

1 [Establishing a Multidisciplinary Process for Determining Police Staffing]

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3 **Resolution establishing a Board of Supervisors policy that police staffing levels be**
4 **adjusted through a multidisciplinary process involving multiple departments and**
5 **community stakeholders and directing the Budget and Legislative Analyst to review**
6 **public policy best practices for evaluating police staffing levels.**

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8 WHEREAS, The San Francisco Police Department is charged with preserving the
9 public peace, preventing and detecting crime, and protecting the rights of persons and
10 properties by enforcing the laws of the United States, the State of California and the City and
11 County of San Francisco; and

12 WHEREAS, The San Francisco Police Department has 1,730 sworn active duty
13 officers down from 1,951 sworn active duty officers in May 2010; and

14 WHEREAS, The San Francisco Board of Supervisors approves the annual budget, that
15 sets the appropriation for the budget for the Police Department, which includes determining
16 the number and size of annual Police academy classes; and

17 WHEREAS, In 1994, the voters of San Francisco passed Proposition D, a Charter
18 amendment that established a police staffing level of not fewer than 1,971 full duty sworn
19 officers; and

20 WHEREAS, In 1994, the population of San Francisco was 742,316; and

21 WHEREAS, In 2014, the population of San Francisco was estimated to be 841,138,
22 which is an increase of 98,822 since 1994, or 13.3%; and

23 WHEREAS, Statistics from the California Department of Justice show that between
24 1994 and 2013, despite this increase in population, the overall number of crimes in San
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1 Francisco have decreased, with violent crimes decreasing by 34.8%, homicides decreasing by
2 47.2%, robberies decreasing by 36.6%, and property crimes decreasing by 5.3%; and

3 WHEREAS, In 2008, the Police Executive Research Forum (PERF) published a report
4 in which it developed a Vision Statement for the city’s Police Department and
5 recommendations to implement this Vision Statement, which included an emphasis on
6 community policing and problem-solving policing in the department’s approach to crime-
7 fighting; and

8 WHEREAS, The PERF report’s recommendations to achieve the goals of this vision
9 statement included a range of staffing levels for sworn personnel of between 1,839 and 2,254
10 officers, when San Francisco’s population was 798,680; and

11 WHEREAS, The PERF report states that “the target for patrol staffing should balance
12 the work that needs to be performed against the resources a jurisdiction has available for
13 patrol services;” and

14 WHEREAS, The PERF report’s upper limit recommendation of 2,254 officers was
15 intended to allow officers time for “heavy involvement . . . in community policing and problem
16 solving, especially during “prime time” community policing hours from 11:00 a.m. through 9:00
17 p.m. Monday through Thursday. These prime time hours allow officers to attend community
18 meetings, work with community organizations, meet with business people, and contact other
19 governmental agencies;” and

20 WHEREAS, San Francisco’s police staffing goals should reflect its current and future
21 needs, not the needs of the city from 20 years ago; and

22 WHEREAS, A report by the San Francisco Controller in 2015 found that from 2004 to
23 2014, the sworn police staffing per 100,000 residents in San Francisco has decreased by 13
24 percent; and

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1 WHEREAS, In a comparison with peer cities, San Francisco was found to have the
2 second highest total crime per 100,000 residents, trailing only Oakland, and also was found to
3 trail several jurisdictions, including Washington DC, Chicago, Philadelphia, Newark, and
4 Boston, in the ratio of sworn and civilian police staffing per 100,000 for both residents and
5 daytime population; and

6 WHEREAS, The Controller report found that San Francisco has 0.14 civilians for every
7 one sworn officer, which is less than half the national average for cities with populations over
8 350,000; and

9 WHEREAS, In a comparison with peer cities, San Francisco was found to have a
10 slightly lower number of high-priority calls for service per sworn office, and San Francisco's
11 violent crime rate falls in the middle of its peers and is only slightly above the national average
12 for cities with populations over 350,000; and

13 WHEREAS, San Francisco is a dynamic urban environment with evolving needs and a
14 growing population; and

15 WHEREAS, New neighborhoods have been built or are in the process of being built in
16 previously non-residential or low density areas, including but not limited to Treasure Island,
17 Candlestick Point, the Hunters Point Shipyard, and Visitacion Valley; and

18 WHEREAS, These new neighborhoods will require more city services, including police
19 patrols and response commensurate to those required by existing neighborhoods; and

20 WHEREAS, To rely on a static minimum staffing number disregards the changing
21 needs of an evolving urban environment; and

22 WHEREAS, The International Association of Chiefs of Police's "Patrol Staffing and
23 Deployment Study" state that "Ratios, such as officers-per-thousand population, are totally
24 inappropriate as a basis for staffing decisions Defining patrol staffing allocation and
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1 deployment requirements is a complex endeavor which requires consideration of an extensive
2 series of factors and a sizable body of reliable, current data;” and

3 WHEREAS, The Department of Justice’s Office of Community Oriented Policing
4 Services (COPS) and the Michigan State University School of Criminal Justice’s report “A
5 Performance-Based Approach to Police Staffing and Allocation” states that the disadvantages
6 of a per-capita approach to police staffing include “its failure to address how officers spend
7 their time, the quality of their efforts, and community conditions, needs, and expectations.
8 Given these disadvantages and others, experts strongly advise against using population rates
9 for determining police-staffing needs;” and

10 WHEREAS, The International City/County Management Association created a “Patrol
11 Workload & Deployment Analysis System” to help policy makers make police staffing
12 decisions based on multiple variables including workload, administrative tasks, and the size
13 and number of patrol beats; and

14 WHEREAS, The University of North Texas Department of Criminal Justice developed a
15 “Model for the Allocation of Patrol Personnel” that uses 35 input values to determine the
16 number of patrol officers needed to accomplish six performance objectives:

- 17 - Answering calls for service;
- 18 - Meeting response time goals;
- 19 - Optimizing visibility in the community;
- 20 - Having a patrol unit available to immediately respond to an emergency;
- 21 - Providing officers ample time to perform self-initiated activities;
- 22 - Allowing officers sufficient time to perform administrative activities; now,
23 therefore, be it

24 RESOLVED, That the Board of Supervisors finds that a police staffing policy goal
25 should be based on a multidisciplinary process involving multiple departments and community

1 stakeholders, informed by multiple factors, including current population and need, projected
2 city and population growth, crime statistics, police workload and response time, community
3 policing needs and practices—including practices that legitimize police officers in the eyes of
4 the community—and balanced by budgetary constraints and the needs of other vital City
5 services; and, be it

6 FURTHER RESOLVED, That the Board of Supervisors directs the Budget and
7 Legislative Analyst to review public policy best practices for evaluating police staffing levels.

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