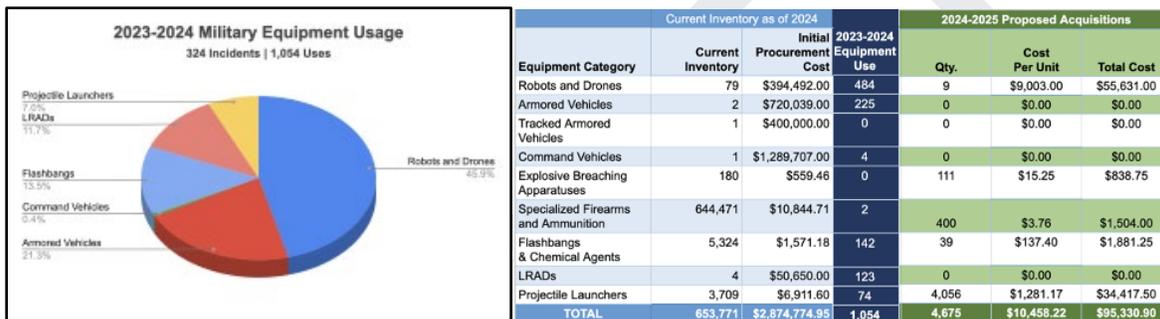
Table 3. Types of Military Equipment Use by Race, May 1 2023 – April 31, 2024

Beyond justifying its current inventory, SPD has also not explained why it needs to purchase as much as \$97,000 in additional military equipment. The SPD has never shown or explained what, if any, reasonable alternatives the department explored that might achieve the same safety objectives, or at minimum, prove more cost-effective such as using different models within its existing inventory. Their current inventory includes some of the following items:

- **SPD currently owns 74 uncrewed aerial systems (UAS or drones), but is requesting an additional 9 units for over \$55,000.** SPD deployed drones in 302 incidents, several of which used multiple drones for a total of 484 uses. While drones by far had the most

usage from 2023-2024, the 7 UAS units it's requesting are among the most expensive brands in its inventory, costing \$7,525 each.

- **SPD owns over 1500 Less Lethal “Super Sock Bean Bag” shotgun rounds and is requesting 4000 more rounds for over \$25,000.** Across 9 incidents where less lethal shotguns were deployed, SPD reported using bean bag rounds only 31 times.
- **SPD owns 120 rounds of .308 Armor-Piercing (AP) Rifle Ammunition and is requesting an additional 400 rounds for over \$1,500.** While smaller in cost compared with its other requests, the Department cannot name a single instance of using AP rounds in the last 10 years. In fact, SPD has only reported 2 incidents where assault rifles were fired which happened in 2022. .



Equipment Category	Current Inventory as of 2024		2023-2024 Equipment Use	2024-2025 Proposed Acquisitions		
	Current Inventory	Initial Procurement Cost		Qty.	Cost Per Unit	Total Cost
Robots and Drones	79	\$394,492.00	484	9	\$9,003.00	\$55,631.00
Armored Vehicles	2	\$720,039.00	225	0	\$0.00	\$0.00
Tracked Armored Vehicles	1	\$400,000.00	0	0	\$0.00	\$0.00
Command Vehicles	1	\$1,289,707.00	4	0	\$0.00	\$0.00
Explosive Breaching Apparatuses	180	\$559.46	0	111	\$15.25	\$838.75
Specialized Firearms and Ammunition	644,471	\$10,844.71	2	400	\$3.76	\$1,504.00
Flashbangs & Chemical Agents	5,324	\$1,571.18	142	39	\$137.40	\$1,881.25
LRADs	4	\$50,650.00	123	0	\$0.00	\$0.00
Projectile Launchers	3,709	\$6,911.60	74	4,056	\$1,281.17	\$34,417.50
<b>TOTAL</b>	<b>653,771</b>	<b>\$2,874,774.95</b>	<b>1,054</b>	<b>4,675</b>	<b>\$10,458.22</b>	<b>\$95,330.90</b>

**Table 4 (right).** SPD Military Equipment Use by Type, May 1, 2023 – April 31, 2024.

**Table 5 (left).** SPD Military Equipment Inventory and Usage compared with Proposed Acquisitions for Fiscal Year 2024/25.

When community members and commissioners asked about these proposed acquisitions, SPD stated that these acquisitions “may or may not” be purchased in the current fiscal year, but wanted to make sure they had the authority. This reasoning would seem to violate one of the requirements of AB 481: *If purchasing the equipment, the equipment is reasonably cost effective compared to available alternatives that can achieve the same objective of officer and civilian safety.*

**Based on the current inventory totals and usage data alone, the SCPRC advises that City Council reject all proposed military equipment acquisitions for Fiscal Year 2024/2025.**

*Outstanding Questions concerning SPD’s Military Equipment Use*

While SPD efforts to streamline its reporting continue to enhance basic transparency, significant obstacles remain for SPD to achieve full compliance with Assembly Bill 481. Several unanswered questions remain concerning the necessity and benefits of SPD’s military equipment policy that the SCPRC and community members have consistently asked in one form or another. These include:

- *What situations is the deployment or use of this military equipment necessary for keeping civilians and SPD officers safe?*
- *What reasonable alternatives has SPD explored which may achieve the same objective of officer and civilian safety expected from military equipment use?*
- *How does the SPD's MEU policy effectively protect the public's safety and welfare while also safeguarding our civil rights and civil liberties?*
- *What legally enforceable sanctions are in place to deter or prevent MEU policy violations by SPD officers?*
- *Why is the proposed purchase or acquisition of military equipment necessary within the current budget cycle?*
- *What alternative equipment or practices has the Police Department explored which prove just as effective at achieving both officer and civilian safety while also being more cost-effective?*
- *Where have changes been made in this policy that fix past misuses, or at minimum address complaints alleged under previous military equipment use policies? How will these changes ensure future compliance?*

**AB 481 is a legal mandate for all law enforcement agencies and their governing bodies to follow and uphold.** As the governing body for SPD, it is the City Council's responsibility to get answers to the pertinent questions that would prompt SPD to sufficiently explain how it complies with the law's requirements.

### *Obstacles for SPD Compliance and SCPRC Collaboration*

SPD personnel Lieutenant Jeff Shiraishi and Captain Clayton Buchanan exemplify the commitment to transparency and accountability the public has long desired to see from SPD. While these individuals have made tremendous efforts, the SCPRC remains concerned that community input given through this annual process is not incorporated into MEU ordinance. Without a clear explanation, community members feel their concerns and suggestions are not taken seriously.

Among the current obstacles to SCPRC collaboration with SPD through this annual process:

- **Annual Timeline:** The timeline for reporting and reviewing SPD's annual report and General Order is too short for proper assessment. This rush leads to the SCPRC, City Council, and the public having inadequate time to consider the impacts of SPD's military equipment use.

- **Communication:** Communication between SPD and the Commission is a recurring challenge. Delays in providing data and responding to MEU recommendations have hindered the SCPRC's ability to evaluate and provide timely feedback.
- **Staffing and Resources:** While the City has collaborated with SCPRC's community engagement process for two years in a row, the Commission's ability to raise awareness or meaningfully engage with a wide range of the public in this annual process is hindered without dedicated staffing to facilitate city processes and funding for public outreach.
- **Recommendation Process:** Without clear commitment or expectations for SPD to provide timely responses to recommendations, and for City Council to formally review and vote on SCPRC recommendations, it remains to be seen what, if anything, will come about of the Commission's hard work.

Beyond the handful of dedicated individuals in SPD and the SCPRC engaging in good-faith through this annual process, it is most important for Sacramento City leadership to demonstrate its commitment to trust-building and collaboration. These questions are their responsibility to answer:

- *Will the Mayor and City Council agendaize this report for thoughtful consideration and discussion?*
- *What will come from the important work that volunteers for the Commission has produced for improving the policies, procedures, and practices of policing in Sacramento?*
- *How will the City Manager's Office and SPD's Office of the Chief demonstrate their desire to engage with the community in good faith and address the longstanding history of distrust between the Police Department and the diverse communities it serves?*

# SPD Strategic Planning and Budget Management

In 2021, SCPRC first began researching SPD budget policies and practices through various ad hoc groups. SCPRC has produced seven (9) recommendations in 2021 and 2022. Despite limited capacity and lack of staff support or cooperation from SPD and the City, SCPRC continued its research into SPD budget and strategic planning.

In 2024, our analysis focused on certain areas, including fiscal trends of SPD budgets, performance metrics, vacancy rates, and overtime pay. In addition to reviewing several years of city budget documents and staff reports submitted to City Council during Fiscal Year 2024/2025 Budget Hearings, commissioners also reviewed SPD's General Orders related to Court Appearances, Special Compensation, and Court Appearances, which included:

- General Orders 240.01, 240.06, 252.01, 252.02, 253.01, 255.09, 560.03
- Office of Operations Orders 130.07, 253.01, 510.03
- Office of Investigations Orders 510.01

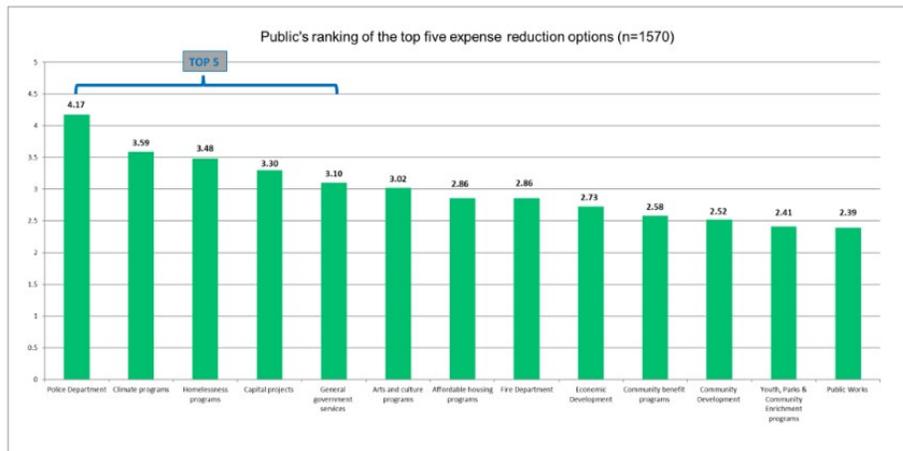
The Commission believes further study is warranted based on our initial findings into SPD's resource allocations and strategic priorities. Given the looming \$77 million deficit, certain irregularities such as SPD overtime expenditures demand immediate attention by the Mayor and City Council, starting with an audit by the City Auditor.

To that end, the SCPRC proposes 5 recommendations for enhancing SPD budget transparency and management which may expand based on further analysis in 2025:

1. *Conduct an immediate and complete audit of SPD Overtime policies, practices, and expenditures. This audit should be conducted by the City Auditor or an independent, non-law enforcement agency outside the City Manager's purview and not among the City's existing list of contractors. As part of the audit, investigators should review and make recommendations related to SPD's minimum staffing policies, vacancy rates, existing limits of overtime hours, and key performance indicators.*
2. *Establish clear, specific key performance indicators for measuring SPD services & programs, including but not limited to the total numbers and types of 911 calls for service, officer-initiated calls, reported crimes, crime clearances or arrests, use-of-force incidents, traffic-related stops and their outcomes, and enrolled participants in SPD community programs. Require SPD to publicly present this data as part of annual department operations reports and annual budget presentations to the City Council.*
3. *Require SPD to report its annual savings, or unspent SPD budget allocations, and annual overtime expenditures by program and job classification in all proposed budget documents every fiscal year. SPD budget documents presented to City Council should provide programmatic details with specific budget allocations.*

## SCPRC Analysis of SPD’s Budget Trends & Performance Measures

Community members have long advocated for alternatives to policing to deal with the issues our city faces and have also advocated for the City Council and Police Department to justify being given increasingly higher budgets each year. In fact, the most comprehensive survey to date shows that city residents overwhelmingly want increased funding for housing, health and human services, community-based resources, and reimagined public safety that does not involve police.



**Table 5.** Results of City Survey ranking the top spending areas to priority for budget reductions, collected during 2024 Community Budget Workshops held in March 2024. Survey results based on feedback from 1,570 respondents.

While public safety was identified as a top priority among respondents to the City’s budget priority survey, residents also ranked the Police Department as the top priority for expense reductions survey. During three community meetings were held to discuss city budget priorities, many residents questioned the city’s spending priorities and raised concerns about how much city funding goes to salaries and benefits compared with funding for youth services, affordable housing and homelessness.

Despite community feedback on spending priorities, the City Council approved a \$28 million increase to SPD’s budget from \$222 million to \$250 million. The Commission’s fiscal analysis found this maintained a status quo where SPD budget allocations have increased every year since 2014, far outpacing spending for all other city departments and programs. Over the last 5 years alone, SPD saw a 9% increase in general fund spending worth over \$100 million. As of Fiscal Year 2024/25, public safety spending accounts for 73% of the city’s discretionary funds with police receiving 39% of general fund expenditures.

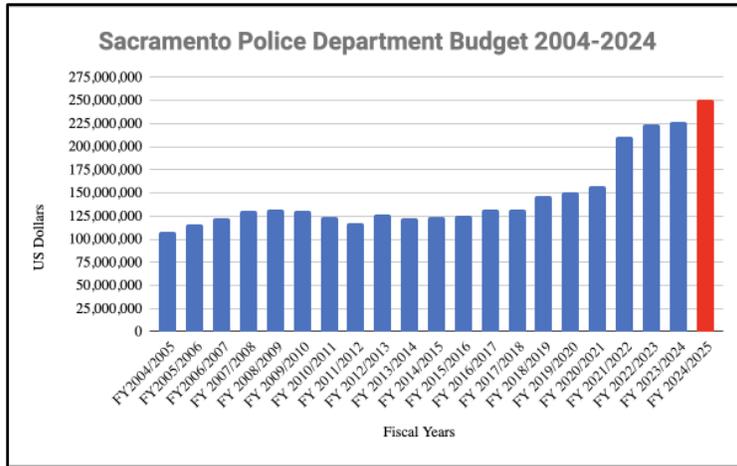


Table 6 shows Sacramento Police Department budgets from Fiscal Year 2004 to 2025.

The Commission’s fiscal analysis of city budget documents found that SPD budget has long made up for any financial losses incurred following the Great Recession of 2008. This amounts to each city resident paying \$477 for SPD policing services and programs compared with other important departments such as Youth, Parks, and Community Enrichment (YPCE) seen less investment of city funds despite years of deferred maintenance for city park facilities and consistent demand for increased funding for youth services.

For example, community members the Youth, Parks, and Community Enrichment (YPCE) has consistently seen less investment of city funds despite years of deferred maintenance for city park facilities and consistent demand for increased funding for youth services. This amounts to each city resident paying approximately \$121 for YPCE programs and services compared with \$477 for SPD policing services and programs.

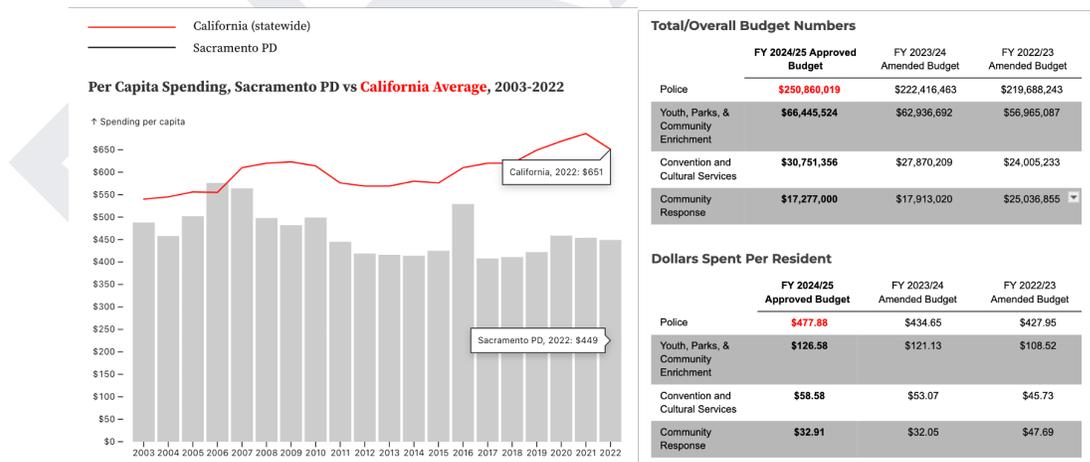


Table 7 (right) shows per capita spending for Sacramento Police Department versus the California average from 2003 to 2022 reported by the Center for Juvenile and Criminal Justice.

Table 8 (left) shows comparisons in total budget spending between Police and other Sacramento City departments based on City Budget data based on the number of residents in the City of Sacramento, April 2020: 524,943.

## SCPRC Analysis of SPD Vacancies and Overtime Pay

Over the last two budget cycles, SPD leadership and City Manager Howard Chan have alleged a staffing shortage within the department and struggle to hire new officers into its ranks. SPD has stated it has yet to recover from the long-term impacts from the Great Recession of 2008. However, very little transparency in SPD’s staff vacancies or overtime pay and practices was provided publicly until this year.

Last February, SPD reported 175 vacancies among 1,131 authorized positions – 83 sworn positions and 92 civilian positions. On April 9, the City Manager’s Office presented to the City’s Budget & Audit Committee hundreds of tiered budget reductions that included cuts to SPD programs and staff positions. During this year’s budget hearings in May and June, this high vacancy rate was cited as necessitating a "mandatory minimum staffing policy" that allows SPD leadership to require police officers work longer shifts that accrue overtime pay in order to backfill certain programs and units.

According to SCPRC review of city management’s public statements and analysis of published budget documents, several observations were made about SPD vacancies:

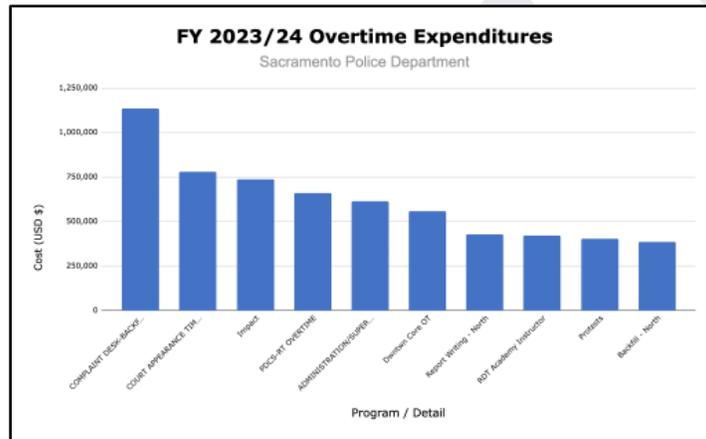
- **Out of 221 full-time staff positions offered in SPD budget reductions, only 130 positions were vacant (74 sworn positions, 56 civilian positions).** Accounting for errors corrected in staff reports, SPD excluded 45 vacant positions from being
- **Despite a high vacancy rate, SPD reductions included 91 full-time staff positions that were filled (56 sworn positions, 7 civilian positions).** Had City Council approved tier 3 or tier 4 reductions, SPD would have made layoffs among key positions including Dispatchers and high-value police programs including Homicide Investigations, Human Trafficking, Problem-Oriented Policing, Special Weapons and Tactics (SWAT), and Violent Crime Reduction.
- **Any savings from vacant staff positions are automatically applied to SPD overtime expenditures.** Had City Council approved reductions for all vacant positions, this would have saved city taxpayers between \$8.7 and \$12.6 million in Fiscal Year 2024/25.

Proposed Budget Reductions for SPD			Potential Savings from SPD Budget Reductions			
Job Classification	Filled FTE	Vacant FTE				
Police Officer	(84.00)	(73.00)				
Community Service Officer VII	(28.00)	(18.00)				
Police Sergeant	(13.00)	(1.00)				
Police Lieutenant	(7.00)	(0.00)				
Police Clerk VII	(2.00)	(5.00)				
Community Service Representative VII	(2.00)	(1.00)				
Police Clerk III	(1.00)	(0.00)				
Senior Staff Assistant	(1.00)	(0.00)				
Police Captain	(1.00)	(0.00)				
Deputy Police Chief	(1.00)	(0.00)				
Police Records Specialist VII	(1.00)	(12.00)				
Dispatcher VII	(1.00)	(12.00)				
Dispatcher III	(0.00)	(2.00)				
Administrative Analyst	(0.00)	(2.00)				
Records Supervisor	(0.00)	(2.00)				
Media Production Specialist (II)	(0.00)	(1.00)				
Public Safety Communications Manager	(0.00)	(1.00)				
<b>Total Sworn Positions</b>	<b>(56.00)</b>	<b>(74.00)</b>				
<b>Total Civilian Positions</b>	<b>(65.00)</b>	<b>(16.00)</b>				
<b>GRAND TOTAL</b>	<b>(121.00)</b>	<b>(130.00)</b>				
<b>REMAINING VACANCIES IN FY24/25**</b>	<b>45.00</b>					
			<b>Options for Budget Reductions</b>			
			<b>FTE Reduction</b>	<b>Total Net Reductions*</b>	<b>Estimated Budget Savings**</b>	
			<b>(10.00)</b>	<b>(1,719,778)</b>	<b>(1,695,533)</b>	
			<b>(221.00)</b>	<b>(25,952,836)</b>	<b>(30,227,360)</b>	
			<b>FY 2024/25 SPD staff reductions approved on June 5, 2024</b>			
			<b>All SPD staff reductions proposed on April 9, 2024</b>			
			<b>SPD reductions excluding following SPD programs:</b>			
			- Homicide Investigations (5 FTE = 1 Sergeant, 4 Officers)			
			- Human Trafficking (4 FTE = 1 Sergeant, 3 Officers)			
			- Problem Oriented Policing (16 FTE = 3 Sergeants, 13 Officers)			
			- Records (13 FTE = 13 Police Records Specialists)			
			- SWAT (16 FTE = 2 Sergeants, 14 Officers)			
			- SAFE Team (2 FTE = 2 Officers)			
			- Violent Crime Reduction (6 FTE = 2 Sergeants, 4 Officers)			
			- Transparency Team (2 FTE = 2 Records Supervisors)			
			<b>(157.00)</b>	<b>(22,333,993)</b>	<b>(19,087,222)</b>	
			<b>(130.00)</b>	<b>(8,782,599)</b>	<b>(12,659,886)</b>	
			<b>Vacant Staff Reductions</b>			

**Table 9 (right)** shows all proposed reductions in full-time equivalent hours for Sacramento Police Department across job classifications and sworn positions. **Table 10 (left)** shows the potential savings from reducing Sacramento Police vacancies from Fiscal Year 2024/25 based on city budget documents.

Information requests from the City Council allowed the Commission and the public to review SPD overtime policies and spending figures – the most comprehensive view in its overtime practices to date. Based on public statements during last year’s budget cycle, there appears to be no consistency in oversight of police overtime pay and spending which has increased every year since 2011. According to SCPRC analysis, police overtime has increased every year since 2011, Among SPD’s top overtime expenditures for Fiscal Year 2023/24:

1. **Complaint Desk-Backfill – \$1,132,971.27**
2. **Court Appearance Time – \$779,185.14**
3. **Impact Teams – \$738,504.61**



**Table 10** shows the top overtime expenses across Sacramento Police Department programs and details for Fiscal Year 2023/24.

The Commission was surprised to learn how much overtime spending goes to covering obscure programs such as the Complaint Desk and Court Appearances. Typically, when employers “backfill” a vacant position, it is to *limit* the use of overtime among remaining staff that will pick up the slack for an employee who moves to another role, enters a leave of absence, or is terminated. How this resulted in the opposite effect for SPD requires further study, especially that OPSA has reported a backlog of SPD misconduct allegations going back to 2020.

Through continued analysis of public pay and benefits records, SCPRC observed concerning trends in how overtime pay is distributed across SPD’s workforce:

- **The city has paid a total of \$158 million in overtime pay alone to SPD from 2012 and 2024 – at least 81% of which was paid after 2016.** In 2023 alone, SPD received \$23 million in 2023 – a ten-fold increase since 2011.
- **At least 60 SPD employees reported overtime pay exceeding 70% and even 100% of their base salaries.** Despite the staffing shortage and minimum staffing policy in place, an estimated 70% of SPD employees appear to go under utilized having received no

overtime pay or being assigned few enough overtime hours not to exceed 25% of their base salaries.

- Thirteen sworn police officers and sergeants reportedly doubled their base salaries using overtime pay at least two or more years in a row, receiving as much \$4.6 million combined.** None of these employees appear to be in organizational leadership, yet several SPD officers have earned more than the deputy chiefs every year since 2019. At least 2 police officers were observed making more in overtime pay than they earned from regular pay since joining SPD’s workforce.

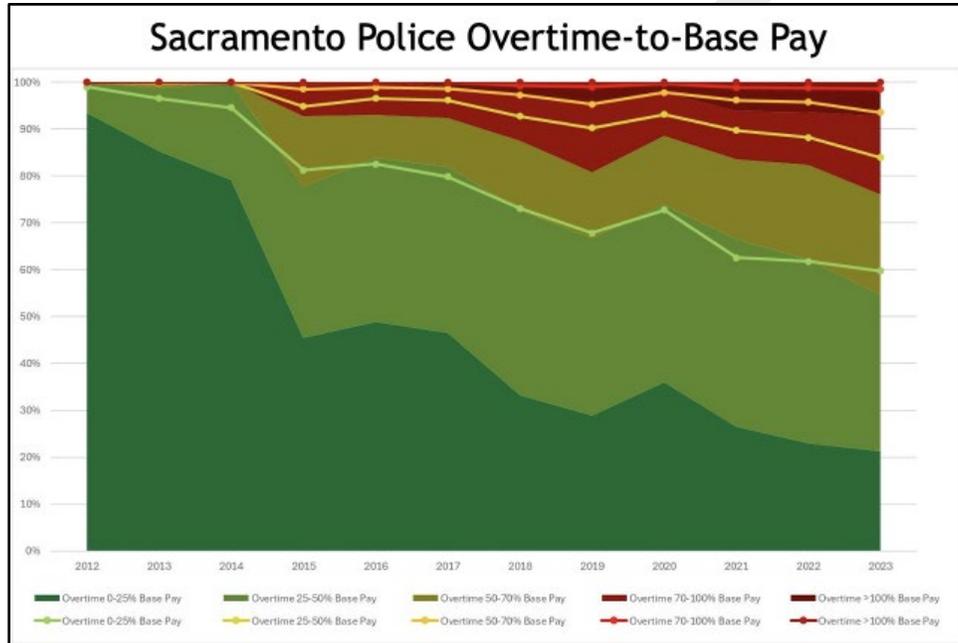


Table 11 shows the trend of Sacramento Police Department overtime pay in proportion to base pay from 2012 to 2023.   
*Source: Transparent California Public Pay & Benefits Data for City of Sacramento*

OVERTIME PAY	ALL YEARS Total Overtime Pay	2023			2022		
		SPD Employees	% of SPD Employees	Total Overtime Pay	SPD Employees	% of SPD Employees	Total Overtime Pay
Overtime Exceeds 100%	\$ 6,282,921.30	13	1.2%	\$ 1,707,300.00	11	1.0%	\$ 1,402,467.00
Overtime Exceeds 70%	\$ 16,175,808.61	46	4.3%	\$ 3,994,387.00	29	2.5%	\$ 2,461,853.00
Overtime Exceeds 50%	\$ 23,889,076.03	88	8.1%	\$ 5,105,646.00	71	6.2%	\$ 4,446,050.00
Overtime Exceeds 25%	\$ 56,143,926.46	221	20%	\$ 7,845,033.00	248	22%	\$ 8,635,383.00
Overtime Exceeds 0%	\$ 55,528,223.82	547	51%	\$ 5,054,628.00	581	51%	\$ 5,046,908.00
Received NO Overtime	\$ -	166	15%	\$ -	202	18%	\$ -
<b>GRAND TOTAL</b>	<b>\$ 158,019,956.22</b>	<b>1081</b>	<b>100%</b>	<b>\$ 23,806,994.00</b>	<b>1142</b>	<b>100%</b>	<b>\$ 21,992,661.00</b>
		2013			2012		
		SPD Employees	% of SPD Employees	Total Overtime Pay	SPD Employees	% of SPD Employees	Total Overtime Pay
		0	0%	\$ -	0	0%	\$ -
		0	0%	\$ -	0	0%	\$ -
		2	0.21%	\$ 49,403.60	0	0%	\$ -
		23	2.4%	\$ 496,300.51	7	0.7%	\$ 161,378.68
Overtime Paid since 2017	\$ 127,871,912.00	698	72%	\$ 3,159,164.78	696	72%	\$ 2,292,766.00
Overtime Paid since 2020	\$ 85,201,205.00	250	26%	\$ -	258	27%	\$ -
		973	100%	\$ 3,704,868.89	961	100%	\$ 2,454,144.68

Table 12 shows the total overtime pay across all Sacramento Police Department employees   
*Source: Transparent California Public Pay & Benefits Data for City of Sacramento*

While the number of staff receiving overtime is increasing, a shrinking portion of SPD employees are receiving overtime pay while a select number of police officers and sergeants have disproportionately benefited from excessive overtime spending year after year. Rather than

being dispersed across job positions, the Commission observed a pattern specific to police officers and sergeants whose jobs receive the lionshare of overtime pay across all SPD staff positions. exceeding 100% of their base salary for 2 or more years in a row. In fact, at least two SPD officers have accumulated more total overtime pay than their total base salaries earned across a 5-year period.

**Given the city’s ongoing budget deficits that are projected to exceed \$77 million going into Fiscal Year 2025/26, the Commission advises an independent audit of SPD budget management, overtime policies and procedures, and vacancy rates be conducted immediately.**

*SCPRC Observation of Police Performance Metrics*

The Commission’s analysis of police spending trends raise the two questions: **How does the city measure success in policing services and outcomes? What tangible benefits do city residents gain from taxpayer funds allocated to SPD?**

To answer this question, the SCPRC sought to better understand how the city measures success in policing given the high budget spending and overtime pay afforded for SPD. Last June, the City Manager’s Office provided a list of police performance measures it considers when preparing the city’s annual budgets which we confirm were shared across city budget reports going back to 2004.

	<b>FY 2024/25 Proposed Budget Performance Measures</b>	<b>City Manager’s Office Executive Dashboard Performance Measures</b>
Department-wide	Part 1 crime per 1,000 residents Part 1 crimes reported per sworn full-time equivalent (FTE) position Percent of sworn SPD employees who are women or minorities Percent of new hires into sworn or Hiring Pipeline Program vacancies that are women or minorities	
Field Service Division	Median response time for priority 2 and 3 calls (minutes:seconds) Percent of 911 calls answered within 15 seconds	Average Response Times (minutes) Percent of 911 Calls Answered within 15 seconds Number of Incoming Calls Received Duration of Longest 911 Ring (seconds) Number of Overtime Hours Number of Sworn Police Staff

*Table 6. Performance Measures for Fiscal Year 2024/25 reported in Supplemental Budget materials on June 5, 2024.*

According to SPD, the measure of crime is an indicator of safety in a community. Crime statistics for the top 10 cities in California as a benchmark to measure their success in Sacramento which uses Part 1 Crimes totals for felony offenses published by the California

Department of Justice felony offenses including homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson. Response times to calls for service appear to be used as a metric for determining SPD service effectiveness.

Although the staff reports that include them do not define how these measurements show such effectiveness, the SCPRC notes several observations based on these performance metrics and statements during FY 2024/25 budget hearings:

- **Police performance measures are exclusive to internal staffing conditions and response times after 911 calls for service.** There may be value in tracking the race, ethnicity, and gender demographics among sworn police officers hired and retained by SPD given the overrepresentation of white men (50% of SPD 683 full-time officers). But ensuring equitable policing and representation from the diverse communities the department requires more specificity than a percentage metric of sworn women or minority employees.
- **Lack of consistency in police performance measures and reporting makes it difficult to assess progress toward SPD's stated goals and objectives.** Current crime data metrics appear to presume that policing has a direct or consistent impact on the rise and fall of crime, but these are both vague and anecdotal. Significant gaps remain in meaningfully measuring the outcomes of SPD's stated goals and objectives from year to year.
- **While police budgets have steadily increased since 2011, SPD crime-solving has declined significantly during the same period.** Absent 911 call data showing the types of 911 calls for service and measurable outcomes to SPD responses, the current data does not show a tangible correlation between SPD services or programs and objective outcomes relevant to public safety, such as crime reduction or prevention.

There may be a correlation between policing services and changes in local crime rates, such as extra money spent on policing results in extra money for other community-based programs that have a direct or tangible impact on crime. If crime comparisons are to be used, these numbers should really be used as a floor and not a ceiling for community expectations about crime rates. However, using these crime metrics presumes that policing has a direct impact on local crime rates.

If this were the case, additional data – such as the total numbers and types of 911 calls for service or officer-initiated calls – might provide an explanation for *how* SPD contributed to crime reductions, or *why* more city funding is necessary for SPD programs and services to maintain such results.

Department-wide					
Key Measure	FY21 Actuals	FY22 Actuals	FY23 Actuals	FY24 Estimate	FY25 Target
Part 1 Crimes Reported per 1,000 Residents	37.86	43.76	37.45	36.64	37.42

Part 1 Crimes					
Ranking	City	Estimated Population*	Total P1C**	Rate per 1,000	Percentage
1	Oakland	439,556	34,444	78.35	20.32
2	San Francisco	831,703	53,426	64.24	16.72
3	Bakersfield	426,373	18,522	43.45	11.23
4	Fresno	543,428	24,000	44.18	11.45
5	Sacramento	518,161	21,832	42.13	10.86
6	Riverside	311,676	12,789	41.03	10.61
7	Los Angeles	3,796,109	158,824	41.85	10.75
8	San Jose	959,256	30,585	31.88	8.19
9	Long Beach	459,222	13,203	28.81	7.43
10	San Diego	1,326,363	31,026	23.37	5.95

\*https://data.ca.gov/dataset/departmental-demographics-01 (as of 11/2023)  
 \*\*https://openaction.dps.ca.gov/reports/departmental-demographics-01 (as of 11/2023)

Part 1 Crimes Reported per 1,000 P1C Residents					
Key Measure	FY21 Actuals	FY22 Actuals	FY23 Actuals	FY24 Estimate	FY25 Target
Part 1 Crimes Reported per 1,000 P1C Residents	20.20	23.99	20.25	20.22	20.22

Workload Metrics					
Ranking	City	FY24 Budget	Estimated Population**	Total P1C**	Per 1,000 Residents
1	Oakland	502	439,556	34,444	78.35
2	Bakersfield	454	426,373	18,522	43.45
3	Oakland	566	439,556	34,444	78.35
4	Sacramento	468	518,161	21,832	42.13
5	San Jose	1,208	959,256	30,585	31.88
6	San Francisco	1,408	831,703	53,426	64.24
7	Fresno	383	543,428	24,000	44.18
8	Long Beach	371	459,222	13,203	28.81
9	San Diego	1,408	1,326,363	31,026	23.37
10	Los Angeles	20,524	3,796,109	158,824	41.85

\*https://data.ca.gov/dataset/departmental-demographics-01 (as of 11/2023)  
 \*\*https://openaction.dps.ca.gov/reports/departmental-demographics-01 (as of 11/2023)

Key Measure					
	FY21 Actuals	FY22 Actuals	FY23 Actuals	FY24 Estimate	FY25 Target
Percentage sworn SFO employees who are women or minorities	42%	42%	48%	47%	48%
Percentage of new hires into sworn or hiring Pipeline Program vacancies that are women or minorities	65%	78%	81%	76%	76%

The Department recognizes that a workforce that mirrors the community it serves is important. It is committed to an intentional and increased focus on attracting, hiring, and retaining a more diverse workforce through a variety of virtual and in-person efforts. The first measure reflects the percentage diversity among all Police employees. Currently, approximately 42 percent of sworn employees are women or minorities. The second measure reflects the percentage of new hires into sworn and hiring Pipeline vacancies. The Department will continue its efforts to increase the number of women and minority new hires into sworn and hiring Pipeline vacancies.

Field Services Division					
Key Measure	FY21 Actuals	FY22 Actuals	FY23 Actuals	FY24 Estimate	FY25 Target
Median response time for priority 2 and 3 calls (min:sec)	11:36	12:09	12:17	11:58	12:07

The timely arrival of a police officer to a reported crime is vital to prevent injury or death, apprehend suspected criminals, identify witnesses and evidence, and enhance the solvability of the crime. The Police Department prioritizes all calls for service with emergency and in-progress crimes given the highest priority. The response time of all calls is tracked by the Department's Crime Analysis Unit. The projections for the remainder of the current fiscal year and the next fiscal year are based on current trends. Comparable jurisdictional data is not available as each agency uses different criteria and policies governing the definition of priority calls for service.

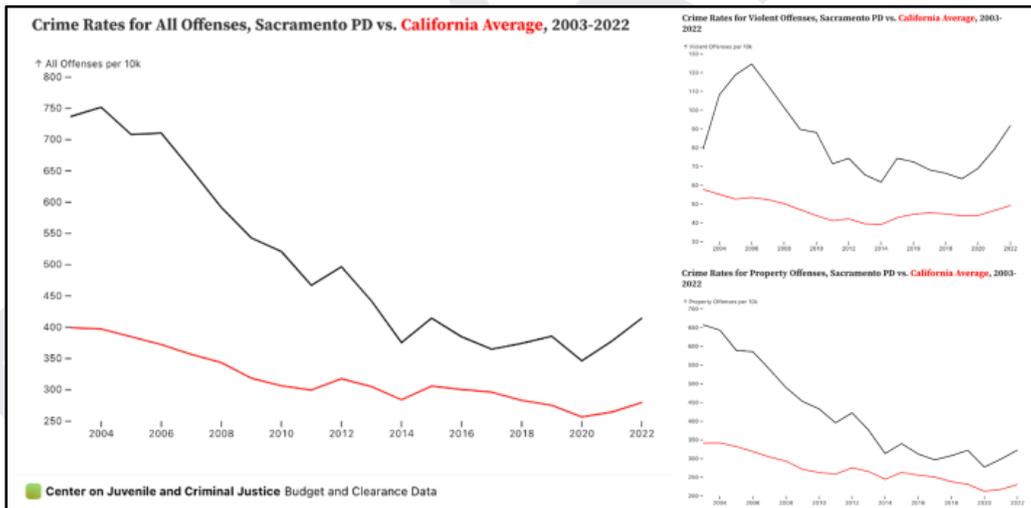
  

Key Measure					
	FY21 Actuals	FY22 Actuals	FY23 Actuals	FY24 Estimate	FY25 Target
Percentage of 911 calls answered within 15 seconds	87%	82%	87%	87%	90%

The faster a call to 911 is answered, the faster units can be dispatched and made available at the scene of an emergency. The State of California standard is answering 90% of all 911 calls within 15 seconds. Call answer times are tracked by the Department's Communications Center. The projection for the remainder of the current fiscal year is based on prior month averages. The projection for next fiscal year is based on the minimum state standard. Actual results vary depending on staffing and call volume.

Table 7 (top) and Table 8 (bottom) shows Sacramento Police Department Performance Measures for Fiscal Year 2024/25. Part 1 Crimes totals, as published by the California Department of Justice include: homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson.

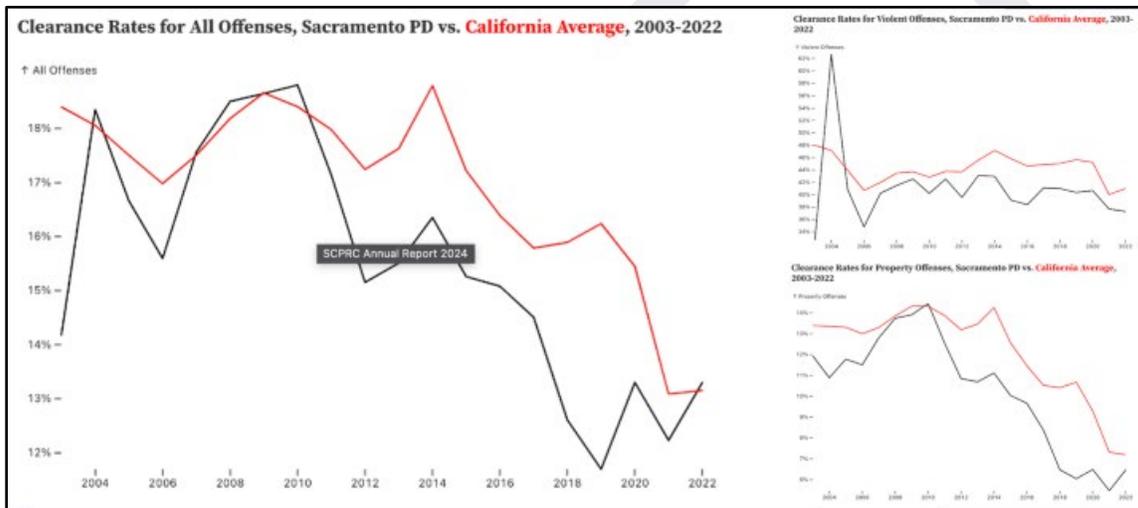
By their own metrics, crime has remained relatively stable and continues to decline, with a very small increase in 2022 despite an increasing budget. This trend was confirmed by SCPRC analysis of numbers reported to the California's Department of Justice and Federal Bureau of Investigation, as well as studies conducted by the Center on Juvenile and Criminal Justice documenting crime and clearance rates reported by all California law enforcement agencies compared with law enforcement spending.



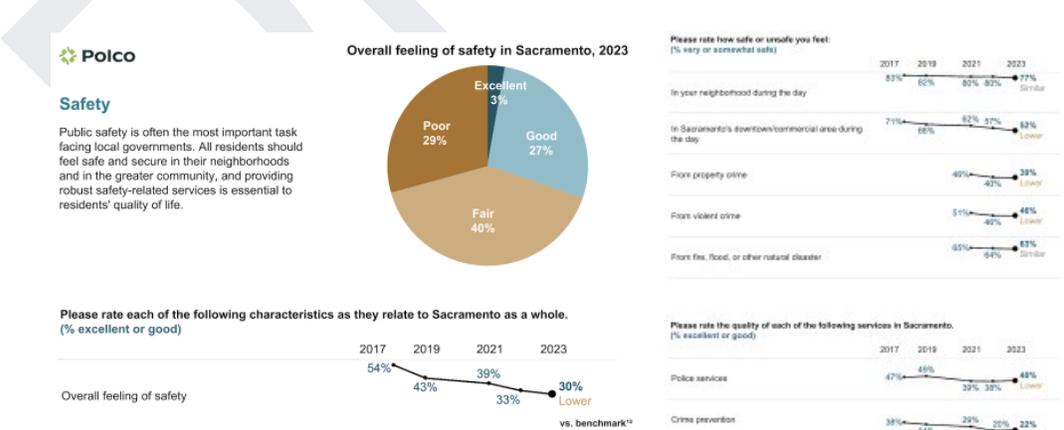
Crime rates reported by the Sacramento Police Department versus California crime rate average, 2003-2022. Table 9 (right) shows crime rates for all offenses. Table 10 (top left) shows crime rates for violent offenses. Table 11 (bottom left) shows crime rates for property offenses.

In its analysis, the SCPRC found no tangible correlation between SPD programs and service outcomes relevant to public safety, such as crime reduction or prevention. In fact, we found studies suggesting that the Commission observed startlingly trends in SPD's crime-solving for 2023:

- **SPD made arrests in as few as 13% of the 19,678 crimes reported in Sacramento in 2023.** This includes 4,237 violent crimes (39%) and 15,441 property crimes (6%) reported.
- **SPD crime-solving has declined as much as 26% for serious crimes while per capita spending has increased \$63 since 2003.** Despite budget increases that cost city residents \$477 each, SPD now solves fewer than one in seven serious crimes.
- **Despite steep declines in crime and record-setting police spending, fewer than half of city residents express satisfaction with city police services (40%) and even less with crime prevention (22%).** According to the 2023 National Community Survey, overall feelings of safety declined by 27% since 2017. While half of community participants felt safe from violent crime, only 4 in 10 residents felt safe from property crime – all of which is below-average compared with other cities.



Crime clearance rates reported by the Sacramento Police Department versus California crime clearance average, 2003-2022. **Table 12 (right)** shows crime clearance rates for all offenses. **Table 13 (top left)** shows crime clearance rates for violent offenses. **Table 14 (bottom left)** shows crime clearance rates for property offenses.



**Table 11** shows the overall feelings of safety expressed by city residents participating in the annual National Community Survey since 2017.

For current performance metrics to justify an exceedingly high police budget, as well as validate the premise that policing is having a direct impact on crime, SPD should be able to demonstrate that crime rates are dropping in the places where police spend the most time. Given how low the rates of arrest by SPD, it appears that crime rates are a poor means of measuring the effectiveness of policing. We also know that SPD often concentrates in low-income neighborhoods where economic underinvestment and divestment is higher than others. We also know that policing is historically targeted against certain populations more than others, given that three separate studies commissioned by SPD as far back as 2001 have consistently confirmed that Black residents are over-represented in every outcome of policing services.

Further study to better understand how effective SPD programs and services are compared with their impact on community feelings on public safety, especially when considering how much city funds to allocate for police spending.

### *Obstacles to Transparency and Accountability in Police Budget Management*

Conversations about city spending on SPD's budget have always been a difficult discussion between community members and city government, even between Councilmembers and the City Manager.

For several years, the Commission has issued data requests for city staff to provide a breakdown of SPD's programmatic spending that have gone unanswered and required commissioners to find without support. In 2021, the SCPRC received pushback from the City Manager's Office when the Commission launched its first ad hoc committee to study SPD's budget and to subsequent data requests for study. SPD also refused to collaborate with the Commission for a joint workshop with the Measure U Advisory Committee to discuss police programmatic spending, though the department did reveal that SPD does not track its own budget spending down to the programmatic level.

This includes written copies of SPD's mandatory minimum staffing policy, which has never been provided in writing for public review despite multiple requests by the City Council and the SCPRC.

Several outstanding questions regarding the strategic planning and management of the Sacramento Police Department's budget, including:

- 1. What changes, if any, has the SPD and/or the City made to provide transparency in SPD's budget management procedures and practices, such as tracking its total expenditures down to the programmatic level?*
- 2. How many vacancies exist in each SPD job classification for FY 2024/25? How many vacancies exist under each Command Division (North, Central, South, East)?*

3. *What are the key performance indicators, strategic benchmarks, or other metrics does SPD use to measure success in service delivery, transparency efforts, and efficiency in departmental priorities and programs?*
4. *What is the purpose, justification, and procedures for the Mandatory Minimum Staffing policy?*
5. *How will the reduction in FTEs in SPD units involved in transparency impact the department's efforts to expand transparency?*

The SCPRC believes it would be beneficial for the City Council to assess police performance if SPD were both more forthcoming about the outcomes in their service responses and made that information easier to access. SPD does not currently provide more relevant data such as 911 call types or outcomes when SPD responds to such calls for services, leaving significant gaps in assessing whether policing services and programs are meeting the community's need for public safety.



**Table 11** shows an example of data the Sacramento Police Department can provide to measure success in policing outcomes, such as use of force incidents, traffic stops, and non-traffic stops that Sacramento Police Department could provide, as reported in *The Center for Policing Equity's Justice Navigator of Sacramento PD in 2021*.

The City Council has the authority to demand greater data transparency from SPD to help measure police performance beyond crime rates, such as about SPD outcomes in arrests, use-of-force incidents, traffic-related stops, and pedestrian detainments. It would also be helpful for SPD to be open with the Council about how many of their constituents are engaging the department's community programs such as the Criminal Justice Academy, Police Cadet Program, and the Police Activities League.

The Commission does not believe it is a matter of capacity for SPD or the City Manager's Office to provide this information to the public – it is their duty as public servants for which we pay them to do. The bigger question is whether the Mayor and the City Council have the political will to engage in tough conversations about police performance and ask these questions before approving the annual budget.

# Appendix A:

## 2018-2022 Recommendations

- 2018 Diversity Recommendations #1-25**
- 2018 Use-Of-Force (UOF) Recommendations #1-2**
- 2019 Body-Worn Camera (BWC) Recommendations #1-4**
- 2019 Mental Health Recommendations #1-9**
- 2019 Use-Of-Force (UOF) Recommendations #1-18**
- 2020 Discipline & Accountability Recommendations #1-18**
- 2020 Internal Ad Hoc Recommendations #1-11**
- 2020 Mental Health Ad Hoc Recommendations #1-8**
- 2021 Crowd & Riot Control Ad Hoc Recommendations #1-11**
- 2021 Budget Ad Hoc Recommendations #1-2**
- 2021 Community Engagement / Media Ad Hoc Recommendations #1-9**
- 2021 Mental Health Alternative Response Ad Hoc Recommendations #1-4**
- 2021 LGBTQ+ Ad Hoc Recommendations #1**
- 2022 Budget Transparency Recommendations #1-5**
- 2022 Surveillance Recommendations #1-6**

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**Appendix B:**  
**2024 Military Equipment Use  
Community Recommendations**

**Approved on August 12, 2024**

# **Appendix C:**

## **2024 Recommendations**

**Civilian Oversight Recommendations #1-6**

**MEU Community Recommendations #9-11**

**Strategic Planning & Budget Management #1-3**

**Approved on December XX, 2024**

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Civilian Oversight #1

DISCUSSED BY SCPRC	
RECEIVED BY SPD	
RETURNED TO SCPRC	

APPROVED AND IMPLEMENTED	PENDING FURTHER REVIEW
APPROVED AND PENDING	SPD UNABLE TO IMPLEMENT
PARTIAL IMPLEMENTATION	DENIED

## SCPRC RECOMMENDATION

**Problem:** The lack of progress in addressing deficiencies related to the Sacramento Community Police Review Commission identified by Commissioners and the City Auditor contributed to years of inefficacy and frustration.

**Respondent:** Sacramento City Council

**Recommendation:** Schedule a Joint Workshop to address the City Auditor's 2021 Audit of the Sacramento Community Police Review Commission between the full City Council and SCPRC Commissioners, within the first quarter of 2025 to provide guidance and direction to the Commission. Alternatively, the City Council should dissolve the SCPRC as a city advisory body and declare publicly it has no intention for maintaining community participation in reviewing, recommending, or monitoring SPD policies, procedures, or best practices for policing going forward.

## SCPRC RECOMMENDATION RATIONALE

Since its inception in 2016, the SCPRC has approved and submitted over 178 recommendations for consideration by the City Council in 2019, 2020, 2021, 2022, and 2023. During this time, the City Council has acted on 7 of these recommendations but has not provided direction or guidance to the Commission on the remaining recommendations which has led to rising tension between the Commission and city leadership.

In its 2021 *Audit of the Sacramento Community Police Review Commission* ([Report# 2021/22-06](#)), the City Auditor conducted a performance audit to determine “whether the structure and authority of SCPRC was consistent with best practices in civilian oversight of law enforcement agencies.” The Auditor’s report identified three deficiencies in the SCPRC’s function, including:

1. Lack of clearly defined roles and responsibilities has led to confusion and frustration.
2. Absence of resources and investment from the City prevented the SCPRC from effectively achieving its objectives.
3. The SCPRC needs a formal process to ensure their recommendations are documented, presented to the City Council, and approved Recommendations are Implemented by the Relevant Department.

The Audit findings and recommendations corroborated many of SCPRC recommendations of our Internal Ad Hoc committee approved in 2020. Since then, Commissioners have produced new recommendations in 2022 and 2023 that also serve to address these deficiencies. However, to date neither the Commission’s nor Auditor’s recommendations have been adopted.

Audit Recommendations	SCPRC Recommendations
The City Council should clarify the purpose, powers, and duties of the SCPRC.	2020 Internal Ad Hoc Reco. #3, 8, 9, 10 2022 MEU Reco. #8 2023 MEU Community Reco. #6
The City Council should determine the staffing needs and funding for the SCPRC.	2020 Internal Ad Hoc Reco. #1 2023 MEU Community Reco. #9
The City Council should identify resources to increase SCPRC's community outreach.	2020 Internal Ad Hoc Reco. #2 2023 MEU Community Reco. #8, 9
The City Council should clarify whether the SCPRC is responsible for issuing an annual report and provide appropriate resources for production.	2020 Internal Ad Hoc Reco. #11
The City Council should determine and codify the level of access to information needed by the SCPRC to fulfill its City Code mandated duties.	2020 Internal Ad Hoc Reco. #4, 9 2023 Accountability & Org. Culture Reco. #1
The City Council should determine whether the SPD should provide written responses to SCPRC recommendations.	2020 Internal Ad Hoc Reco. #10, 11
The City Council should determine whether it should vote on SCPRC recommendations.	2020 Internal Ad Hoc Reco. #7 2023 MEU Community Reco. #5
The City Council should determine whether the City should track the implementation of SCPRC recommendations.	2020 Internal Ad Hoc. Reco #11

In an effort to improve the relationship between the Commission and City Council, a letter was submitted by Mayor Darrell Steinberg, Councilmember Katie Valenzuela, and Councilmember Rick Jennings on October 3, 2023, requesting a joint workshop between the full City Council and the Sacramento Community Police Review Commission. The SCPRC formally agreed to the joint workshop on October 9, 2023.

The Commission incorporated this joint workshop into its approved 2024 Work Plan and provided verbal and written feedback to City Council during its January and June public meetings. A group of Commissioners also met with the Mayor and Councilmembers to discuss solutions for addressing the Auditor's recommendations on March 19, 2024. Unfortunately, after more than a year of good-faith efforts, the Commission has not received a response about a date or timeline for when, or if, the Mayor and City Council will provide next steps.

The lack of progress is a source of continued inefficacy and frustration felt by all commissioners that call into question the City's commitment to honoring the work performed by volunteers serving this advisory body and denigrates the Council's integrity in following through on its promises. The Commission requests the City Council direct staff to schedule this joint workshop as soon as possible within the first quarter of 2025.

Alternatively, should the new Mayor and City Council choose not to follow through in this commitment, the Commission recommends that City Council dissolve the SCPRC entirely and publicly declare it has no intention for maintaining community participation in reviewing, recommending, or monitoring SPD policies, procedures, or best practices for policing.

SPD RESPONSE

OTHER CITY DEPARTMENTS

APPENDIX

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Civilian Oversight #2

DISCUSSED BY SCPRC		APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
RECEIVED BY SPD		APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

Problem:

Respondent: Sacramento City Council

**Recommendation:** Direct City staff to agendize the SCPRC’s 2024 recommendations for a discussion and vote at a City Council meeting within the first quarter of the year, and direct SPD to provide written responses prior to the meeting on which 2024 recommendations should be implemented.

## SCPRC RECOMMENDATION RATIONALE

## SPD RESPONSE

## OTHER CITY DEPARTMENTS

## APPENDIX

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# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Civilian Oversight #3

DISCUSSED BY SCPRC		APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
RECEIVED BY SPD		APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

**Problem:** SPD lacks the civilian-led independent oversight necessary to hold it accountable and require transparency or changes in its policies, procedures, or best practices.

**Respondent:** Sacramento City Council

**Recommendation:** Propose a voter-approved ballot measure to amend the Sacramento City Charter to:

- (a) Establish the Office of Public Safety Accountability as a civilian-led charter office and independent oversight entity of the Sacramento Police Department, with full investigatory authority and subpoena powers concerning police misconduct allegations and complaints, and;
- (b) Establish the Community Police Review Commission as a civilian-led advisory body, under the purview of OPSA and comprised of non-law enforcement appointees by the Mayor and City Council, with authority and resources to facilitate community participation in the review, recommendation, monitoring, and evaluation of city policing policies and procedures including hiring, resource management, and other best practices.

## SCPRC RECOMMENDATION RATIONALE

DRAFT

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Civilian Oversight #4

DISCUSSED BY SCPRC	
RECEIVED BY SPD	
RETURNED TO SCPRC	

APPROVED AND IMPLEMENTED	PENDING FURTHER REVIEW
APPROVED AND PENDING	SPD UNABLE TO IMPLEMENT
PARTIAL IMPLEMENTATION	DENIED

## SCPRC RECOMMENDATION

**Problem:** SPD lacks any civilian-led, independent oversight over disciplinary actions for sustained complaints of police misconduct.

**Respondent:** Sacramento City Council

**Recommendation:** *Establish OPSA as a city charter office with expanded authority to review and recommend disciplinary actions upon sustaining any police misconduct complaint or allegation by the Internal Affairs Division. Require SPD to statutorily formalize its internal investigations process to incorporate OPSA and account for its timeline for completing its reviews and issuing recommendations before issuing any disciplinary actions.*

## SCPRC RECOMMENDATION RATIONALE

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# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Civilian Oversight #5

DISCUSSED BY SCPRC		APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
RECEIVED BY SPD		APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

Problem: The SCPRC and OPSA are not given sufficient opportunity to advise City Council when considering policing policies or SPD proposals relevant to their respective work.

Respondent: Sacramento City Council

**Recommendation:** Direct SPD and City staff to invite SCPRC and OPSA representatives to any meeting where SPD is providing a presentation to City Council that involves work the Commission is also undertaking as part of their work plan or audits that OPSA has performed or is undertaking. City staff should provide timely notice to SCPRC or OPSA no later than one week after a presentation is scheduled with SPD.

## SCPRC RECOMMENDATION RATIONALE

DRAFT

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

2024 MEU Community Recommendation #9

DISCUSSED BY SCPRC	
RECEIVED BY SPD	
RETURNED TO SCPRC	

APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

GO 410.06 Military Equipment Use

**Problem:** SPD maintains that the City Council as an independent oversight body for its MEU policy, which has a conflict of interest based on the amount of campaign contributions a majority of Councilmembers receive from SPD's labor associations.

**Amend GO 410.06(G):** Add verbatim text of Assembly Bill 481 specifying which independent persons or entities have oversight authority, remove the Governing Body (i.e., the City Council) from Section G, and consolidate Section H (REVIEW AND RECOMMENDATION ENTITY) to leave OPSA and the SCPRC as the designated independent oversight entities. The following language is recommended:

### G. INDEPENDENT OVERSIGHT ENTITIES

1. In accordance with Government Code § 7070(d)(6), **SPD is required to include the mechanisms to ensure compliance with the military equipment use policy, including which independent persons or entities have oversight authority, and, if applicable, what legally enforceable sanctions are put in place for violations of the policy.** The following entities shall have independent oversight authority of SPD's military equipment use policy:
  - a. Office of Public Safety Accountability, in accordance with Sacramento City Code Chapter 2.22 (Office of Public Safety Accountability). **Office of Public Safety Accountability shall review any investigations into complaints and concerns alleging employee misconduct in violation of this military equipment use policy, including but not limited to, misconduct investigations completed by the Internal Affairs Division, and audit and inspection reports completed by the Professional Standards Unit's Inspections and Standards Team.**
  - b. Sacramento Community Police Review Commission, in accordance with Sacramento City Code Chapter 2.110 (Sacramento Community Police Review Commission). **Sacramento Community Police Review Commission may advise and make recommendations to the ~~city council governing body~~ regarding SPD's military equipment use policy, including but not limited to, providing community participation in reviewing SPD's annual military equipment usage reports and making recommendations based on community input.**

## SCPRC RECOMMENDATION RATIONALE

The text of Assembly Bill 481, in effect as Government Code § 7070(d)(6), states that an MEU policy must include the "mechanisms to ensure compliance with the military equipment use policy, including which independent persons or entities have oversight authority, and, if applicable, what legally enforceable sanctions are put in place for violations of the policy." Per Sacramento City Code Chapter 2.22, the OPSA is the city's designated entity for independent oversight and therefore should have the sufficient opportunity to review and discuss any reports completed by SPD's Inspections and Standards Team concerning misconduct investigations alleging MEU policy violations. Additionally, under Assembly Bill 481, the governing body is the elected body that approves the ordinance and equipment purchases. As such it is more appropriate to have OPSA be the entity that provides the independent feedback that informs the City Council's decision on the MEU ordinance.

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

2024 MEU Community Recommendation #10

DISCUSSED BY SCPRC	08/12/2024	APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
RECEIVED BY SPD		APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

**Policy:** GO 410.06 Military Equipment Use

**Problem:** SPD is not providing written responses to SCPRC's MEU-related recommendations directly or in a timely manner. When the policy is submitted to City Council for consideration and reauthorization, SCPRC work related to military equipment use continues to be excluded from the relevant staff reports.

**Respondent:** Sacramento City Council

**Recommendation:** Require SPD's written responses to all SCPRC MEU-related recommendations to be attached to the Annual Military Equipment Use Report and to the staff reports accompanying any City Council agenda item where changes are proposed, reauthorization, or new acquisitions for GO 410.06.

## SCPRC RECOMMENDATION RATIONALE

DRAFT

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

2024 MEU Community Recommendation #11

DISCUSSED BY SCPRC	08/12/2024	APPROVED AND IMPLEMENTED		PENDING FURTHER REVIEW	
RECEIVED BY SPD		APPROVED AND PENDING		SPD UNABLE TO IMPLEMENT	
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION		DENIED	

## SCPRC RECOMMENDATION

GO 410.06 Military Equipment Use

**Problem:** The SCPRC is not given sufficient opportunity to advise City Council when considering policies and proposals related to SPD's military equipment use policy and equipment acquisitions.

**Respondent:** Sacramento City Council, Sacramento Police Department

**Recommendation:** For any meeting where SPD is presenting to City Council or the general public that involves MEU-related analysis, policy changes, or equipment purchases, direct SPD and City Staff to invite SCPRC and OPSA representatives to provide feedback in addition to any SPD presentations. City staff should provide timely notice for SCPRC and/or OPSA representatives to appear no later than one week after a presentation is scheduled with SPD.

## SCPRC RECOMMENDATION RATIONALE

DRAFT

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Strategic Planning & Budget Management #1

DISCUSSED BY SCPRC		APPROVED AND IMPLEMENTED	PENDING FURTHER REVIEW
RECEIVED BY SPD		APPROVED AND PENDING	SPD UNABLE TO IMPLEMENT
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION	DENIED

## SCPRC RECOMMENDATION

**Problem:** There is little to no consistency in oversight of police overtime pay and spending practices, which has allowed SPD overtime spending to exceed their allotted budget and created significant pay disparities among SPD personnel.

**Respondent:** Sacramento City Council, Sacramento City Auditor

**Recommendation:** Conduct an immediate and complete audit of SPD Overtime policies, practices, and expenditures. This audit should be conducted by the City Auditor or an independent, non-law enforcement agency outside the City Manager's purview and not among the City's existing list of contractors. As part of the audit, investigators should review and make recommendations related to SPD's minimum staffing policies, existing limits of overtime hours, and key performance indicators.

## SCPRC RECOMMENDATION RATIONALE

SPD has long maintained it struggles to recover from the long-term impacts from the Great Recession of 2008. Over the last two budget cycles, SPD leadership and City Manager Howard Chan have alleged a staffing shortage within the department and struggle to hire new officers into its ranks. However, very little transparency in SPD's staff vacancies or overtime pay and practices was provided publicly until this year. **In February 2024, SPD reported 175 vacancies among 1,131 authorized positions – 83 sworn positions and 92 civilian positions.** On April 9, the City Manager's Office presented to the City's Budget & Audit Committee hundreds of tiered budget reductions that included cuts to SPD programs and staff positions. During this year's budget hearings in May and June, this high vacancy rate was cited as necessitating a "mandatory minimum staffing policy" that allows SPD leadership to require police officers work longer shifts that accrue overtime pay in order to backfill certain programs and units. **To date, however, no such policy has been provided in writing for public review despite multiple requests by the City Council and the SCPRC.**

According to SCPRC review of city management's public statements and analysis of published budget documents, several observations were made about SPD vacancies:

- **Out of 221 full-time staff positions offered in SPD budget reductions, only 130 positions were vacant (74 sworn positions, 56 civilian positions).** Accounting for errors corrected in staff reports, SPD excluded 45 vacant positions from being
- **Despite a high vacancy rate, SPD reductions included 91 full-time staff positions that were filled (56 sworn positions, 7 civilian positions).** Had City Council approved tier 3 or tier 4 reductions, SPD would have made layoffs among key positions including Dispatchers and high-value police programs including Homicide Investigations, Human Trafficking, Problem-Oriented Policing, Special Weapons and Tactics (SWAT), and Violent Crime Reduction.
- **Any savings from vacant staff positions are automatically applied to SPD overtime expenditures.** Had City Council approved reductions for all vacant positions, this would have saved city taxpayers between \$8.7 and \$12.6 million in Fiscal Year 2024/25.

Information requests from the City Council allowed the Commission and the public to review SPD overtime policies and spending figures – the most comprehensive view in its overtime practices to date. Based on public statements during

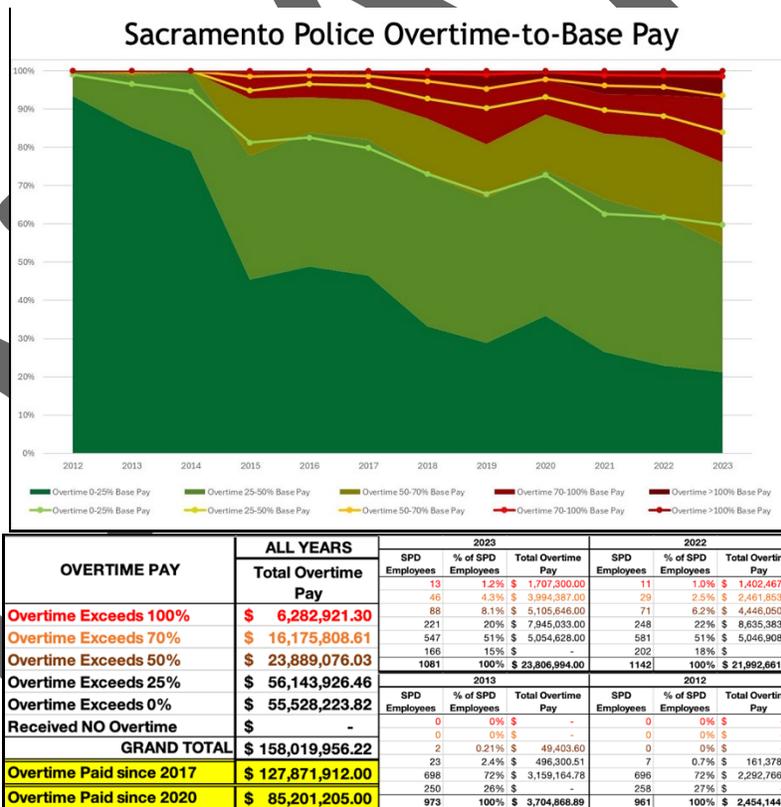
last year’s budget cycle, there appears to be no consistency in oversight of police overtime pay and spending which has increased every year since 2011.

According to SCPRC analysis, police overtime has increased every year since 2011, Among SPD’s top overtime expenditures for Fiscal Year 2023/24:

1. **Complaint Desk-Backfill – \$1,132,971.27**
2. **Court Appearance Time – \$779,185.14**
3. **Impact Teams – \$738,504.61**

Through continued analysis of public pay and benefits records, SCPRC observed concerning trends in how overtime pay is distributed across SPD’s workforce:

- **The city has paid a total of \$158 million in overtime pay alone to SPD from 2012 and 2024 – at least 81% of which was paid after 2016.** In 2023 alone, SPD received \$23 million in 2023 – a ten-fold increase since 2011.
- **At least 60 SPD employees reported overtime pay exceeding 70% and even 100% of their base salaries.** Despite the staffing shortage and minimum staffing policy in place, an estimated 70% of SPD employees appear to go under utilized having received no overtime pay or being assigned few enough overtime hours not to exceed 25% of their base salaries.
- **Thirteen sworn police officers and sergeants reportedly doubled their base salaries using overtime pay at least two or more years in a row, receiving as much \$4.6 million combined.** At least 2 police officers were observed making more in overtime pay than they earned from regular pay since joining SPD’s workforce.



Given the city’s ongoing budget deficits that are projected to exceed \$77 million going into Fiscal Year 2025/26, the Commission advises an independent audit of SPD budget management, overtime policies and procedures, and vacancy rates be conducted immediately.

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

## Strategic Planning & Budget Management #2

DISCUSSED BY SCPRC	
RECEIVED BY SPD	
RETURNED TO SCPRC	

APPROVED AND IMPLEMENTED	PENDING FURTHER REVIEW
APPROVED AND PENDING	SPD UNABLE TO IMPLEMENT
PARTIAL IMPLEMENTATION	DENIED

### SCPRC RECOMMENDATION

**Problem:** Police performance measures based on crime rates, response times, and staff composition are largely vague and anecdotal without showing a tangible correlation between SPD programs, crime reduction, or crime prevention.

**Respondents:** Sacramento City Council

**Recommendation:** Establish clear, specific key performance indicators for measuring SPD services & programs, including but not limited to the total numbers and types of 911 calls for service, officer-initiated calls, reported crimes, crime clearances or arrests, use-of-force incidents, traffic-related stops and their outcomes, and enrolled participants in SPD community programs. Require SPD to publicly present this data as part of annual department operations reports and annual budget presentations to the City Council.

### SCPRC RECOMMENDATION RATIONALE

In June 2024, the City Manager's Office published a list of police performance measures it considers when preparing the SPD's annual budget. However, the staff reports that include them do not define how these measurements show such effectiveness.

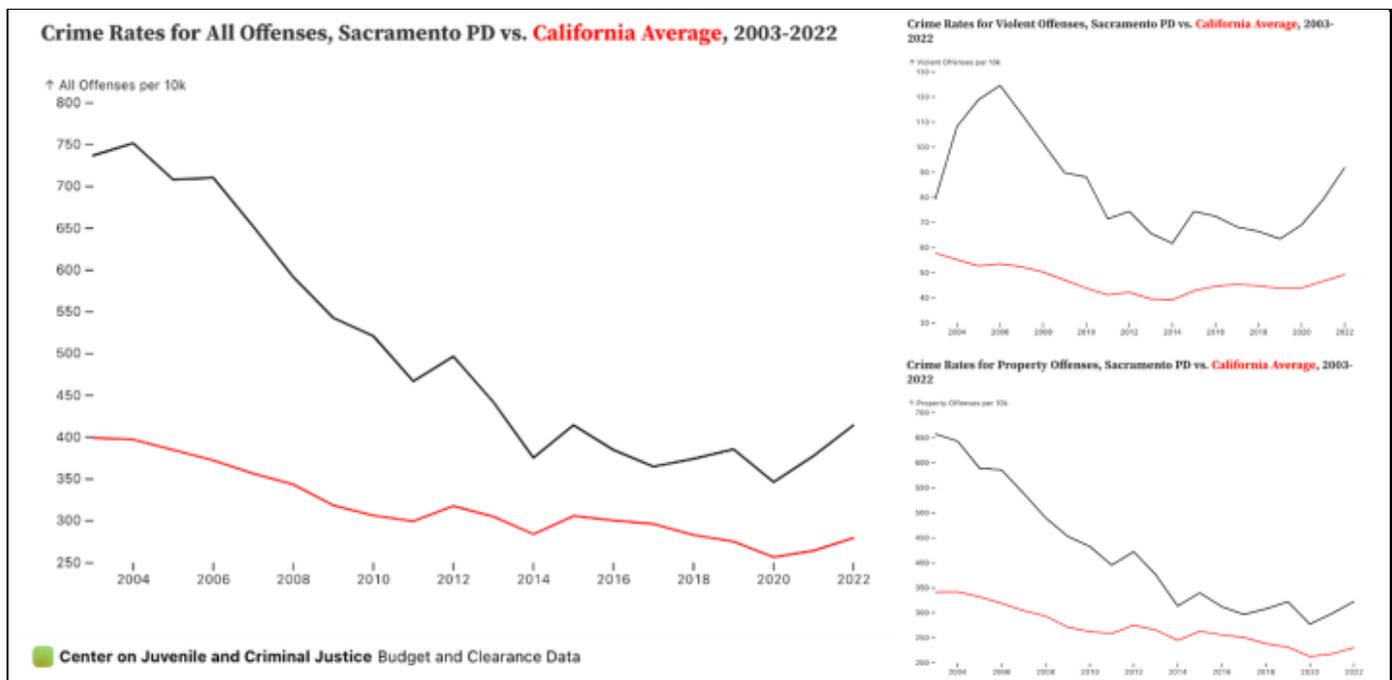
According to SPD, the measure of crime is an indicator of safety in a community. Crime statistics for the top 10 cities in California as a benchmark to measure their success in Sacramento which uses Part 1 Crimes totals for felony offenses published by the California Department of Justice felony offenses including homicide, rape, robbery, aggravated assault, burglary, motor vehicle theft, larceny-theft, and arson. Response times to calls for service appear to be used as a metric for determining SPD service effectiveness.

the SCPRC notes several observations based on these performance metrics and statements during FY 2024/25 budget hearings:

- **Police performance measures are exclusive to internal staffing conditions and response times after 911 calls for service.** There may be value in tracking the race, ethnicity, and gender demographics among sworn police officers hired and retained by SPD given the overrepresentation of white men (50% of SPD 683 full-time officers). But ensuring equitable policing and representation from the diverse communities the department requires more specificity than a percentage metric of sworn women or minority employees.
- **Lack of consistency in police performance measures and reporting makes it difficult to assess progress toward SPD's stated goals and objectives.** Current crime data metrics appear to presume that policing has a direct or consistent impact on the rise and fall of crime, but these are both vague and anecdotal. Significant gaps remain in meaningfully measuring the outcomes of SPD's stated goals and objectives from year to year.
- **While police budgets have steadily increased since 2011, SPD crime-solving has declined significantly during the same period.** Absent 911 call data showing the types of 911 calls for service and measurable outcomes to SPD responses, the current data does not show a tangible correlation between SPD services or programs and objective outcomes relevant to public safety, such as crime reduction or prevention.

By their own metrics, crime has remained relatively stable and continues to decline, with a very small increase in 2022 despite an increasing budget. This trend was confirmed by SCPRC analysis of numbers reported to the California's Department of Justice and Federal Bureau of Investigations, as well as studies conducted by the Center on Juvenile and

Criminal Justice documenting crime and clearance rates reported by all California law enforcement agencies compared with law enforcement spending.



The Commission’s analysis found no tangible correlation between SPD programs and service outcomes relevant to public safety, such as crime reduction or prevention. According to crime and clearance rates for SPD (i.e., arrests made for felony crimes), the Commission observed startlingly trends in SPD’s crime-solving and public survey data concerning public safety for 2023:

- **SPD made arrests in as few as 13% of the 19,678 crimes reported in Sacramento in 2023.** This includes 4,237 violent crimes (39%) and 15,441 property crimes (6%) reported.
- **SPD crime-solving has declined as much as 26% for serious crimes while per capita spending has increased \$63 since 2003.** Despite budget increases that cost city residents \$477 each, SPD now solves fewer than one in seven serious crimes.
- **Despite steep declines in crime and record-setting police spending, fewer than half of city residents express satisfaction with city police services (40%) and even less with crime prevention (22%).** According to the 2023 National Community Survey, overall feelings of safety declined by 27% since 2017. While half of community participants felt safe from violent crime, only 4 in 10 residents felt safe from property crime – all of which is below-average compared with other cities.

The current performance measures based on crime rates and response times are largely anecdotal and vague at showing an objective correlation between SPD services/programs and crime reductions (or prevention). And given the consistent racial disparities reported by previous SPD-commissioned going back to 2001, the public and their elected representatives have a compelling interest in measure how successful SPD is in working to prevent, reduce, or at least mitigating implicit bias that results in racist outcomes in exercising its current policies, practices, and procedures.

The Commission’s recommendation is administrative—the City Council should require SPD to provide more public information for measuring the success of policing services and programs during the annual budget cycle beyond crime rate comparisons and internal staffing conditions. Further study is advised in order to better understand how effective SPD programs and services are compared with their impact on community feelings on public safety, especially when considering how much city funds to allocate for police spending.

# RECOMMENDATION SUBMISSION AND RESPONSE FORM

Strategic Planning & Budget Management #3

DISCUSSED BY SCPRC		APPROVED AND IMPLEMENTED	PENDING FURTHER REVIEW
RECEIVED BY SPD		APPROVED AND PENDING	SPD UNABLE TO IMPLEMENT
RETURNED TO SCPRC		PARTIAL IMPLEMENTATION	DENIED

## SCPRC RECOMMENDATION

**Problem:** The lack of transparency in SPD budget management creates inefficiencies in spending and limits the choices available to City Council when considering the city’s annual budget.

**Respondent:** Sacramento City Council

**Recommendation:** Require SPD to report its annual savings, or unspent SPD budget allocations, and annual overtime expenditures by program and job classification in their proposed budget documents every fiscal year. SPD budget documents presented to City Council should provide programmatic details with specific budget allocations.

## SCPRC RECOMMENDATION RATIONALE

During the Fiscal Year 2024/25 budget cycle, SPD publicly acknowledged that any unspent budget allocations are automatically used to cover overtime expenditures that exceed SPD’s allotted budget. Given the lack of consistency in oversight of overtime pay, which has resulted in significant pay disparities among SPD’s workforce, the Commission recommends the City Council require SPD and the City Manager’s Office to report such savings as part of the annual budget cycle from year to year. If possible, those savings should be listed by program, and budget allocations (including overtime pay) listed by job classification.

