

BOARD of SUPERVISORS



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## MEMORANDUM

TO: Carol Isen, Director, Department of Human Resources  
William Scott, Police Chief  
Stacy Youngblood, Police Commission

FROM: John Carroll, Assistant Clerk, Public Safety and Neighborhood Services  
Committee, Board of Supervisors

DATE: January 27, 2023

SUBJECT: LEGISLATION INTRODUCED

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The Board of Supervisors' Public Safety and Neighborhood Services Committee has received the following proposed legislation, introduced by Supervisor Dorsey on January 24, 2023:

**File No. 230070**

**Resolution urging the Department of Human Resources to explore ways to adopt a policy to automatically match top police recruitment bonuses offered by law enforcement agencies in Northern California that compete for new and laterally hired police officers; urging the Police Commission to develop a sworn staffing plan to achieve within 48 months recommended full-duty police staffing levels; and urging continued improved efficiencies in the recruitment and hiring of prospective San Francisco Police Department officers.**

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

C:  
Office of Incoming Chair Stefani  
Office of Supervisor Dorsey  
Mawuli Tugbenyoh, Department of Human Resources  
Lisa Ortiz, Police Department  
Lili Gamero, Police Department  
Rima Malouf, Police Department  
Diana Oliva-Aroche, Police Department

1 [Urging the Department of Human Resources to Enhance the Competitiveness of Police  
2 Recruitment Bonuses and the Police Commission to Develop a Full-Duty Staffing Plan]

3 **Resolution urging the Department of Human Resources to explore ways to adopt a**  
4 **policy to automatically match top police recruitment bonuses offered by law**  
5 **enforcement agencies in Northern California that compete for new and laterally hired**  
6 **police officers; urging the Police Commission to develop a sworn staffing plan to**  
7 **achieve within 48 months recommended full-duty police staffing levels; and urging**  
8 **continued improved efficiencies in the recruitment and hiring of prospective San**  
9 **Francisco Police Department officers.**

10  
11 WHEREAS, Despite considerable efforts in recent years to remedy San Francisco’s  
12 shortage in police staffing, the San Francisco Police Department (SFPD) continues to face a  
13 worsening understaffing crisis, with the most recent count of 1,537 full-duty SFPD officers now  
14 significantly short of the current recommended overall sworn staffing level of 2,182; and

15 WHEREAS, According to SFPD’s latest budget presentation to the Police Commission,  
16 the total number of sworn SFPD officers now eligible for retirement is 478 far outpacing the  
17 combined total of new recruits or lateral transfers hired from outside law enforcement  
18 agencies to pass SFPD field training, which over the last two calendar years has not  
19 exceeded 21 police officers annually; and

20 WHEREAS, San Francisco’s current police staffing is at an historically unprecedented  
21 low in modern times, with full-duty sworn staffing numbers now significantly below the  
22 previous low point of 1,657 full-duty officers, which was reached in 2014; and

23 WHEREAS, Police staffing shortages are not unique to San Francisco and reflect  
24 increasingly dire national and statewide trends, with a National Public Radio report last week  
25 attributing “to staffing shortages” why longer police response times are being observed in data

1 collected in a survey of 15 cities, including San Francisco; and a recent Los Angeles Times  
2 report describing the police staffing crisis in some Northern California jurisdictions as  
3 “catastrophic”; and

4 WHEREAS, Well-intended efforts in recent years by the Board of Supervisors, Mayor,  
5 San Francisco Police Commission, and voters to remedy chronic police understaffing in our  
6 City have thus far continued to fall short in adequately incentivizing interest from sufficient  
7 numbers of prospective new recruits or lateral transfers from competing law enforcement  
8 agencies to meet San Francisco’s urgent demand for more police officers; and

9 WHEREAS, The most recent of these efforts was Proposition E, a Police Staffing  
10 Charter Amendment in the November 3, 2020, Consolidated General Election, which by 71%  
11 of San Francisco voters approved based on its promise to “remove the outdated mandatory  
12 minimum police staffing requirement, and establish a regular process to set police staffing  
13 levels based on data and the needs of our communities”; and

14 WHEREAS, The 2020 Charter Amendment represented the culmination of a long and  
15 participatory process that began with a 2016 policy analysis by the Board of Supervisors’  
16 Budget and Legislative Analyst, which concluded that the methodology for SFPD’s staffing  
17 “should be based on a workload-based assessment that accounts for department-specific  
18 conditions, as well as a comprehensive examination of historical workload data”; and

19 WHEREAS, In March 2017, the Board of Supervisors passed without opposition  
20 Resolution No. 63-17, “Urging the San Francisco Police Commission to Convene a Task  
21 Force on Strategic Police Staffing,” entreating the San Francisco Police Commission to  
22 develop a broadly representative Task Force on Strategic Police Staffing to “implement a  
23 comprehensive, multi-disciplinary approach to determining staffing levels based on different  
24 factors, including studies on calls for service, crime data, officer workload, how deployment is  
25 determined, retirees, injuries, demographics, language needs, and population size”; and

1           WHEREAS, In May 2018, the City Controller’s Office’s City Performance Unit  
2 conducted research into public safety industry best practices, which included interviews with  
3 police staffing experts and a review of applicable literature, and concurred that an appropriate  
4 framework for police staffing should be based on workload targets, with a “rough guideline”  
5 being one-third of officers’ time “spent on calls for service,” one-third of officers’ time “for  
6 officer-initiated and administrative tasks,” and one-third of officers’ time devoted to  
7 “uncommitted patrol time for community policing” and

8           WHEREAS, In early 2019, the San Francisco Police Department engaged Matrix  
9 Consulting Group, Ltd. (“Matrix”) to conduct an independent and comprehensive staffing  
10 analysis of SFPD, relying on Matrix’s expertise in having conducted more than 350 such  
11 studies for law enforcement agencies in the United States and Canada; and

12           WHEREAS, In March 2020, Matrix released its 293-page report following an  
13 exhaustive fact-finding and analytical endeavor that included: (1) on-site interviews “with  
14 SFPD leadership, managers in each departmental functional area, many unit supervisors and  
15 line staff throughout the Department”; (2) “specific input from the San Francisco Police  
16 Officers’ Association”; (3) input and feedback from meetings held with “[then-Board President  
17 Norman] Yee, the City Controller’s Office, the District Attorney’s Office and others”; (4) “data  
18 collection and analysis across every service area in order to understand workloads, staff  
19 availability, and staffing needs”; and (5) an “iterative and interactive process” in which Matrix  
20 “reviewed findings at several levels within the department and city, including the Police  
21 Commission, an internal steering committee within SFPD as well as the executive team,  
22 Supervisor Yee, representatives from the Mayor’s Office, and the Staffing Task Force, which  
23 is comprised of representatives from the Controller’s Office and community members”; and

24           WHEREAS, Matrix concluded in its March 2020 report that its independently  
25 recommended minimum sworn staffing level for SFPD was 2,176 officers; and that the 2021

1 update required under the 2020 Proposition E Police Staffing Charter Amendment was a  
2 modest upward revision to 2,182 officers; and

3 WHEREAS, Notwithstanding the enormous amount of work done by City leaders,  
4 police commissioners, SFPD members and contractors in recent years to address our City's  
5 worsening crisis in police understaffing, SFPD's sworn staffing levels have failed even to  
6 move in the right direction toward the recommended 2,182-officer minimum; and

7 WHEREAS, Even against the backdrop of widely reported national trends in police  
8 staffing shortages, San Francisco is being out-competed by multiple law enforcement  
9 agencies in Northern California with hiring bonuses and other incentives for new recruits and  
10 lateral transfers, according to data provided recently to the Board of Supervisors, and that  
11 representative examples of agencies that currently surpass SFPD's \$5,000 lateral signing  
12 bonus program include the following:

- 13 • A \$40,000 structured bonus for lateral transfers to the Redding Police  
14 Department;
- 15 • A \$30,000 signing bonus for lateral transfers to the Alameda Police Department;
- 16 • A \$30,000 structured bonus for lateral transfers to the Dixon Police Department;
- 17 • A \$30,000 signing bonus for lateral transfers to the San Mateo Police  
18 Department;
- 19 • A \$20,000 signing bonus for lateral transfers and \$10,000 signing bonuses for  
20 new recruits and academy graduates to the Hayward Police Department;
- 21 • A \$20,000 signing bonus for academy graduates and lateral transfers to the  
22 Vacaville Police Department;
- 23 • A \$15,000 signing bonus for academy graduates and lateral transfers to the  
24 BART Police Department; and

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- 1           • A \$10,000 signing bonus for new recruits and lateral transfers to the Daly City  
2           Police Department, among others; and

3           WHEREAS, Although recruitment bonuses and salaries are only one factor in decisions  
4           that law enforcement professionals and their families make in choosing a jurisdiction to pursue  
5           their careers, they are a factor that San Francisco should not yield to law enforcement  
6           agencies in competing jurisdictions; and

7           WHEREAS, Chronic understaffing in SFPD creates needlessly expensive and wasteful  
8           inefficiencies, with budgetary savings that derive from vacant police officer positions more  
9           than offset by mounting needs for overtime pay to address operational staffing shortages and  
10          myriad unforeseen public safety imperatives; and

11          WHEREAS, Public opinion polling of San Franciscans by EMC Research between  
12          April 27 and May 3, 2022, for the San Francisco Chamber of Commerce’s annual Dignity  
13          Health CityBeat Poll identified an overwhelming public demand for City leaders to prioritize  
14          police staffing in ways that included: 80% support for “increasing the number of police officers  
15          on the street in high crime areas”; 75% support for “increasing the number of police officers on  
16          the street in busy areas”; and 77% support for “Expanding community-based police work in  
17          neighborhoods”; and

18          WHEREAS, San Francisco’s City Charter provides that the Mayor, through the Human  
19          Resources Director, is responsible for management and administration of all labor relations of  
20          the City, including bargaining with employees through their recognized employee  
21          organizations regarding salaries, working conditions, benefits and other terms and conditions  
22          of employment, which would include establishing bonus matching provisions for police  
23          recruitment; and

1           WHEREAS, DHR and the San Francisco Police Department have in recent months  
2 reformed processes and generally improved efficiencies in the recruitment and hiring of police  
3 officers in San Francisco; now, therefore, be it

4           RESOLVED, That the Board of Supervisors urges DHR to explore ways to adopt a  
5 policy to automatically match top police recruitment bonuses offered by law enforcement  
6 agencies in Northern California that compete for new and laterally hired police officers; and,  
7 be it

8           FURTHER RESOLVED, That the Board of Supervisors urges the San Francisco Police  
9 Commission, in coordination with SFPD, to develop a plan for achieving within 48 months the  
10 recommended full-duty police staffing level contemplated in 2020's Proposition E, and to  
11 report back to the Board of Supervisors in time for citywide elections in 2024 if a revised  
12 Charter Amendment is necessary to timely achieve recommended staffing levels; and, be it

13           FURTHER RESOLVED, That the Board of Supervisors urges DHR, SFPD, and the  
14 San Francisco Police Commission to continue collaborative efforts to improve efficiencies in  
15 recruiting and hiring prospective police officers in the City and County of San Francisco.

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Resource Addendum for Resolution Urging the Department of Human Resources to Enhance the Competitiveness of Police Recruitment Bonuses and the Police Commission to Develop a Full-Duty Staffing Plan

- <sup>1</sup> SFPD FY24 & FY25 Budget, Part One – Budget Process & Priorities, San Francisco Police Department, Jan. 18, 2023, page 11, [https://sf.gov/sites/default/files/2023-01/PoliceCommission11823-FY24%20Budget%201st%20Presentation%20F\\_Final.pdf](https://sf.gov/sites/default/files/2023-01/PoliceCommission11823-FY24%20Budget%201st%20Presentation%20F_Final.pdf) (accessed Jan. 19, 2023)
- <sup>2</sup> “Why data from 15 cities shows police response times are taking longer” by Martin Kaste, NPR, Jan. 17, 2023, <https://www.npr.org/2023/01/17/1149455678/why-data-from-15-cities-show-police-response-times-are-taking-longer> (accessed Jan. 17, 2023)
- <sup>3</sup> Source: “‘Catastrophic staffing shortage’: Northern California sheriff to suspend daytime patrols” by Brittny Mejia and Connor Sheets, Los Angeles Times, Nov. 15, 2022, <https://www.latimes.com/california/story/2022-11-15/northern-california-sheriffs-office-will-suspend-daytime-patrols-due-to-catastrophic-staffing-shortage> (accessed Jan. 15, 2023)
- <sup>4</sup> City and County of San Francisco Department of Elections, Voter Information Pamphlet & Sample Ballot, November 3, 2020, Consolidated General Election, Proponent’s Argument in Favor of Proposition E, page 78, [https://webbie1.sfpl.org/multimedia/pdf/elections/November3\\_2020.pdf](https://webbie1.sfpl.org/multimedia/pdf/elections/November3_2020.pdf) (accessed Jan. 15, 2023)
- <sup>5</sup> Budget and Legislative Analyst’s Office, “Policy Analysis Report: Best Practices Related to Police Staffing and Funding Levels,” Jan. 26, 2016, page 20, <https://sfbos.org/sites/default/files/FileCenter/Documents/54867-012616%20Police%20Staffing%20Methodology.pdf> (accessed Jan. 16, 2023)
- <sup>6</sup> “SFPD Car Sector Patrol Staffing Analysis” by Corina Monzón and Celeste Berg, Office of the Controller, City Performance Unit, May 8, 2018, page 19, <https://openbook.sfgov.org/webreports/details3.aspx?id=2573> (accessed on Jan. 16, 2023)
- <sup>7</sup> Matrix Consulting Group, “Report on the Police Department; Staffing Analysis San Francisco, CA,” March 4, 2020, <https://www.sanfranciscopolice.org/sites/default/files/2021-02/SFPDStaffingStudyReport20210304.pdf> (accessed on Jan. 17, 2023)
- <sup>8</sup> “Staffing shortages cause for concern among law enforcement agencies nationwide” by Omar Villafranca, CBS News, Nov. 26, 2022, <https://www.cbsnews.com/news/police-officer-staffing-shortages-law-enforcement-agencies-nationwide> (accessed Jan. 19, 2023)
- <sup>9</sup> Response to Request for Information from the San Francisco Board of Supervisors, SFPD, June 3, 2022, <https://acrobat.adobe.com/link/review?uri=urn:aaid:scds:US:20df832b-2346-306a-8ff8-9ad11a06c10e>.



Resource Addendum for Resolution Urging the Department of Human Resources to Enhance the Competitiveness of Police Recruitment Bonuses and the Police Commission to Develop a Full-Duty Staffing Plan

<sup>10</sup> 2022 Dignity Health CityBeat Poll, San Francisco Chamber of Commerce, May 16, 2022, <https://sfchamber.com/2022-dignity-health-citybeat-poll-results/> (accessed Jan. 16, 2023)

## Introduction Form

*(by a Member of the Board of Supervisors or the Mayor)*



I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- 2. Request for next printed agenda (For Adoption Without Committee Reference)  
*(Routine, non-controversial and/or commendatory matters only)*
- 3. Request for Hearing on a subject matter at Committee
- 4. Request for Letter beginning with "Supervisor  inquires..."
- 5. City Attorney Request
- 6. Call File No.  from Committee.
- 7. Budget and Legislative Analyst Request (attached written Motion)
- 8. Substitute Legislation File No.
- 9. Reactivate File No.
- 10. Topic submitted for Mayoral Appearance before the Board on

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- Small Business Commission       Youth Commission       Ethics Commission
- Planning Commission       Building Inspection Commission       Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- Yes       No

*(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)*

Sponsor(s):

Subject:

Long Title or text listed:

Signature of Sponsoring Supervisor: