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CITY OF SACRAMENTO

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JOHN P. KEARNS
CHIEF OF POLICE

June 16, 1988

Budget and Finance Committee
Sacramento, California

Honorable Members in Session:

SUBJECT: REPORT BACK - RESPONSE TIME DATA AND FBI/UCR OFFICER STAFFING INFORMATION

SUMMARY

Requests for additional information on the subject items were made by members of the Budget and Finance Committee. Information is presented in response to the requests, as follows:

1. Response time to calls for police service has been increasing since the second quarter of 1987. Several factors must be considered in evaluating the increase, including the number of calls for service, the number of arrests made, and unit availability.
2. One method of projecting future police resource needs is through comparison of present staffing levels with the average staffing levels of other agencies serving communities of similar size to the City of Sacramento. Information of this nature is provided by the F.B.I. Uniform Crime Report.

BACKGROUND

Response Time

In 1986, the Police Department responded to 19,288 Priority One calls for service. In 1987, 37,517 Priority One calls for service were handled, a difference of 18,229 calls; although overall calls for service increased by only 8,336 over 1986 levels. The significant increase in Priority One calls occurred because the Police Department adopted a revised Priority of Calls for Service (Attachment 1). The former priorities (Attachment 2) as well as patrol dispatch procedures were subjects of an extensive study by Department staff. The revisions were intended to

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increase the incidence of arrest of perpetrators at the scene of a crime while providing appropriate responses to the public safety requirements of the City. As indicated in the May 27, 1988 Report Back to the Budget and Finance Committee, these changes were not without impact on response time. It is our belief that the revision of Priority of Calls for Service has accomplished its intended purpose.

The revised priorities increased the number of Priority One calls for service by 102% from the second quarter to the third quarter of 1987. However, it should be noted that from first quarter to second quarter 1987, the number of Priority One calls for service experienced an increase of 50% from 4,490 to 6,652, and total calls increased by 5,261 or nearly 13% (Attachment 3). During the same period, Code 12's for Priority One calls increased 85%, from 824 to 1,525 and total arrests increased 16% from 7,026 to 8,123 (Attachments 4 & 5). Priority One response time made its first substantial increase as well, from 8.4 to 9.1 minutes from first quarter to second quarter 1987 (Attachment 6). Each of these workload measures indicates not only a shortage of staffing resources but very possibly signify that workload based on current staffing levels have reached a point of diminishing returns, at least in terms of response time.

A study of total arrests shows a 6% increase (1,856 arrests) between 1986 and 1987. A better illustration of what is occurring is a comparison between first quarter 1987 and first quarter 1988 total arrests, a difference of 1,941 arrests or 28% (Attachment 5). The Police Department's efforts have resulted in increased arrests and clearance rates and the handling of priority calls for service in a more responsible manner. The question of whether the response time of police officers to Priority One calls is acceptable is one that must be answered within the parameters of ethical concerns as well as budget constraints. One thing is clear, no significant improvement in response time is possible without increasing sworn staffing.

F.B.I. Uniform Crime Report Officer Staffing Information

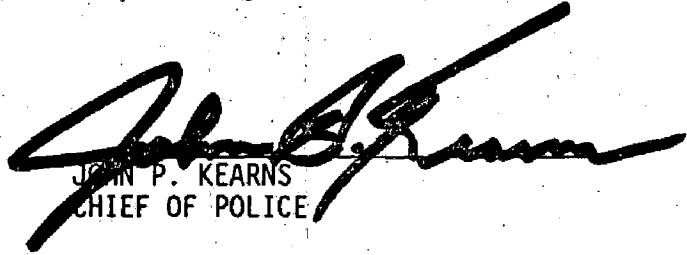
The Sacramento Police Department utilizes various measures to project future police resource needs. One of these measures is the national average of 2 full-time officers for every 1,000 inhabitants. The F.B.I. publishes information regarding law enforcement personnel in its Uniform Crime Report. This number is not a recommendation, it is an average. Attachment 7 is a copy of the most recent report published July 25, 1987. As indicated in the report, "they (the averages) should be viewed as guides or indicators, not as recommended or desirable police strengths." In Western States, the average number of officers per thousand population is 1.7, the same as Sacramento. In Group I cities (population of 250,000 and over), however, the Western States average is 2.0. The national average for Group One cities is 2.8, a significantly higher ratio than Sacramento.

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RECOMMENDATIONS

None. This material is presented for information purposes only.

Respectfully submitted,


JOHN P. KEARNS
CHIEF OF POLICE

APPROVED FOR COMMITTEE INFORMATION:


For: JACK R. CRIST
DEPUTY CITY MANAGER

JPK/slw
Ref: 6-49

JUNE 21, 1988
ALL DISTRICTS

PRIORITY OF CALLS FOR SERVICE

(Revised July 1987)

Emergency:

Dire Emergency, officer requests cover
Homicide
Silent Robbery Alarm
Silent RAM Alarm
Robbery in Progress
Fire/Ambulance Requesting Code 3 Cover
Vehicle Pursuit
Foot Pursuit

Priority 1:

Kidnap in Progress
Kidnap - occurred less than 15 minutes ago
Misdemeanor Assault in Progress
Felony Assault in Progress
Felony Assault - occurred less than 15 minutes ago
Shooting Into a Dwelling in Progress
Rape in Progress
Rape - occurred less than 15 minutes ago
Child Abuse/Child Neglect in Progress
Sex Crime in Progress
Disturbance with Weapons
Arson in Progress
Silent Burglary Alarm
Burglary in Progress
Forgery with Suspects on Scene
Felony Hit & Run, Fire and Ambulance Enroute
Petty Theft in Progress
Grand Theft in Progress
Possession of Stolen Property
Stolen Vehicle in Progress
Vandalism in progress
Injury Vehicle Accident, Fire/Ambulance Enroute
Prowler
Car Clout in Progress
Indecent Exposure in Progress
Dead Body
Suspicious (Subject/Circumstance) in Progress
Suspicious (Subject/Circumstance) with Weapon
Narcotic Activity in Progress
Silent and Ringing Burglary Alarm
Felony Suspect/Combative Suspect Being Held
Fire/Ambulance Enroute (Give Nature)
Fire/Ambulance Enroute (Give Nature) - Suspect on Scene
Incomplete Call for Police
Manually Activated Silent Alarm from a Residence

Priority 1 (continued)

Suspicious Occupied Vehicle
Suspicious Occupied Vehicle with Weapons Seen
Bomb Threat
Explosive Device
Structure Fire
Violent Mental Subject
Fire/Ambulance Requesting Code 2 Cover

Priority 2:

Robbery - occurred less than 15 minutes ago
Shooting into a Dwelling - less than 15 minutes ago
Sex Crime - occurred less than 15 minutes ago
Brandishing a Weapon - occurred less than 15 minutes ago
Arson - occurred less than 15 minutes ago
Burglary - occurred less than 5 minutes ago
Forgery - occurred less than 5 minutes ago
Misdemeanor Hit & Run - occurred less than 5 minutes ago
Grand Theft - occurred less than 5 minutes ago
Drunk Driver - In Progress
Stolen Vehicle - occurred less than 5 minutes ago
Traffic Control
Phone Message - Urgent
Indecent Exposure - occurred less than 15 minutes ago
Suspicious (Subject/Circumstance) Just Occurred
Missing Person
Welfare Check
Fire Call
Police Dept. Request Fire Dept. Standby - Bomb Device
Mental Subject
Fire Requesting Police for Dead Body
Drowning Incident
Accident, Fire Emergency Rescue

Priority 3:

Misdemeanor Assault - occurred less than 15 minutes ago
Keep the Peace
Disturbance of the Peace
Petty Theft - occurred less than 5 minutes ago
Reckless/Hazardous Driver
Vandalism - occurred less than 5 minutes ago
Vehicle Accident, no injury or unknown injury
Car Clout - occurred less than 5 minutes ago
Ringing Burglary Alarm
Requesting a Supervisor (Give Nature)
Suspect Being Held By Citizen/Officer
Check Hazard
Subject Stop
Traffic Stop

Priority 4:

Kidnap Report - occurred more than 15 minutes ago
Robbery Report - occurred more than 15 minutes ago
Felony Assault on an Officer
Felony Assault Report
Shooting into a Dwelling Report - occurred more than 15 minutes ago
Rape Report - occurred more than 15 minutes ago
Child Abuse/Neglect Report
Sex Crime Report - occurred more than 15 minutes ago
Pick up Forgery Evidence
Felony Hit & Run, no first aid
Grand Theft Report - occurred more than 5 minutes ago
Stolen Vehicle Report - occurred more than 5 minutes ago
Indecent Exposure Report - occurred more than 15 minutes ago
Vehicle Blocking a Driveway
Missing Person Report
Transportation
Errand (Give Nature)

Priority 5:

Misdemeanor Assault Report - occurred more than 15 minutes ago
Noise Only Disturbance
Brandishing a Weapon Report - occurred more than 15 minutes ago
Burglary Report - occurred more than 5 minutes ago
Misdemeanor Hit & Run Report - occurred more than 5 minutes ago
Petty Theft Report - occurred more than 5 minutes ago
Stolen Vehicle Recovery
Vandalism Report - occurred more than 5 minutes ago
Vehicle Accident Report
Abandoned Vehicle
Car Clout Report - occurred more than 5 minutes ago
Drunk Person
Suspicious Unoccupied Vehicle
Narcotic Activity Report
Meet Officer (Give Nature)
Meet Complainant (Give Nature)
Parking Violation
Found Property
All Units Broadcast
All Divisions Broadcast
All Zone Broadcast
Checking a Business

PRIORITY OF CALLS FOR SERVICE

Emergency:

1. Dire Emergency, officer requests cover
2. Homicide
3. Silent-Robbery Alarm

Priority 1:

1. Kidnap
2. Robbery-in progress or just occurred
3. Attempt Murder
4. Felony Assault - just occurred or suspect on scene
5. Shoot into Inhabited Dwelling-in progress or just occurred
6. Rape
7. Sex Crimes-in progress or just occurred
8. Disturbance-weapons
9. Felony Hit and Run-ambulance follow up
10. Mental Subject-violent
11. Vehicle Accident-ambulance follow up
12. Dead Body
13. Suspicious Person or Circumstance-weapon
14. Hold Prisoner-Felony - disturbance involved
15. Ambulance Request
16. Incomplete Telephone Call
17. Silent Alarm from a Residence
18. Bomb Threat, explosive device
19. Any Fire Alarm
20. Pursuit in Progress

Priority 2:

1. Child Neglect-immediate response
2. Arson-in progress
3. Burglary-in progress or silent alarm
4. Forgery-suspect on scene
5. Grand Theft-in progress
6. Stolen Vehicle-in progress or just occurred
7. Call Home or Give Emergency Number

Priority 3:

1. Misdemeanor Assault-just occurred or suspect on scene
2. Disturbance-all except noise-no violence
3. Brandishing-just occurred
4. Burglary-just occurred
5. Forgery-just occurred

Priority 3 (continued)

6. Misdemeanor Hit and Run-just occurred
7. Petty Theft
8. Grand Theft-just occurred
9. Possession of Stolen Property
10. Drunk Driver
11. Reckless Driver-hazard
12. Mental Subject
13. Vandalism-in progress or just occurred
14. Vehicle Accident
15. Traffic Congestion or Control
16. Prowler
17. Car Clout-in progress or just occurred
18. Indecent Exposure-In progress or just occurred
19. Suspicious Person or Circumstances
20. Narcotic Activity
21. Officer or Citizen Holding Prisoner
22. Suspicious Occupied Vehicle
23. Missing Person
24. Check Sick or Injured Person or Welfare
25. Check on Hazard

Priority 4:

1. Child Neglect-report
2. Other Sex Crimes
3. Keep the Peace
4. Felony Hit and Run-report
5. Vehicle Accident-report
6. Indecent Exposure-report
7. Suspicious Subject Stop
8. Suspect Stop
9. Traffic Stop

Priority 5:

1. Robbery-report
2. Misdemeanor or Felony Assault-report
3. Shoot into Inhabited Dwelling-report
4. Noise Disturbance
5. Brandishing-report
6. Burglary-report
7. Forgery-Evidence at scene
8. Misdemeanor Hit and Run-report
9. Grand Theft-report
10. Stolen Vehicle-recovery or report
11. Vandalism-report
12. Abandoned Vehicle
13. Car Clout-report
14. Drunk-wagon available
15. Come to Headquarters
16. Audible Alarm
17. Meet the Officer or Citizen

Priority 5 (continued)

18. Request Immediate Supervisor
19. Parked Vehicle in Violation Zone
20. Vehicle Blocking Driveway
21. Loop Tow
22. Transportation
23. Errand
24. Found Property
25. All Units/Division/Zone Broadcast
26. Car Wash
27. Directed Patrol
28. Operational Outline

CALLS FOR SERVICE
By Priority

	<u>P1</u>	<u>P2</u>	<u>P3</u>	<u>P4</u>	<u>P5</u>	<u>TOTAL</u>
1986						
1st Quarter	4,450	2,877	22,215	946	10,187	40,675
2nd Quarter	4,889	2,729	24,313	947	10,718	43,596
3rd Quarter	5,048	2,764	24,755	944	11,069	44,580
4th Quarter	<u>4,901</u>	<u>2,690</u>	<u>22,796</u>	<u>877</u>	<u>10,238</u>	<u>41,502</u>
TOTAL	19,288	11,060	94,079	3,714	42,212	170,353
1987						
1st Quarter	4,490	2,574	23,029	911	10,169	41,173
2nd Quarter	6,652	3,360	24,607	1,272	10,543	46,434
3rd Quarter	13,452	5,820	17,559	2,493	7,103	46,427
4th Quarter	<u>12,923</u>	<u>6,129</u>	<u>16,390</u>	<u>2,514</u>	<u>6,699</u>	<u>44,655</u>
TOTAL	37,517	17,883	81,585	7,190	34,514	178,689
1988						
1st Quarter	13,139	5,989	15,743	2,483	6,455	43,809

CODE 12 CALLS
By Priority

	<u>P1</u>	<u>P2</u>	<u>P3</u>	<u>P4</u>	<u>P5</u>
1986					
1st Quarter	952	418	5355	13	62
2nd Quarter	1107	450	6161	23	62
3rd Quarter	1185	534	6670	27	77
4th Quarter	954	346	5060	24	53
Total	4198	1748	23,246	87	254
1987					
1st Quarter	824	320	4777	22	48
2nd Quarter	1525	666	6708	43	69
3rd Quarter	1853	897	3554	61	97
4th Quarter	2351	1264	3742	53	64
Total	6553	3147	18,825	179	278
1988					
1st Quarter	2234	1159	3542	51	39

CLEARANCE RATES
Percentage of Crimes Cleared

	Part I Clearance Rate			Total Clearance Rate		
	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
1st Qtr	18%	21%	24%	27%	31%	39%
2nd Qtr	20%	22%		31%	33%	
3rd Qtr	20%	21%		29%	34%	
4th Qtr	20%	24%		30%	37%	
ANNUAL	20%	22%		29%	34%	

ARRESTS
Number of Arrests

	Part I Arrests			Total Arrests		
	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>
1st Qtr	1850	1892	2285	7301	7026	8967
2nd Qtr	1884	1844		7467	8123	
3rd Qtr	1694	1829		7777	8003	
4th Qtr	1769	2098		7351	8600	
ANNUAL	7197	7663		29,896	31,752	

RESPONSE TIME
By Priority

	<u>P1</u>	<u>P2</u>	<u>P3</u>	<u>P4</u>	<u>P5</u>
1986					
1st Quarter	8.1	9.9	12.5	32.1	36.6
2nd Quarter	8.2	9.5	12.7	34.4	36.4
3rd Quarter	8.5	9.6	12.5	36.3	36.5
4th Quarter	8.1	9.2	11.8	29.1	34.3
1987					
1st Quarter	8.4	9.3	12.4	37.4	38.7
2nd Quarter	9.1	11.3	13.6	43.3	43.6

3rd Quarter	9.8	13.7	16.5	45.2	45.1
4th Quarter	9.9	12.9	14.1	43.6	47.3
1988					
1st Quarter	10.5	13.0	14.2	40.1	45.9

SECTION V LAW ENFORCEMENT PERSONNEL

The Nation's law enforcement community employed an average of 2.1 full-time officers for every 1,000 inhabitants as of October 31, 1986. Considering full-time civilians, the overall law enforcement employee rate was 2.8 per 1,000 inhabitants according to 12,132 city, county, and state police agencies reporting in 1986. These agencies collectively offered law enforcement service to a population of nearly 225 million, employing 475,853 officers and 153,892 civilians.

Varying demographic and other jurisdictional characteristics greatly affect the requirements for law enforcement service from one locale to another. The needs of a community having a highly mobile or seasonal population, for example, may be very different from those of a city whose population is relatively stable. Similarly, a small community situated between two large cities may require a greater number of law enforcement personnel than a community of the same size which has no urban centers nearby.

The functions of law enforcement are also significantly diverse throughout the Nation. In certain areas, sheriffs' responsibilities are limited almost exclusively to civil

functions and/or the administration of the county jail facilities. Likewise, the responsibilities of state police and highway patrol agencies vary from one jurisdiction to another.

In view of these differing service requirements and responsibilities, care should be used when attempting any comparison of law enforcement employee rates. The rates presented in the following tables represent national averages; they should be viewed as guides or indicators, not as recommended or desirable police strengths. Adequate manpower for a specific locale can be determined only after careful study and analysis of the various conditions affecting service requirements in that jurisdiction.

City law enforcement employee averages in 1986 ranged from 2.1 per 1,000 inhabitants in those with population from 10,000 to 99,999 to 3.5 for those with populations of 250,000 or more. Rural and suburban counties average full-time law enforcement employee rates of 3.4 and 3.0 per 1,000 population, respectively.

Regionally, the highest law enforcement employee rate was in the Northeast with 2.9. Following were the South with 2.8, the Midwest with 2.5, and the West with 2.4.

Full-time Law Enforcement Employees¹, Rate per 1,000 Inhabitants, Region, October 31, 1986

	Total (9,253 cities; population 152,175,000)	Group I (60 cities, 250,000 and over; population 43,631,000)	Group II (122 cities, 100,000 to 249,999; population 17,806,000)	Group III (292 cities, 50,000 to 99,999; population 19,933,000)	Group IV (643 cities, 25,000 to 49,999; population 22,183,000)	Group V (1,612 cities, 10,000 to 24,999; population 25,237,000)	Group (6,524 ci- under 10 populat- 23,385,0
TOTAL: 9,253 cities; population 152,175,000; Average number of employees per 1,000 inhabitants.....	2.6	3.5	2.4	2.1	2.1	2.1	
Northeastern States: 2,380 cities; population 38,991,000; Average number of employees per 1,000 inhabitants.....	2.9	4.6	3.1	2.4	2.3	2.0	
Midwestern States: 2,496 cities; population 38,561,000; Average number of employees per 1,000 inhabitants.....	2.5	3.8	2.2	1.9	1.8	1.9	
Southern States: 3,146 cities; population 42,519,000; Average number of employees per 1,000 inhabitants.....	2.8	3.0	2.5	2.5	2.4	2.4	
Western States: 1,231 cities; population 32,104,000; Average number of employees per 1,000 inhabitants.....	2.4	2.7	2.0	1.9	2.0	2.1	

¹Includes civilians.

Sworn Personnel

Rates based solely on sworn law enforcement personnel (excluding civilians) showed the national average for all cities was 2.1 officers per 1,000 inhabitants. By population grouping, the lowest average rate (1.7) was for cities with populations of 10,000 to 99,999; cities 250,000 or more in population recorded the highest rate, 2.8. Suburban county law enforcement agencies averaged 2.0 officers per 1,000 population, while agencies in rural counties averaged 2.4.

Regionally, the highest rate of officers to population was recorded in the Northeastern States where there were 2.4 officers per 1,000 inhabitants. The Southern States averaged 2.2, the Midwestern States, 2.0, and the Western States with 1.7.

Nationally, as well as in city agencies, males comprised 93 percent of all sworn employees. Ninety percent of the

officers in suburban counties were males, while in rural counties they accounted for 94 percent.

Civilian Employees

Civilians made up 24 percent of the total United States law enforcement employee force in 1986. They represented 20 percent of the police employees in cities, 32 percent of those in suburban counties, and 31 percent of the rural law enforcement strength.

Law Enforcement Officers Killed and Assaulted

Sixty-six law enforcement officers were feloniously slain in the line of duty during 1986, 11 fewer lives lost than in 1985. The annual total was lower than for any year since 1968 when records show 64 officers were slain.

Extensive data on line-of-duty deaths and assaults on city, county, state, and Federal officers can be found in the Uniform Crime Reporting publication, *Law Enforcement Officers Killed and Assaulted*.

Full-time Law Enforcement Officers, Rate per 1,000 Inhabitants, Region, October 31, 1986

	Total (9,253 cities; population 152,175,000)	Group I (60 cities, 250,000 and over; population 43,631,000)	Group II (122 cities, 100,000 to 249,999; population 17,806,000)	Group III (292 cities, 50,000 to 99,999; population 19,933,000)	Group IV (643 cities, 25,000 to 49,999; population 22,183,000)	Group V (1,612 cities, 10,000 to 24,999; population 25,237,000)	Group VI (6,524 cities under 10,000; population 23,385,000)
TOTAL: 9,253 cities; population 152,175,000; Average number of officers per 1,000 inhabitants.....	2.1	2.8	1.8	1.7	1.7	1.7	2.2
Northeastern States: 2,380 cities; population 38,991,000; Average number of officers per 1,000 inhabitants.....	2.4	3.8	2.6	2.0	1.9	1.7	1.8
Midwestern States: 1,496 cities; population 38,561,000; Average number of officers per 1,000 inhabitants.....	2.0	3.2	1.7	1.6	1.4	1.5	2.0
Southern States: 3,146 cities; population 42,519,000; Average number of officers per 1,000 inhabitants.....	2.2	2.4	1.9	1.9	1.9	1.9	2.6
Western States: 1,231 cities; population 32,104,000; Average number of officers per 1,000 inhabitants.....	1.7	2.0	1.4	1.3	1.4	1.6	2.6