

File No. 230070

Committee Item No. 4

Board Item No. 28

# COMMITTEE/BOARD OF SUPERVISORS

## AGENDA PACKET CONTENTS LIST

Committee: Public Safety and Ngbh Services

Date: June 8, 2023

Board of Supervisors Meeting:

Date: June 27, 2023

### Cmte Board

- Motion
- Resolution – VERSION 3
- Ordinance
- Legislative Digest
- Budget and Legislative Analyst Report
- Youth Commission Report
- Introduction Form
- Department/Agency Cover Letter and/or Report
- MOU
- Grant Information Form
- Grant Budget
- Subcontract Budget
- Contract / DRAFT Mills Act Agreement
- Form 126 – Ethics Commission
- Award Letter
- Application
- Public Correspondence

### OTHER

- Resolution Endnotes from D6
- Referral FYI – January 27, 2023
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Prepared by: John Carroll

Date: June 1, 2023

Prepared by: John Carroll

Date: June 21, 2023

Prepared by: \_\_\_\_\_

Date: \_\_\_\_\_

1 [Urging the Department of Human Resources to Enhance the Competitiveness of Police and  
2 Sheriff's Department Recruitment Bonuses and the Police Commission and Sheriff's  
3 Department Oversight Board to Develop Full-Duty Staffing Plans]

4 **Resolution urging the San Francisco Department of Human Resources to explore ways**  
5 **to adopt policies to match top recruitment bonuses offered by law enforcement**  
6 **agencies in Northern California that compete for new and laterally hired police officers**  
7 **and sheriff deputies; urging the Police Commission and Sheriff's Department Oversight**  
8 **Board to develop sworn staffing plans to achieve recommended full-duty police and**  
9 **sheriff staffing levels; and urging continued improved efficiencies in the recruitment**  
10 **and hiring of prospective San Francisco Police Department officers and San Francisco**  
11 **Sheriff's Department Deputies.**

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

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

22 WHEREAS, San Francisco's current police staffing is at an historically unprecedented  
23 low in modern times, with full-duty sworn staffing numbers now significantly below the  
24 previous low point of 1,657 full-duty officers, which was reached in 2014; and  
25

1           WHEREAS, Police staffing shortages are not unique to San Francisco and reflect  
2 increasingly dire national and statewide trends, with a National Public Radio report last week  
3 attributing “to staffing shortages” why longer police response times are being observed in data  
4 collected in a survey of 15 cities, including San Francisco; and a recent Los Angeles Times  
5 report describing the police staffing crisis in some Northern California jurisdictions as  
6 “catastrophic”; and

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

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

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

22           WHEREAS, In March 2017, the Board of Supervisors passed without opposition  
23 Resolution No. 63-17, “Urging the San Francisco Police Commission to Convene a Task  
24 Force on Strategic Police Staffing,” entreating the San Francisco Police Commission to  
25 develop a broadly representative Task Force on Strategic Police Staffing to “implement a

1 comprehensive, multi-disciplinary approach to determining staffing levels based on different  
2 factors, including studies on calls for service, crime data, officer workload, how deployment is  
3 determined, retirees, injuries, demographics, language needs, and population size;” and

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

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

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

25

1 Supervisor Yee, representatives from the Mayor’s Office, and the Staffing Task Force, which  
2 is comprised of representatives from the Controller’s Office and community members;” and

3 WHEREAS, Matrix concluded in its March 2020 report that its independently  
4 recommended minimum sworn staffing level for SFPD was 2,176 officers; and that the 2021  
5 update required under the 2020 Proposition E Police Staffing Charter Amendment was a  
6 modest upward revision to 2,182 officers; and

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

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

- 17 • A \$40,000 structured bonus for lateral transfers to the Redding Police  
18 Department;
- 19 • A \$30,000 signing bonus for lateral transfers to the Alameda Police Department;
- 20 • A \$30,000 structured bonus for lateral transfers to the Dixon Police Department;
- 21 • A \$30,000 signing bonus for lateral transfers to the San Mateo Police  
22 Department;
- 23 • A \$20,000 signing bonus for lateral transfers and \$10,000 signing bonuses for  
24 new recruits and academy graduates to the Hayward Police Department;
- 25

- 1 • A \$20,000 signing bonus for academy graduates and lateral transfers to the  
2 Vacaville Police Department;
- 3 • A \$15,000 signing bonus for academy graduates and lateral transfers to the  
4 BART Police Department; and
- 5 • A \$10,000 signing bonus for new recruits and lateral transfers to the Daly City  
6 Police Department, among others; and

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

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

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

22 WHEREAS, San Francisco’s City Charter provides that the Mayor, through the Human  
23 Resources Director, is responsible for management and administration of all labor relations of  
24 the City, including bargaining with employees through their recognized employee  
25 organizations regarding salaries, working conditions, benefits and other terms and conditions

1 of employment, which would include establishing bonus matching provisions for police  
2 recruitment; and

3 WHEREAS, DHR and the San Francisco Police Department have in recent months  
4 reformed processes and generally improved efficiencies in the recruitment and hiring of police  
5 officers in San Francisco; and

6 WHEREAS, The San Francisco Sheriff's Department (Sheriff) of the City and County of  
7 San Francisco (City) provides for safe, secure, humane, and constitutional detention of  
8 persons arrested or under court order, operates county jail facilities, including in-custody and  
9 post-release educational, vocational and transitional programs, and operates alternative  
10 sentencing for in-custody and out-of-custody community programs; and

11 WHEREAS, When functions are mandated, the department must perform those duties,  
12 even if it requires staff to work overtime; and

13 WHEREAS, Not doing so could present a risk to public safety and cause the  
14 department not to comply with local or state law; and

15 WHEREAS, The Sheriff had a salary budget of \$138 million for 1,000.53 full-time  
16 equivalent (FTE) authorized positions in fiscal year 2017-18; and

17 WHEREAS, On June 30, 2018, the department had 848 sworn employees and 192  
18 civilian employees, for a total of 1,040 employees, some of whom are part-time; and

19 WHEREAS, From fiscal year 2014-15 to 2017-18, the Sheriff's total work hours  
20 increased by 13 percent (141 FTEs worth of work); and

21 WHEREAS, The Sheriff may be insufficiently staffed based on its established post  
22 assignments; although the department has almost enough supervisors, it needs 76 and  
23 has 73; it is significantly short of deputies based on its established post assignments; and

24  
25

1           WHEREAS, The Sheriff needs 761 deputies to fill post assignments in the Field  
2 Operations Division, Custody Operations Division, and Community Programs unit, but has  
3 only 585; and

4           WHEREAS, Both the Sheriff's electronic monitoring program and law enforcement and  
5 security work for Public Health now require more resources due to recent changes beyond the  
6 Sheriff's control; and

7           WHEREAS, The workload of the Sheriff's electronic monitoring program has grown  
8 drastically since 2018; staffing for this function has remained relatively static, putting at risk  
9 the Sheriff's ability to adequately monitor the program; and

10          WHEREAS, Since fiscal year 2014-15 the average monthly number of new enrollments  
11 in the electronic monitoring program has increased 355 percent, the average daily number of  
12 participants monitored has increased 274 percent, and the average number of participants  
13 who have violated the terms of their electronic monitoring agreements has increased 2,382  
14 percent; and

15          WHEREAS, When overtime is used to address temporary and unpredictable  
16 fluctuations in the supply of staff, such as when employees are sick, the overtime costs less  
17 than hiring and training additional full-time staff, partly because overtime brings no additional  
18 costs to the City for health and retirement benefits; and

19          WHEREAS, Some of the Sheriff's sworn employees work excessive hours, potentially  
20 resulting in employee fatigue; and

21          WHEREAS, Several studies have found that long work hours increase sworn employee  
22 fatigue, and fatigue can have detrimental effects on employee health, safety, and  
23 performance; now, therefore, be it



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

5           FURTHER RESOLVED, That the Board of Supervisors urges the San Francisco Police  
6 Commission and the Sheriff’s Department Oversight Board, in coordination with SFPD and  
7 SFSD, respectively, to develop plans for achieving recommended full-duty police and deputy  
8 staffing levels, and to report back to the Board of Supervisors in time for citywide elections  
9 in 2024 if a revised Charter Amendment is necessary to timely achieve recommended staffing  
10 levels; and, be it

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

15           FURTHER RESOLVED, That the Board of Supervisors urges DHR, SFSD, and the  
16 Sheriff’s Department Oversight Board to continue collaborative efforts to improve efficiencies  
17 in recruiting and hiring prospective sheriff deputies 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)

BOARD of SUPERVISORS



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San Francisco 94102-4689  
Tel. No. (415) 554-5184  
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TDD/TTY No. (415) 554-5227

## 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**

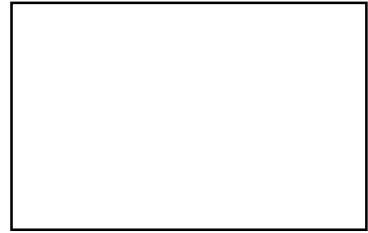
**Resolution urging the Department of Human Resources to explore ways to adopt a policy to automatically match top police recruitment bonuses offered by law enforcement agencies in Northern California that compete for new and laterally hired police officers; urging the Police Commission to develop a 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

## 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: