File No. 230865 **Committee Item No.** 1
Board Item No. 3

COMMITTEE/BOARD OF SUPERVISORS

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Committee: Budget and Finance Committee **Date** October 11, 2023
Board of Supervisors Meeting **Date** October 24, 2023

Cmte Board

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Completed by: Brent Jalipa **Date** September 28, 2023
Completed by: Brent Jalipa **Date** October 12, 2023

AMENDED IN COMMITTEE
FILE NO. 230865 10/11/2023 ORDINANCE NO.

RO#24007
SA# 38-07

[Amendment of the Salary Ordinance for the Police Department – Fiscal Years 2023-2024 and 2024-2025]

Ordinance amending Ordinance No. 145-23 (Salary Ordinance Fiscal Years 2023-2024 and 2024-2025) to reflect the deletion of ~~4~~ 2 positions (~~4.00~~ 2.00 FTE) in Fiscal Year 2023-2024 and the addition of ~~7.69~~ 4.00 positions (~~7.69~~ 4.00 FTE) in Fiscal Year 2023-2024 in the Police Department.

Note: Additions are *single-underlined italics Times New Roman*;
deletions are *~~strikethrough italics Times New Roman.~~*
Board amendment additions are double underlined.
Board amendment deletions are ~~strikethrough normal.~~

Be it ordained by the People of the City and County of San Francisco:

Section 1. The hereinafter designated section and item of Ordinance No.145-23 (Salary Ordinance Fiscal Years 2023-2024 and 2024-2025) in Fiscal Year 2023-2024 is hereby amended as follows:

Police Department

Department ID:	232086 (POL Admin)
Fund ID:	10000 (GF Annual Account Ctrl Fund)
Project/Activity ID:	10001893-0001 (PC Operational Support Dept)
Authority ID:	10000 (Operating)

Amendment # of FTE	Class and Item No	Compensation Schedule
~~*Delete (1.00)*~~	~~*0395 Assistant Chief of Police*~~	~~*$13,612 B $13,612*~~
~~*Delete (3.00)*~~	~~*0490 – Commander III*~~	~~*$10,685 B $10,685*~~
~~*Delete (1.00)*~~	~~*0490 Commander III*~~	~~*$10,685 B $10,685*~~
~~*Subtotal (4.00)*~~		
Subtotal (2.00)		

Police Department

Department ID: 232091 (POL-FOB-Field Operations)

Fund ID: 10000 (GF Annual Account Ctrl Fund)

Project/Activity ID: 10001911-0002 (PC Field Operations)

Authority ID: 10000 (Operating)

Amendment # of FTE	Class and Item No	Compensation Schedule
~~*Addition 7.69*~~	~~*Q004 – Police Officer III*~~	~~*$4,567 B $5,820*~~
Addition 4.00	*Q004 – Police Officer III*	*$4,567 B $5,820*
~~*Subtotal 7.69*~~		
Subtotal 4.00		

~~*Total Police Department Fiscal Year 2023-2024* 3.69~~

Total Police Department Fiscal Year 2023-2024 2.00

Section 2. The department may retain incumbents in impacted positions, but only until such time as the count of appointments in the impacted class equals authorized position authority for that class.

APPROVED AS TO CLASSIFICATION
DEPARTMENT OF HUMAN RESOURCES

By: /s/
CAROL ISEN
Human Resources Director

APPROVED AS TO FORM
DAVID CHIU, City Attorney

By: /s/
JON GIVNER
Deputy City Attorney

Item 1 **File 23-0865** *(Continued from 10/4/23 meeting)*	**Department:** Police Department (POL)

EXECUTIVE SUMMARY

Legislative Objectives

- The proposed ordinance would delete one 0395 Assistant Chief position and three 0490 Commander positions and add 7.69 FTE Q004 Police Officer positions, all within the General Fund.

Key Points

- The Police Department has two Assistant Chief positions which oversee operations and the administrative functions of the department. The Assistant Chief of Operations oversees 2,608 authorized full-time equivalent positions (FTEs) and the Assistant Chief of Staff oversees 389.50 FTEs. In general, each Bureau under the Assistant Chiefs is overseen by a Deputy Chief. Within each Bureau, divisions are overseen by a Commander, Captain, or a civilian Director.
- According to the Police Department, deleting a filled position would result in a demotion for the person currently in that position to a lower-ranked civil service sworn position, which is the rank of Captain.

Fiscal Impact

- The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits. Deleting command positions and replacing them with Police Officer positions would reduce the City's pension liability over time by $2.5 million to $4 million per person.

Policy Consideration

- The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.
- Rather than deleting command positions, the Board may wish to consider replacing them with civilian positions instead, which are less expensive and may be more appropriate to oversee administrative functions.
- We benchmarked San Francisco's Police command staffing against publicly available information from other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. When considering the top five ranks compared to total sworn staff, San Francisco's ratio is 2.0 percent and benchmark average is 2.3 percent, however the survey data is incomplete.

Recommendation

- Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

MANDATE STATEMENT

Administrative Code Section 2.1-1 states that the Board of Supervisors shall determine the maximum number of each class of employment in each of the various departments and offices of the City and County, and shall fix rates and schedules of compensation.

BACKGROUND

Organizational Structure

The Police Department is organized into three main organizational functions: (1) Office of the Chief of Police, (2) Office of the Chief of Staff, and (3) Operations. The Office of the Chief of Police oversees the entire department and provides the executive level decision making of the agency including employee discipline and policy within the authority of the Chief of Police. The Chief of Staff oversees the (a) Administration Bureau, (b) Risk Management Division, (c) Strategic Communications Division, (d) Policy Development Division, and (e) Policy and Public Affairs. Operations is comprised of four bureaus: (a) Field Operations, (b) Special Operations, (c) Investigations and (d) Airport. Separately, Strategic Management Bureau oversees the (a) Fiscal Division, (b) Technology Division, and (c) Professional Standards Division, which is responsible for reform implementation and sustainability, data analytics, and department-wide audits.

Exhibit 1 below summarizes the programs within each bureau.

Exhibit 1: Police Bureaus and Divisions

Bureau	Programs	Positions
Office of the Chief of Police	**Administration, Constitutional Policing**	**X**
Operations		**2608**
Operations Headquarters	Administration and Oversight of Four Operation Bureaus, Crime Strategies, and Community Engagement Division	X
Airport	Administration, Patrol, Traffic	477
Field Operations	District stations, Patrol, Community Engagement, Healthy Streets Operations, Drug Market Coordination, Permits	1,510
Investigations	Crime Lab & Forensics, Investigations of General Crimes, Specialized Functions (including homicides, robbery, community violence reduction, hate crimes, sexual assaults, crimes against children, and dignitary protection)	393
Special Operations	Traffic, MTA, Tactical, Urban Area Security Initiative, Homeland Security and traffic fatalities and injury collision investigation	228
Strategic Management	**Fiscal Unit, Information Technology, Business Analysis (data analytics), and Professional Standards (collaborative reform initiative, and audits)**	**76**
Chief of Staff		**389.50**
Chief of Staff	Risk Management, Policy & Public Affairs (including community violence reduction initiative, the administration of the CalVIP grant), Strategic Communications, Labor Relations, Policy Development	X
Administration	Administration, Academy/Training, Crime Information, Staff Services, Facilities, Fleet, Staffing & Deployment, Recruitment, Retention, and Hiring.	X

Source: BLA Review of Police Organizational Charts

Note: Fields with "X" could not be confirmed by the Police Department at the time that this report was published.

The Police Department has two Assistant Chief positions which oversee operations and the administrative functions of the department. The Assistant Chief of Operations oversees 2,608 authorized full-time equivalent positions (FTEs) and the Assistant Chief of Staff oversees 389.50 FTEs. The Strategic Management Bureau has 76 FTEs.

In general, each Bureau under the Assistant Chiefs is overseen by a Deputy Chief. The Strategic Management Bureau is overseen by a 0954 Deputy Director IV, a civilian position, who reports to the Chief of Police. Within each Bureau, divisions are overseen by a Commander, Captain, or a civilian Director.

An organizational chart of the Police Department is included in Appendix A to this report.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would delete one 0395 Assistant Chief position and three 0490 Commander positions and add 7.69 FTE Q004 Police Officer positions, all within the General Fund.

Command Staffing

Exhibit 2 below summarizes the impact of the proposed deletion of command staff positions. Two Commanders funded by the Airport and the Municipal Transportation Agency are not shown.

Exhibit 2: Deletion of Command Staff Positions

Position	Filled
Assistant Chief of Staff	Yes
Assistant Chief of Operations	Yes
Commander Administration	Yes
Commander Risk Management	Yes
Commander Metro Division	Yes
Commander Golden Gate Division	Yes
Commander Investigations	Yes
Commander Community Engagement	Yes

Source: BLA Analysis of financial data and Police Department Organizational Chart

Based on the current positions authorized in the General Fund, the proposed ordinance would require deleting either the Assistant Chief of Staff or the Assistant Chief of Operations position. According to the Police Department, the Commander that was overseeing the Community Engagement Division is assigned to the Mid City Field Operations Division, created in May 2023 (discussed below).

According to the Police Department, deleting a filled position would result in a demotion for the person currently in that position to a lower-ranked civil service sworn position, which is the rank

of Captain.[1] Demotions of command staff could also impact the least senior Captains by forcing their demotion to Lieutenant. This could result in reassignments for District Station Captains or Captains assigned to other units.

Police Officer Staffing

As noted above, the proposed ordinance would add 7.69 Police Officer FTE to the currently funded 2,064.25 sworn FTE in the General Fund. Based on information provided by the Police Department during our review of the proposed FY 2023-24 – FY 2024-25 budget and final adopted budget for that period, we estimate that the General Fund will have approximately 285 Police Officer vacancies.[2] This figure excludes vacant Police Officer positions that are used to fund temporary staff and academies. Appendix B to this report details the Police Department's General Fund positions in the FY 2023-24 budget.

FISCAL IMPACT

The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The proposed change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits.

Deleting command positions and replacing them with Police Officer positions would reduce the City's pension liability over time. Exhibit 3 below shows the difference in pension liability for each person holding a command position relative to someone retiring as a Police Officer.

[1] Civil Service Rule 221 states, "layoff of permanent appointees shall be by class in a Department in inverse order of seniority except if a more senior permanent appointee elects to be laid off. In the event of a conflict, the permanent appointee with the greater seniority shall have preference" and the oldest senior member will be demoted to their last civil service position.

[2] The Police Department will use vacant officer positions, budgeted at $38.2 million, to supplement their overtime budget of $42.4 million, for a total projected overtime spending of $78.6 million. The Department may also draw on its vacant civilian positions, the $10 million account in General City Responsibility set-aside for costs related to host the Asian Pacific Economic Conference, as well as any private monies raised to fund related sworn hiring or overtime.

Exhibit 3: Pension Liability

	Total Pension Liability	City Share	Decrease in City's Pension Liability Relative to Police Officer
Police Officer	$4,653,848	$3,025,001	n/a
Sergeant	$5,403,759	$3,512,444	$487,442
Lieutenant	$6,484,511	$4,214,932	$1,189,931
Captain	$7,797,925	$5,068,651	$2,043,650
Commander	$8,543,790	$5,553,463	$2,528,462
Deputy Chief	$10,512,538	$6,833,150	$3,808,148
Assistant Chief	$10,884,618	$7,075,002	$4,050,001

Source: BLA Analysis

Note: Figures refer to each person holding the relevant position at retirement. Total pension liability figures assume members are on the police retirement plan in Section A8.597 of the City Charter and have a thirty year retirement with 25 years of service.

POLICY CONSIDERATION

Historical Command Staff

Since FY 2010-11, the Police Department has undergone several changes to its command staff structure (sworn positions ranked Captain and above), which totaled 36 positions in FY 2010-11 and then increased to 47 positions in FY 2017-18, which remains the current count as of this writing.[3] Exhibit 4 summarizes the changes over that time period.

Exhibit 4: Historical Police Command Staff, FY 2010-11 – FY 2017-18

Fiscal Year	2011	2012	2013	2014	2015	2016	2017	2018
Captain	25	30	30	31	31	31	31	31
Commander	5.34	6	6	5	5	5	5	8
Deputy Chief	2	4	4	5	5	5	5	5
Assistant Chief	3	0	0	0	0	0	0	2
Chief of Police	1	1	1	1	1	1	1	1
Total	**36**	**41**	**41**	**42**	**42**	**42**	**42**	**47**

Source: BLA Records of City Financial Data

Historically, the Police Department has had the Assistant Chief position in various assignments which has changed over the years. As shown above, in FY 2010-11 there were two Deputy Chiefs and three Assistant Chiefs which followed a reorganization plan implemented by the 2008 Police

[3] In addition, in FY 2018-19, the Board of Supervisors approved the creation of a civilian Executive Director position (0954) to oversee the Strategic Management Division created that year.

Executive Research Forum (PERF) report in conjunction with the Controller's Office. The following fiscal year, as part of the strategy to reduce the number of furloughs and/or layoffs experienced during the recession, the Assistant Chief positions were reassigned as two Deputy Chief positions. An additional Deputy Chief was added in FY 2013-14. During FY 2016-17, prior to receiving approval by the Board of Supervisors, the Police Department created five additional command positions, augmenting its command structure with three additional Commanders and two Assistant Chiefs of Police. The Board then approved the creation of these positions in the FY 2017-18 annual appropriation and salary ordinances.

The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.[4] The Assistant Chief of Operations oversees the front-line and investigative functions and is focused on implementing public safety strategies in response to community concerns. The Assistant Chief of Staff oversees the internal support functions (personnel, training, policy development) as well as oversight of specific community services including Internal Affairs and the release of police incident and traffic collision reports. According to Catherine McGuire, Executive Director of the Strategic Management Bureau, the budget request for two Assistant Chiefs and three Commander positions in 2017 is consistent with the Department's current use of the positions.

When there were no Assistant Chief positions in the Department, the five Deputy Chiefs all reported directly to the Police Chief. Under the current structure, one Deputy Chief reports to the Assistant Chief of Staff and four Deputy Chiefs report to the Assistant Chief of Operations. According to Department staff, the removal of command staff would increase the number of direct reports to the Chief of Police and/or to the remaining Assistant Chief of Police and dilute the attention that the areas of oversight receive currently.[5]

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[4] US Department of Justice Collaborative Reform Initiative - An Assessment of the San Francisco Police Department. The Department of Justice (DOJ), Office of Community Oriented Policing Services (COPS Office) completed its collaborative reform assessment of the SFPD in 2016 and the City had committed to supporting the work of fulfilling the 272 recommendations to help the Department improve its policies and practices, build community trust, and implement industry best practices. Two Assistant Chiefs and three Commander positions were added to help create the necessary oversight and management structure to support the collaborative reform work. According to Department staff, the Department has reached substantial compliance on 245 of the 272 DOJ Recommendations. The Department's Executive Director of Strategic Management attributes implementation of the reform efforts to the five of the commanders in the Department as their full-time assignment in the last 3-6 months of Phase 3 of the engagement with the California Department of Justice.

In June 2022, the Board approved the creation of six 1823 Senior Administrative Analyst positions and four 1824 Principal Administrative Analyst positions between FY 2022-23 – FY 2023-24 to assist with the Department's analysis regarding recruit and retention, updating written directives, and obtaining and reporting on community input.

[5] For example, Department staff state that the elimination the Risk Management Office commander would result in reduced oversight over the legal functions, the internal criminal and administrative investigations functions, and Early Intervention efforts to identify and stop risky behavior before an officer hurts themself or someone else. These

Two of three Commander positions created in 2017 were assigned under the Chief of Staff to oversee the Administration Bureau and Risk Management. The third Commander position was appointed to oversee the Community Engagement Division which had been a Captain (Q80) position.

Current Command Staffing

Historically, Field Operations/Patrol was organizationally divided into two geographic divisions: Metro (eastside Police Districts) and Golden Gate (westside Police Districts). In May 2023, the Department created the Mid City Division as a pilot program, which includes the Mission Police District, Tenderloin Police District, newly formed Drug Market Agency Coordination (DMACC) program, Fugitive Recovery Enforcement Team (FRET), and Healthy Streets Operation Center (HSOC).

The Commander assigned to oversee the Community Engagement Division has been loaned to oversee the Mid City Division and a Captain is now Acting Commander overseeing the Community Engagement Division.

According to the Police Department, all Captain positions are filled except one of three Captain roles assigned to oversee field operations night shifts and one Captain within the Administration Bureau. Of the 31 Captain positions, 14 are filled by Lieutenants in an Acting Captain role.

Other Options for Oversight

As noted above, the span of control for each Assistant Chief varies considerably; the Assistant Chief of Staff oversees 389.50 positions and the Assistant Chief of Operations oversees 2,608 positions. Functions currently overseen by the Assistant Chief of Staff could potentially be transferred to the civilian Executive Director of Strategic Management, who currently oversees 76 positions.

Alternatively, the Board may wish to consider civilianizing certain command staff positions instead of deleting them entirely. For example, replacing the 0395 Assistant Chief of Staff position with an 0954 Deputy Director V position would result in annual salary and benefit savings of $79,370 and may be a more appropriate classification to oversee the Administration Bureau, Strategic Communications, Risk Management, Policy and Public Affairs, and Labor Relations. Similarly, replacing the 0402 Deputy Chief overseeing the Administration Bureau with a 0954 Deputy Director IV would result in annual salary and benefit savings of $85,170. Replacing the 0490 Commander positions overseeing Administration and/or Risk Management Divisions with 0953 Deputy Directors would result in $46,820 in annual salary and benefit savings per position. Such changes would also reduce the City's pension liability since civilian positions are paid less and eligible to receive up to 75 percent of their final compensation rather than 90 percent in the

functions have management positions, and with the elimination of the Commander position, they would be reporting directly to the Assistant Chief (if not eliminated) or the Chief (if the Assistant Chief position were eliminated).

sworn pension plans. Exhibit 5 below shows the salary and benefit costs of command staff and civilian equivalents.

Exhibit 5: Command Staff and Civilian Alternatives

Command Staff		
Job Title	**Job Code**	**Salary & Benefit Cost**
Assistance Chief	0395	$444,801
Deputy Chief	0402	$430,414
Commander	0490	$354,284
Captain	Q082	$321,472
Civilian Alternatives		
Job Title	**Job Code**	**Salary & Benefit Cost**
Deputy Director V	0955	$365,431
Deputy Director IV	0954	$345,244
Deputy Director III	0953	$307,464
Manager VI	0941	$307,464
Manager V	0933	$288,734
Manager IV	0932	$270,143
Manager III	0931	$254,005

Source: BLA and 2021 Police Department Staffing Analysis

Staffing Study

In November 2020, voters approved Proposition E, which removed the previously established Police staffing minimum and replaced it with a requirement for a biannual workload-based staffing analysis. The first required study was released in 2022 and was undertaken by the Police Department using analytical methods developed by developed by the City's Staffing Task Force. The report did not recommend increases in command staffing but did recommend increases in other sworn and civilian staffing. The next Proposition E staffing analysis will be issued in Spring 2024.

Survey of Other Jurisdictions

We benchmarked San Francisco's Police command staffing against publicly available information in other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. When considering the top five ranks compared to total sworn staff, San Francisco's ratio is 2.0 percent and benchmark average is 2.3 percent, however the survey data is incomplete.

RECOMMENDATION

Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

Appendix A: Police Department Organizational Chart (September 5, 2023)

SAN FRANCISCO POLICE DEPARTMENT

★★
CATHERINE McGUIRE
EXECUTIVE DIRECTOR
STRATEGIC MANAGEMENT

★
WILLIAM SANSON-MOSIER
TECHNOLOGY

★
PATRICK LEUNG
FISCAL

★★★★
William Scott
CHIEF OF POLICE

★
KARA LACY
CONSTITUTIONAL POLICING

★★★
DENISE FLAHERTY
ASSISTANT CHIEF
CHIEF OF STAFF

★★
PETER WALSH
DEPUTY CHIEF
ADMINISTRATION

★
GAETANO CALTAGIRONE
ADMINISTRATION

VACANT
Administration

Sean Perdomo
Training

Trenia Wearing
Property / Crime Information Services

Robert Kobold
Staff Services

★
EVAN SERNOFFSKY
STRATEGIC COMMUNICATIONS

★
DARYL FONG
RISK MANAGEMENT

Mark Im
Risk Management

★
DIANA AROCHE
POLICY AND PUBLIC AFFAIRS

Dennis Toomer
Policy Development

★
LaWANNA PRESTON
LABOR RELATIONS

★★★
DAVID LAZAR
ASSISTANT CHIEF
OPERATIONS

★★
JULIAN NG
DEPUTY CHIEF
FIELD OPERATIONS

★
DERRICK JACKSON
METRO DIVISION

Ja Han Kim
Central

Luke Martin
Southern

Jason Sawyer
Northern

★
ERIC VINTERO
GOLDEN GATE DIVISION

David Maron
Bayview

Jack Hart
Park

Christopher Canning
Richmond

Amy Hurwitz
Ingleside

Brien Hoo
Taraval

Liza Johansen
Hector Jusino
(DMACC)
VACANT
Night Captains

★
DERRICK LEW
MID-CITY DIVISION

Thomas Harvey
Mission

Sergio Chin
Tenderloin

Scott Biggs
DMACC

★★
ROBERT O'SULLIVAN
DEPUTY CHIEF
INVESTIGATIONS

★
MARK POWELL
FORENSIC SERVICES

★
RACHEL MORAN
INVESTIGATIONS

Christopher Del Gandio
Captain
General Crimes

Mark Cota
Captain
Major Crimes

Alexa O'Brien
Captain
Special Victims

Noah Mallinger
Captain
Strategic Investigations

★
VACANT
COMMUNITY ENGAGEMENT

Arran Pera
Community Engagement

★
RYAN KAO
CRIME STRATEGIES

★★
RAJ VASWANI
DEPUTY CHIEF
SPECIAL OPERATIONS

James Aherne
Captain
Tactical

Juan Daniels
Captain
UASI

Gregory Kane
Captain
Homeland Security

★
NICOLE JONES
MTA

Peter Shields
Captain
Traffic/MTA

★★
DANIEL PEREA
DEPUTY CHIEF
AIRPORT

★
CHRISTOPHER PEDRINI
AIRPORT

Timothy Falvey
Administration

Christopher Schaffer
Patrol

Carlos Gutierrez
Traffic

★★★Assistant Chief
★★Deputy Chief
★Commander
Captain

★★Executive Director
★Civilian Director

Appendix B: Police Department General Fund Positions

Sworn Job Class	FTE	Amount ($)
Police Officer III	1,486.50	297,140,945
Sergeant III	488.00	111,698,808
Lieutenant III	95.00	24,563,200
Captain III	26.00	8,358,272
Commander III	6.00	2,125,704
Deputy Chief III	4.00	1,721,656
Assistant Chief of Police	2.00	889,602
Chief of Police	1.00	480,458
Subtotal, Sworn FTE	2,108.50	446,978,645
Other Pay		
Attrition Savings - Police	(44.25)	(9,177,968)
Step Adjustments - Police		(30,860,677)
Overtime - Uniform		42,390,657
Holiday Pay - Uniform		7,283,964
Premium Pay - Uniform		37,349,691
Subtotal, Other Sworn Pay		46,985,667
Sworn Positions	2,064.25	493,964,312
Civilian Positions	457.58	69,390,189
Total General Fund Positions	**2,521.83**	**563,354,501**

Source: Financial System

Appendix C: Benchmarking Survey

	Top Rank	Second Rank	Third Rank	4th Rank	5th Rank	Total Sworn	Top 3 Ratio	Top 5 Ratio
San Diego	1	1	6	19	unknown	1,855	0.4%	1.5%
Los Angeles	1	3	12	19	80	9,233	0.2%	1.2%
Honolulu	1	2	6	23	26	2,049	0.4%	2.8%
Seattle	1	1	6	4	unknown	1,200	0.7%	1.0%
Milwaukee	1	3	17	2	unknown	1,632	1.3%	1.4%
Oakland	1	1	4	10	27	710	0.8%	6.1%
Portland	1	1	3	6	3	803	0.6%	1.7%
San Jose	1	1	4	9	41	1,107	0.5%	5.1%
Boston	1	1	7	13	21	2,187	0.4%	2.0%
Chicago	1	1	3	9	40	13,108	0.04%	0.4%
San Francisco	**1**	**2**	**5**	**8**	**31**	**2,298**	**0.3%**	**2.0%**
SF Proposed	1	1	5	5	31	**2,298**	**0.3%**	**1.9%**
Average	**1**	**2**	**7**	**11**	**34**	**3,289**	**0.5%**	**2.3%**

Source: Budget & Legislative Analyst

Note: Philadelphia and Denver were removed due to incomplete data for sworn positions in the 4th and 5th rank.

Item 11 File 23-0865 *(Continued from 9/20/23 meeting)*	**Department:** Police Department (POL)

EXECUTIVE SUMMARY

Legislative Objectives

- The proposed ordinance would delete one 0395 Assistant Chief position and three 0490 Commander positions and add 7.69 FTE Q004 Police Officer positions, all within the General Fund.

Key Points

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- According to the Police Department, deleting a filled position would result in a demotion for the person currently in that position to a lower-ranked civil service sworn position, which is the rank of Captain.

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- The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits. Deleting command positions and replacing them with Police Officer positions would reduce the City's pension liability over time by $2.5 million to $4 million per person.

Policy Considerations

- The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.
- Rather than deleting command positions, the Board may wish to consider replacing them with civilian positions instead, which are less expensive and may be more appropriate to oversee administrative functions.
- We benchmarked San Francisco's Police command staffing against publicly available information from other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. When considering the top five ranks compared to total sworn staff, San Francisco's ratio is 2.0 percent and benchmark average is 2.3 percent, however the survey data is incomplete.

Recommendation

- Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

MANDATE STATEMENT

Administrative Code Section 2.1-1 states that the Board of Supervisors shall determine the maximum number of each class of employment in each of the various departments and offices of the City and County, and shall fix rates and schedules of compensation.

BACKGROUND

Organizational Structure

The Police Department is organized into three main organizational functions: (1) Office of the Chief of Police, (2) Office of the Chief of Staff, and (3) Operations. The Office of the Chief of Police oversees the entire department and provides the executive level decision making of the agency including employee discipline and policy within the authority of the Chief of Police. The Chief of Staff oversees the (a) Administration Bureau, (b) Risk Management Division, (c) Strategic Communications Division, (d) Policy Development Division, and (e) Policy and Public Affairs. Operations is comprised of four bureaus: (a) Field Operations, (b) Special Operations, (c) Investigations and (d) Airport. Separately, Strategic Management Bureau oversees the (a) Fiscal Division, (b) Technology Division, and (c) Professional Standards Division, which is responsible for reform implementation and sustainability, data analytics, and department-wide audits.

Exhibit 1 below summarizes the programs within each bureau.

Exhibit 1: Police Bureaus and Divisions

Bureau	Programs	Positions
Office of the Chief of Police	**Administration, Constitutional Policing**	**X**
Operations		**2608**
Operations Headquarters	Administration and Oversight of Four Operation Bureaus, Crime Strategies, and Community Engagement Division	X
Airport	Administration, Patrol, Traffic	477
Field Operations	District stations, Patrol, Community Engagement, Healthy Streets Operations, Drug Market Coordination, Permits	1,510
Investigations	Crime Lab & Forensics, Investigations of General Crimes, Specialized Functions (including homicides, robbery, community violence reduction, hate crimes, sexual assaults, crimes against children, and dignitary protection)	393
Special Operations	Traffic, MTA, Tactical, Urban Area Security Initiative, Homeland Security and traffic fatalities and injury collision investigation	228
Strategic Management	**Fiscal Unit, Information Technology, Business Analysis (data analytics), and Professional Standards (collaborative reform initiative, and audits)**	**76**
Chief of Staff		**389.50**
Chief of Staff	Risk Management, Policy & Public Affairs (including community violence reduction initiative, the administration of the CalVIP grant), Strategic Communications, Labor Relations, Policy Development	X
Administration	Administration, Academy/Training, Crime Information, Staff Services, Facilities, Fleet, Staffing & Deployment, Recruitment, Retention, and Hiring.	X

Source: BLA Review of Police Organizational Charts

Note: Fields with "X" could not be confirmed by the Police Department at the time that this report was published.

The Police Department has two Assistant Chief positions which oversee operations and the administrative functions of the department. The Assistant Chief of Operations oversees 2,608 authorized full-time equivalent positions (FTEs) and the Assistant Chief of Staff oversees 389.50 FTEs. The Strategic Management Bureau has 76 FTEs.

In general, each Bureau under the Assistant Chiefs is overseen by a Deputy Chief. The Strategic Management Bureau is overseen by a 0954 Deputy Director IV, a civilian position, who reports to the Chief of Police. Within each Bureau, divisions are overseen by a Commander, Captain, or a civilian Director.

An organizational chart of the Police Department is included in Appendix A to this report.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would delete one 0395 Assistant Chief position and three 0490 Commander positions and add 7.69 FTE Q004 Police Officer positions, all within the General Fund.

Command Staffing

Exhibit 2 below summarizes the impact of the proposed deletion of command staff positions. Two Commanders funded by the Airport and the Municipal Transportation Agency are not shown.

Exhibit 2: Deletion of Command Staff Positions

Position	Filled
Assistant Chief of Staff	Yes
Assistant Chief of Operations	Yes
Commander Administration	Yes
Commander Risk Management	Yes
Commander Metro Division	Yes
Commander Golden Gate Division	Yes
Commander Investigations	Yes
Commander Community Engagement	Yes

Source: BLA Analysis of financial data and Police Department Organizational Chart

Based on the current positions authorized in the General Fund, the proposed ordinance would require deleting either the Assistant Chief of Staff or the Assistant Chief of Operations position. According to the Police Department, the Commander that was overseeing the Community Engagement Division is assigned to the Mid City Field Operations Division, created in May 2023 (discussed below).

According to the Police Department, deleting a filled position would result in a demotion for the person currently in that position to a lower-ranked civil service sworn position, which is the rank

of Captain.[1] Demotions of command staff could also impact the least senior Captains by forcing their demotion to Lieutenant. This could result in reassignments for District Station Captains or Captains assigned to other units.

Police Officer Staffing

As noted above, the proposed ordinance would add 7.69 Police Officer FTE to the currently funded 2,064.25 sworn FTE in the General Fund. Based on information provided by the Police Department during our review of the proposed FY 2023-24 – FY 2024-25 budget and final adopted budget for that period, we estimate that the General Fund will have approximately 285 Police Officer vacancies.[2] This figure excludes vacant Police Officer positions that are used to fund temporary staff and academies. Appendix B to this report details the Police Department's General Fund positions in the FY 2023-24 budget.

FISCAL IMPACT

The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The proposed change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits.

Deleting command positions and replacing them with Police Officer positions would reduce the City's pension liability over time. Exhibit 3 below shows the difference in pension liability for each person holding a command position relative to someone retiring as a Police Officer.

[1] Civil Service Rule 221 states, "layoff of permanent appointees shall be by class in a Department in inverse order of seniority except if a more senior permanent appointee elects to be laid off. In the event of a conflict, the permanent appointee with the greater seniority shall have preference" and the oldest senior member will be demoted to their last civil service position.

[2] The Police Department will use vacant officer positions, budgeted at $38.2 million, to supplement their overtime budget of $42.4 million, for a total projected overtime spending of $78.6 million. The Department may also draw on its vacant civilian positions, the $10 million account in General City Responsibility set-aside for costs related to host the Asian Pacific Economic Conference, as well as any private monies raised to fund related sworn hiring or overtime.

Exhibit 3: Pension Liability

	Total Pension Liability	City Share	Decrease in City's Pension Liability Relative to Police Officer
Police Officer	$4,653,848	$3,025,001	n/a
Sergeant	$5,403,759	$3,512,444	$487,442
Lieutenant	$6,484,511	$4,214,932	$1,189,931
Captain	$7,797,925	$5,068,651	$2,043,650
Commander	$8,543,790	$5,553,463	$2,528,462
Deputy Chief	$10,512,538	$6,833,150	$3,808,148
Assistant Chief	$10,884,618	$7,075,002	$4,050,001

Source: BLA Analysis

Note: Figures refer to each person holding the relevant position at retirement. Total pension liability figures assume members are on the police retirement plan in Section A8.597 of the City Charter and have a thirty year retirement with 25 years of service.

POLICY CONSIDERATIONS

Historical Command Staff

Since FY 2010-11, the Police Department has undergone several changes to its command staff structure (sworn positions ranked Captain and above), which totaled 36 positions in FY 2010-11 and then increased to 47 positions in FY 2017-18, which remains the current count as of this writing.[3] Exhibit 4 summarizes the changes over that time period.

Exhibit 4: Historical Police Command Staff, FY 2010-11 – FY 2017-18

Fiscal Year	2011	2012	2013	2014	2015	2016	2017	2018
Captain	25	30	30	31	31	31	31	31
Commander	5.34	6	6	5	5	5	5	8
Deputy Chief	2	4	4	5	5	5	5	5
Assistant Chief	3	0	0	0	0	0	0	2
Chief of Police	1	1	1	1	1	1	1	1
Total	**36**	**41**	**41**	**42**	**42**	**42**	**42**	**47**

Source: BLA Records of City Financial Data

Historically, the Police Department has had the Assistant Chief position in various assignments which has changed over the years. As shown above, in FY 2010-11 there were two Deputy Chiefs and three Assistant Chiefs which followed a reorganization plan implemented by the 2008 Police

[3] In addition, in FY 2018-19, the Board of Supervisors approved the creation of a civilian Executive Director position (0954) to oversee the Strategic Management Division created that year.

Executive Research Forum (PERF) report in conjunction with the Controller's Office. The following fiscal year, as part of the strategy to reduce the number of furloughs and/or layoffs experienced during the recession, the Assistant Chief positions were reassigned as two Deputy Chief positions. An additional Deputy Chief was added in FY 2013-14. During FY 2016-17, prior to receiving approval by the Board of Supervisors, the Police Department created five additional command positions, augmenting its command structure with three additional Commanders and two Assistant Chiefs of Police. The Board then approved the creation of these positions in the FY 2017-18 annual appropriation and salary ordinances.

The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.[4] The Assistant Chief of Operations oversees the front-line and investigative functions and is focused on implementing public safety strategies in response to community concerns. The Assistant Chief of Staff oversees the internal support functions (personnel, training, policy development) as well as oversight of specific community services including Internal Affairs and the release of police incident and traffic collision reports. According to Catherine McGuire, Executive Director of the Strategic Management Bureau, the budget request for two Assistant Chiefs and three Commander positions in 2017 is consistent with the Department's current use of the positions.

When there were no Assistant Chief positions in the Department, the five Deputy Chiefs all reported directly to the Police Chief. Under the current structure, one Deputy Chief reports to the Assistant Chief of Staff and four Deputy Chiefs report to the Assistant Chief of Operations. According to Department staff, the removal of command staff would increase the number of direct reports to the Chief of Police and/or to the remaining Assistant Chief of Police and dilute the attention that the areas of oversight receive currently.[5]

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[4] US Department of Justice Collaborative Reform Initiative - An Assessment of the San Francisco Police Department. The Department of Justice (DOJ), Office of Community Oriented Policing Services (COPS Office) completed its collaborative reform assessment of the SFPD in 2016 and the City had committed to supporting the work of fulfilling the 272 recommendations to help the Department improve its policies and practices, build community trust, and implement industry best practices. Two Assistant Chiefs and three Commander positions were added to help create the necessary oversight and management structure to support the collaborative reform work. According to Department staff, the Department has reached substantial compliance on 245 of the 272 DOJ Recommendations. The Department's Executive Director of Strategic Management attributes implementation of the reform efforts to the five of the commanders in the Department as their full-time assignment in the last 3-6 months of Phase 3 of the engagement with the California Department of Justice.

In June 2022, the Board approved the creation of six 1823 Senior Administrative Analyst positions and four 1824 Principal Administrative Analyst positions between FY 2022-23 – FY 2023-24 to assist with the Department's analysis regarding recruit and retention, updating written directives, and obtaining and reporting on community input.

[5] For example, Department staff state that the elimination the Risk Management Office commander would result in reduced oversight over the legal functions, the internal criminal and administrative investigations functions, and Early Intervention efforts to identify and stop risky behavior before an officer hurts themself or someone else. These

Two of three Commander positions created in 2017 were assigned under the Chief of Staff to oversee the Administration Bureau and Risk Management. The third Commander position was appointed to oversee the Community Engagement Division which had been a Captain (Q80) position.

Current Command Staffing

Historically, Field Operations/Patrol was organizationally divided into two geographic divisions: Metro (eastside Police Districts) and Golden Gate (westside Police Districts). In May 2023, the Department created the Mid City Division as a pilot program, which includes the Mission Police District, Tenderloin Police District, newly formed Drug Market Agency Coordination (DMACC) program, Fugitive Recovery Enforcement Team (FRET), and Healthy Streets Operation Center (HSOC).

The Commander assigned to oversee the Community Engagement Division has been loaned to oversee the Mid City Division and a Captain is now Acting Commander overseeing the Community Engagement Division.

According to the Police Department, all Captain positions are filled except one of three Captain roles assigned to oversee field operations night shifts and one Captain within the Administration Bureau. Of the 31 Captain positions, 14 are filled by Lieutenants in an Acting Captain role.

Other Options for Oversight

As noted above, the span of control for each Assistant Chief varies considerably; the Assistant Chief of Staff oversees 389.50 positions and the Assistant Chief of Operations oversees 2,608 positions. Functions currently overseen by the Assistant Chief of Staff could potentially be transferred to the civilian Executive Director of Strategic Management, who currently oversees 76 positions.

Alternatively, the Board may wish to consider civilianizing certain command staff positions instead of deleting them entirely. For example, replacing the 0395 Assistant Chief of Staff position with an 0954 Deputy Director V position would result in annual salary and benefit savings of $79,370 and may be a more appropriate classification to oversee the Administration Bureau, Strategic Communications, Risk Management, Policy and Public Affairs, and Labor Relations. Similarly, replacing the 0402 Deputy Chief overseeing the Administration Bureau with a 0954 Deputy Director IV would result in annual salary and benefit savings of $85,170. Replacing the 0490 Commander positions overseeing Administration and/or Risk Management Divisions with 0953 Deputy Directors would result in $46,820 in annual salary and benefit savings per position. Such changes would also reduce the City's pension liability since civilian positions are paid less and eligible to receive up to 75 percent of their final compensation rather than 90 percent in the

functions have management positions, and with the elimination of the Commander position, they would be reporting directly to the Assistant Chief (if not eliminated) or the Chief (if the Assistant Chief position were eliminated).

sworn pension plans. Exhibit 5 below shows the salary and benefit costs of command staff and civilian equivalents.

Exhibit 5: Command Staff and Civilian Alternatives

Command Staff		
Job Title	**Job Code**	**Salary & Benefit Cost**
Assistance Chief	0395	$444,801
Deputy Chief	0402	$430,414
Commander	0490	$354,284
Captain	Q082	$321,472
Civilian Alternatives		
Job Title	**Job Code**	**Salary & Benefit Cost**
Deputy Director V	0955	$365,431
Deputy Director IV	0954	$345,244
Deputy Director III	0953	$307,464
Manager VI	0941	$307,464
Manager V	0933	$288,734
Manager IV	0932	$270,143
Manager III	0931	$254,005

Source: BLA and 2021 Police Department Staffing Analysis

Staffing Study

In November 2020, voters approved Proposition E, which removed the previously established Police staffing minimum and replaced it with a requirement for a biannual workload-based staffing analysis. The first required study was released in 2022 and was undertaken by the Police Department using analytical methods developed by developed by the City's Staffing Task Force. The report did not recommend increases in command staffing but did recommend increases in other sworn and civilian staffing. The next Proposition E staffing analysis will be issued in Spring 2024.

Survey of Other Jurisdictions

We benchmarked San Francisco's Police command staffing against publicly available information in other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. When considering the top five ranks compared to total sworn staff, San Francisco's ratio is 2.0 percent and benchmark average is 2.3 percent, however the survey data is incomplete.

RECOMMENDATION

Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

Appendix A: Police Department Organizational Chart (September 5, 2023)

SAN FRANCISCO POLICE DEPARTMENT

★★★★
William Scott
CHIEF OF POLICE

★★
CATHERINE McGUIRE
EXECUTIVE DIRECTOR
STRATEGIC MANAGEMENT

★
WILLIAM SANSON-MOSIER
TECHNOLOGY

★
PATRICK LEUNG
FISCAL

★
KARA LACY
CONSTITUTIONAL POLICING

★★★
DENISE FLAHERTY
ASSISTANT CHIEF
CHIEF OF STAFF

★★
PETER WALSH
DEPUTY CHIEF
ADMINISTRATION

★
GAETANO CALTAGIRONE
ADMINISTRATION

VACANT
Administration

Sean Perdomo
Training

Trenia Wearing
Property / Crime Information Services

Robert Kobold
Staff Services

★
EVAN SERNOFFSKY
STRATEGIC COMMUNICATIONS

★
DARYL FONG
RISK MANAGEMENT

Mark Im
Risk Management

★
DIANA AROCHE
POLICY AND PUBLIC AFFAIRS

Dennis Toomer
Policy Development

★
LaWANNA PRESTON
LABOR RELATIONS

★★★
DAVID LAZAR
ASSISTANT CHIEF
OPERATIONS

★★
JULIAN NG
DEPUTY CHIEF
FIELD OPERATIONS

★
DERRICK JACKSON
METRO DIVISION

Ja Han Kim
Central

Luke Martin
Southern

Jason Sawyer
Northern

★
ERIC VINTERO
GOLDEN GATE DIVISION

David Maron
Bayview

Jack Hart
Park

Christopher Canning
Richmond

Amy Hurwitz
Ingleside

Brien Hoo
Taraval

Liza Johansen
Hector Jusino
(DMACC)
VACANT
Night Captains

★
DERRICK LEW
MID-CITY DIVISION

Thomas Harvey
Mission

Sergio Chin
Tenderloin

Scott Biggs
DMACC

★★
ROBERT O'SULLIVAN
DEPUTY CHIEF
INVESTIGATIONS

★
MARK POWELL
FORENSIC SERVICES

★
RACHEL MORAN
INVESTIGATIONS

Christopher Del Gandio
Captain
General Crimes

Mark Cota
Captain
Major Crimes

Alexa O'Brien
Captain
Special Victims

Noah Mallinger
Captain
Strategic Investigations

★
VACANT
COMMUNITY ENGAGEMENT

Arran Pera
Community Engagement

★
RYAN KAO
CRIME STRATEGIES

★★
RAJ VASWANI
DEPUTY CHIEF
SPECIAL OPERATIONS

James Aherne
Captain
Tactical

Juan Daniels
Captain
UASI

Gregory Kane
Captain
Homeland Security

★
NICOLE JONES
MTA

Peter Shields
Captain
Traffic/MTA

★★
DANIEL PEREA
DEPUTY CHIEF
AIRPORT

★
CHRISTOPHER PEDRINI
AIRPORT

Timothy Falvey
Administration

Christopher Schaffer
Patrol

Carlos Gutierrez
Traffic

★★★Assistant Chief
★★Deputy Chief
★Commander
Captain

★★Executive Director
★Civilian Director

Appendix B: Police Department General Fund Positions

Sworn Job Class	FTE	Amount ($)
Police Officer III	1,486.50	297,140,945
Sergeant III	488.00	111,698,808
Lieutenant III	95.00	24,563,200
Captain III	26.00	8,358,272
Commander III	6.00	2,125,704
Deputy Chief III	4.00	1,721,656
Assistant Chief of Police	2.00	889,602
Chief of Police	1.00	480,458
Subtotal, Sworn FTE	2,108.50	446,978,645
Other Pay		
Attrition Savings - Police	(44.25)	(9,177,968)
Step Adjustments - Police		(30,860,677)
Overtime - Uniform		42,390,657
Holiday Pay - Uniform		7,283,964
Premium Pay - Uniform		37,349,691
Subtotal, Other Sworn Pay		46,985,667
Sworn Positions	2,064.25	493,964,312
Civilian Positions	457.58	69,390,189
Total General Fund Positions	**2,521.83**	**563,354,501**

Source: Financial System

Appendix C: Benchmarking Survey

	Top Rank	Second Rank	Third Rank	4th Rank	5th Rank	Total Sworn	Top 3 Ratio	Top 5 Ratio
San Diego	1	1	6	19	unknown	1,855	0.4%	1.5%
Los Angeles	1	3	12	19	80	9,233	0.2%	1.2%
Honolulu	1	2	6	23	26	2,049	0.4%	2.8%
Seattle	1	1	6	4	unknown	1,200	0.7%	1.0%
Milwaukee	1	3	17	2	unknown	1,632	1.3%	1.4%
Oakland	1	1	4	10	27	710	0.8%	6.1%
Portland	1	1	3	6	3	803	0.6%	1.7%
San Jose	1	1	4	9	41	1,107	0.5%	5.1%
Boston	1	1	7	13	21	2,187	0.4%	2.0%
Chicago	1	1	3	9	40	13,108	0.04%	0.4%
San Francisco	**1**	**2**	**5**	**8**	**31**	**2,298**	**0.3%**	**2.0%**
SF Proposed	1	1	5	5	31	**2,298**	**0.3%**	**1.9%**
Average	**1**	**2**	**7**	**11**	**34**	**3,289**	**0.5%**	**2.3%**

Source: Budget & Legislative Analyst

Note: Philadelphia and Denver were removed due to incomplete data for sworn positions in the 4th and 5th rank.

Item 9 File 23-0865	Department: Police Department (POL)

EXECUTIVE SUMMARY

Legislative Objectives

- The proposed ordinance would delete one 0395 Assistant Chief position and three 0490 Commander positions and add 7.69 FTE Q004 Police Officer positions, all within the General Fund.

Key Points

- The Police Department has two Assistant Chief positions which oversee operations and the administrative functions of the department. The Assistant Chief of Operations oversees 2,608 authorized full-time equivalent positions (FTEs) and the Assistant Chief of Staff oversees 389.50 FTEs. In general, each Bureau under the Assistant Chiefs is overseen by a Deputy Chief. Within each Bureau, divisions are overseen by a Commander, Captain, or a civilian Director.
- According to the Police Department, deleting a filled position would result in a demotion for the person currently in that position to a lower-ranked civil service sworn position, which is the rank of Captain.

Fiscal Impact

- The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits.

Policy Consideration

- Since FY 2010-11, the Police Department has undergone several changes to its command staff structure (sworn positions ranked Captain and above), which totaled 36 positions in FY 2010-11 and then increased to 47 positions in FY 2017-18 and which remains the current count as of this writing. The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.
- We benchmarked San Francisco's Police command staffing against publicly available information from other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. However, when considering the top five ranks compared to total sworn staff, San Francisco's ratio of 2.0 percent is higher than the 0.9 percent benchmark average.

Recommendation

- Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

MANDATE STATEMENT

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Source: BLA Review of Police Organizational Charts

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Police Officer Staffing

As noted above, the proposed ordinance would add 7.69 Police Officer FTE to the currently funded 2,064.25 sworn FTE in the General Fund. Based on information provided by the Police Department during our review of the proposed FY 2023-24 – FY 2024-25 budget and final adopted budget for that period, we estimate that the General Fund will have approximately 285 Police Officer vacancies.[2] This figure excludes vacant Police Officer positions that are used to fund temporary staff and academies. Appendix B to this report details the Police Department's General Fund positions in the FY 2023-24 budget.

FISCAL IMPACT

The proposed ordinance changes the authorized positions within the Police Department by deleting four command staff and adding 7.69 FTE Police Officers. The change in staffing would be funded within the Department's approved General Fund budget for salary and fringe benefits.

POLICY CONSIDERATION

Historical Command Staff

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Total	**36**	**41**	**41**	**42**	**42**	**42**	**42**	**47**

Source: BLA Records of City Financial Data

Historically, the Police Department has had the Assistant Chief position in various assignments which has changed over the years. As shown above, in FY 2010-11 there were two Deputy Chiefs and three Assistant Chiefs which followed a reorganization plan implemented by the 2008 Police Executive Research Forum (PERF) report in conjunction with the Controller's Office. The following fiscal year, as part of the strategy to reduce the number of furloughs and/or layoffs experienced during the recession, the Assistant Chief positions were reassigned as two Deputy Chief positions. An additional Deputy Chief was added in FY 2013-14. During FY 2016-17, prior to receiving approval by the Board of Supervisors, the Police Department created five additional command positions, augmenting its command structure with three additional Commanders and two Assistant Chiefs of Police. The Board then approved the creation of these positions in the FY 2017-18 annual appropriation and salary ordinances.

The two Assistant Chiefs of Police positions were added in 2017 to assist the Chief of Police with oversight of the day-to-day operations of the Department as well as to provide greater oversight over the command staff who were assigned to manage the implementation of the recommendations of the 2016 U.S. Department of Justice assessment.[4] The Assistant Chief of Operations oversees the front-line and investigative functions and is focused on implementing public safety strategies in response to community concerns. The Assistant Chief of Staff oversees the internal support functions (personnel, training, policy development) as well as oversight of specific community services including Internal Affairs and the release of police incident and traffic

[4] US Department of Justice Collaborative Reform Initiative - An Assessment of the San Francisco Police Department. The Department of Justice (DOJ), Office of Community Oriented Policing Services (COPS Office) completed its collaborative reform assessment of the SFPD in 2016 and the City had committed to supporting the work of fulfilling the 272 recommendations to help the Department improve its policies and practices, build community trust, and implement industry best practices. Two Assistant Chiefs and three Commander positions were added to help create the necessary oversight and management structure to support the collaborative reform work. According to Department staff, the Department has reached substantial compliance on 245 of the 272 DOJ Recommendations. The Department's Executive Director of Strategic Management attributes implementation of the reform efforts to the five of the commanders in the Department as their full-time assignment in the last 3-6 months of Phase 3 of the engagement with the California Department of Justice.

In June 2022, the Board approved the creation of six 1823 Senior Administrative Analyst positions and four 1824 Principal Administrative Analyst positions between FY 2022-23 – FY 2023-24 to assist with the Department's analysis regarding recruit and retention, updating written directives, and obtaining and reporting on community input.

collision reports. According to Catherine McGuire, Executive Director of the Strategic Management Bureau, the budget request for two Assistant Chiefs and three Commander positions in 2017 is consistent with the Department's current use of the positions.

When there were no Assistant Chief positions in the Department, the five Deputy Chiefs all reported directly to the Police Chief. Under the current structure, one Deputy Chief reports to the Assistant Chief of Staff and four Deputy Chiefs report to the Assistant Chief of Operations. According to Department staff, the removal of command staff would increase the number of direct reports to the Chief of Police and/or to the remaining Assistant Chief of Police and dilute the attention that the areas of oversight receive currently.[5]

Two of three Commander positions created in 2017 were assigned under the Chief of Staff to oversee the Administration Bureau and Risk Management. The third Commander position was appointed to oversee the Community Engagement Division which had been a Captain (Q80) position.

Current Command Staffing

Historically, Field Operations/Patrol was organizationally divided into two geographic divisions: Metro (eastside Police Districts) and Golden Gate (westside Police Districts). In May 2023, the Department created the Mid City Division as a pilot program, which includes the Mission Police District, Tenderloin Police District, newly formed Drug Market Agency Coordination (DMACC) program, Fugitive Recovery Enforcement Team (FRET), and Healthy Streets Operation Center (HSOC).

The Commander assigned to oversee the Community Engagement Division has been loaned to oversee the Mid City Division and a Captain is now Acting Commander overseeing the Community Engagement Division.

According to the Police Department, all Captain positions are filled except one of three Captain roles assigned to oversee field operations night shifts and one Captain within the Administration Bureau. Of the 31 Captain positions, 14 are filled by Lieutenants in an Acting Captain role.

Other Options for Oversight

As noted above, the span of control for each Assistant Chief varies considerably; the Assistant Chief of Staff oversees 389.50 positions and the Assistant Chief of Operations oversees 2,608 positions. Functions currently overseen by the Assistant Chief of Staff could potentially be transferred to the civilian Executive Director of Strategic Management, who currently oversees 76 positions.

[5] For example, Department staff state that the elimination the Risk Management Office commander would result in reduced oversight over the legal functions, the internal criminal and administrative investigations functions, and Early Intervention efforts to identify and stop risky behavior before an officer hurts themself or someone else. These functions have management positions, and with the elimination of the Commander position, they would be reporting directly to the Assistant Chief (if not eliminated) or the Chief (if the Assistant Chief position were eliminated).

Staffing Study

In November 2020, voters approved Proposition E, which removed the previously established Police staffing minimum and replaced it with a requirement for a biannual workload-based staffing analysis. The first required study was released in 2022 and was undertaken by the Police Department using analytical methods developed by developed by the City's Staffing Task Force. The report did not recommend increases in command staffing but did recommend increases in other sworn and civilian staffing. The next Proposition E staffing analysis will be issued in Spring 2024.

Survey of Other Jurisdictions

We benchmarked San Francisco's Police command staffing against publicly available information in other jurisdictions, the results of which are shown in Appendix C to this report. We found that the average ratio of the top three ranks to total sworn staff is 0.5 percent and San Francisco's is 0.3 percent. However, when considering the top five ranks compared to total sworn staff, San Francisco's ratio of 2.0 percent is higher than the 0.9 percent benchmark average.

RECOMMENDATION

Approval of the proposed ordinance is a policy matter for the Board of Supervisors.

Appendix A: Police Department Organizational Chart (September 5, 2023)

SAN FRANCISCO POLICE DEPARTMENT

★★★★
William Scott
CHIEF OF POLICE

★★
CATHERINE McGUIRE
EXECUTIVE DIRECTOR
STRATEGIC MANAGEMENT

★
WILLIAM SANSON-MOSIER
TECHNOLOGY

★
PATRICK LEUNG
FISCAL

★
KARA LACY
CONSTITUTIONAL POLICING

★★★
DENISE FLAHERTY
ASSISTANT CHIEF
CHIEF OF STAFF

★★
PETER WALSH
DEPUTY CHIEF
ADMINISTRATION

★
GAETANO CALTAGIRONE
ADMINISTRATION

VACANT
Administration

Sean Perdomo
Training

Trenia Wearing
Property / Crime Information Services

Robert Kobold
Staff Services

★
EVAN SERNOFFSKY
STRATEGIC COMMUNICATIONS

★
DARYL FONG
RISK MANAGEMENT

Mark Im
Risk Management

★
DIANA AROCHE
POLICY AND PUBLIC AFFAIRS

Dennis Toomer
Policy Development

★
LaWANNA PRESTON
LABOR RELATIONS

★★★
DAVID LAZAR
ASSISTANT CHIEF
OPERATIONS

★★
JULIAN NG
DEPUTY CHIEF
FIELD OPERATIONS

★
DERRICK JACKSON
METRO DIVISION

Ja Han Kim
Central

Luke Martin
Southern

Jason Sawyer
Northern

★
ERIC VINTERO
GOLDEN GATE DIVISION

David Maron
Bayview

Jack Hart
Park

Christopher Canning
Richmond

Amy Hurwitz
Ingleside

Brien Hoo
Taraval

Liza Johansen
Hector Jusino
(DMACC)
VACANT
Night Captains

★
DERRICK LEW
MID-CITY DIVISION

Thomas Harvey
Mission

Sergio Chin
Tenderloin

Scott Biggs
DMACC

★★
ROBERT O'SULLIVAN
DEPUTY CHIEF
INVESTIGATIONS

★
MARK POWELL
FORENSIC SERVICES

★
RACHEL MORAN
INVESTIGATIONS

Christopher Del Gandio
Captain
General Crimes

Mark Cota
Captain
Major Crimes

Alexa O'Brien
Captain
Special Victims

Noah Mallinger
Captain
Strategic Investigations

★
VACANT
COMMUNITY ENGAGEMENT

Arran Pera
Community Engagement

★
RYAN KAO
CRIME STRATEGIES

★★
RAJ VASWANI
DEPUTY CHIEF
SPECIAL OPERATIONS

James Aherne
Captain
Tactical

Juan Daniels
Captain
UASI

Gregory Kane
Captain
Homeland Security

★
NICOLE JONES
MTA

Peter Shields
Captain
Traffic/MTA

★★
DANIEL PEREA
DEPUTY CHIEF
AIRPORT

★
CHRISTOPHER PEDRINI
AIRPORT

Timothy Falvey
Administration

Christopher Schaffer
Patrol

Carlos Gutierrez
Traffic

★★★Assistant Chief
★★Deputy Chief
★Commander
Captain

★★Executive Director
★Civilian Director

Appendix B: Police Department General Fund Positions

Sworn Job Class	FTE	Amount ($)
Police Officer III	1,486.50	297,140,945
Sergeant III	488.00	111,698,808
Lieutenant III	95.00	24,563,200
Captain III	26.00	8,358,272
Commander III	6.00	2,125,704
Deputy Chief III	4.00	1,721,656
Assistant Chief of Police	2.00	889,602
Chief of Police	1.00	480,458
Subtotal, Sworn FTE	2,108.50	446,978,645
Other Pay		
Attrition Savings - Police	(44.25)	(9,177,968)
Step Adjustments - Police		(30,860,677)
Overtime - Uniform		42,390,657
Holiday Pay - Uniform		7,283,964
Premium Pay - Uniform		37,349,691
Subtotal, Other Sworn Pay		46,985,667
Sworn Positions	2,064.25	493,964,312
Civilian Positions	457.58	69,390,189
Total General Fund Positions	**2,521.83**	**563,354,501**

Source: Financial System

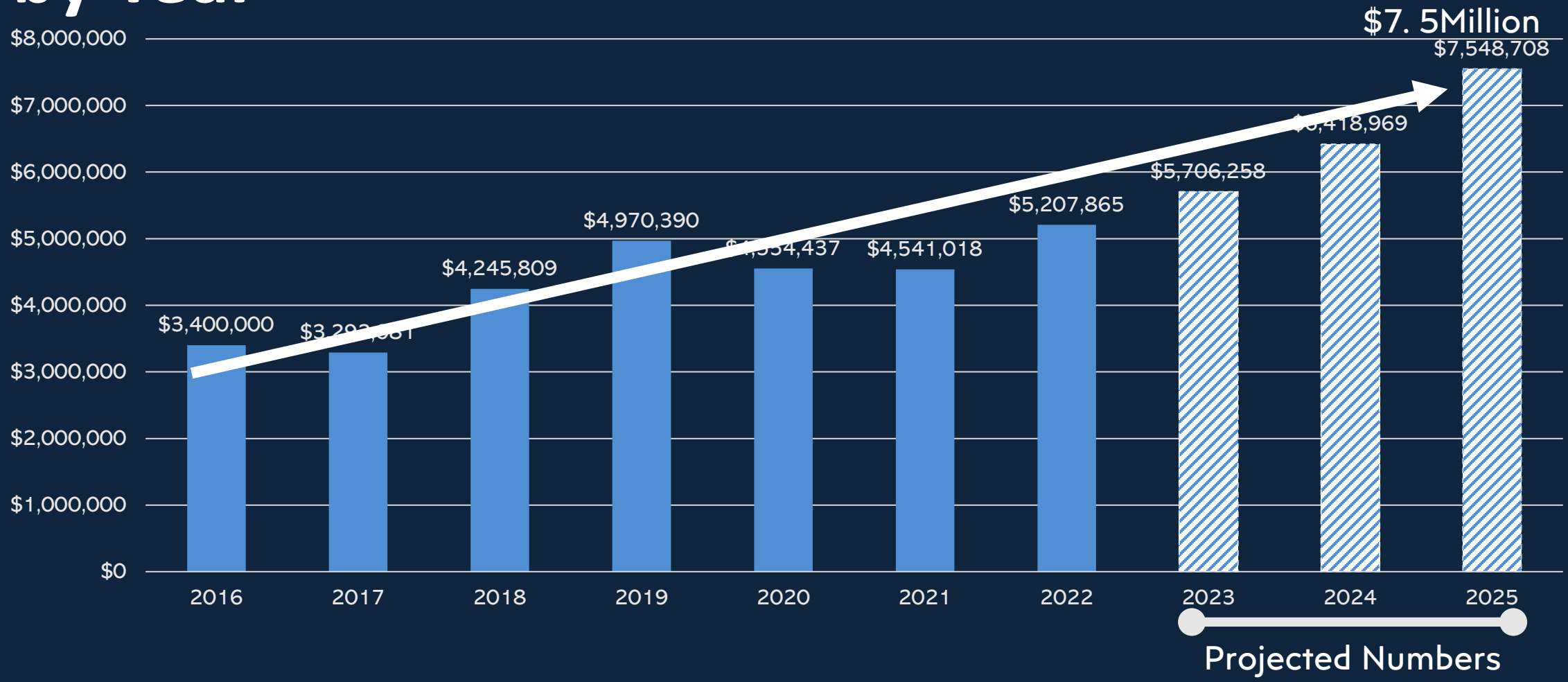
Appendix C: Benchmarking Survey

	Top Rank	Second Rank	Third Rank	Fourth Rank	Fifth Rank	Total Sworn	Top 3 Ratio	Top 5 Ratio
San Diego	1	1	6	19		1,855	0.4%	1.5%
Los Angeles	1	3	12	19	80	9,233	0.2%	1.2%
Honolulu	1	2	6			2,049	0.4%	0.4%
Seattle	1	1	6	4		1,200	0.7%	1.0%
Milwaukee	1	3	17	2		1,632	1.3%	1.4%
Oakland	1	1	3			794	0.6%	0.6%
Portland	1	1	3	6	3	803	0.6%	1.7%
San Jose	1	1	4			1,107	0.5%	0.5%
Boston	1	1	7	13	21	2,187	0.4%	2.0%
Philadelphia	1	1	5			6,517	0.1%	0.1%
Denver	1	1	3			1,464	0.3%	0.3%
Chicago	1	1	3	9	40	13,108	0.04%	0.4%
San Francisco	**1**	**2**	**5**	**8**	**31**	**2,298**	**0.3%**	**2.0%**
SF Proposed	**1**	**1**	**5**	**5**	**31**	**2,298**	**0.3%**	**1.9%**
Average	**1**	**1**	**6**	**10**	**35**	**3,387**	**0.5%**	0.9%

Source: Budget & Legislative Analyst

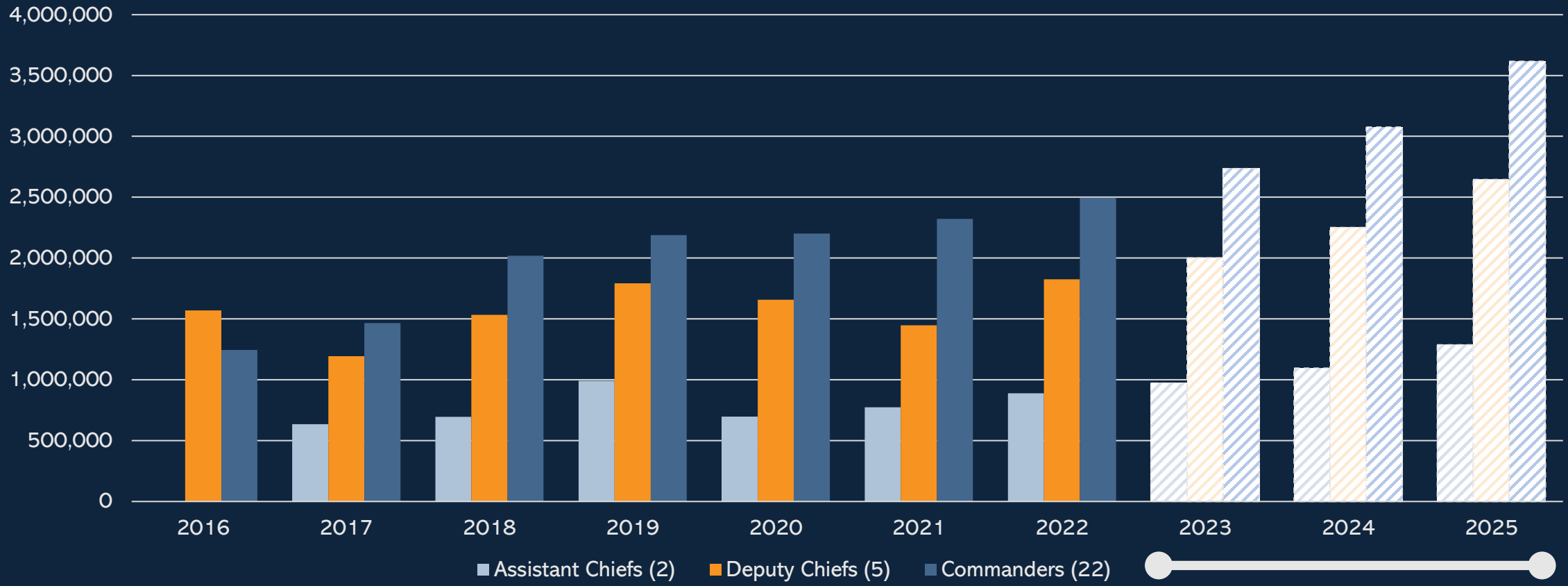
SFPD Command Staff Salary & Fringe Data

SFPD Command Staff Total Base Salary by Year



SFPD Command Staff
Salary & Fringe Data

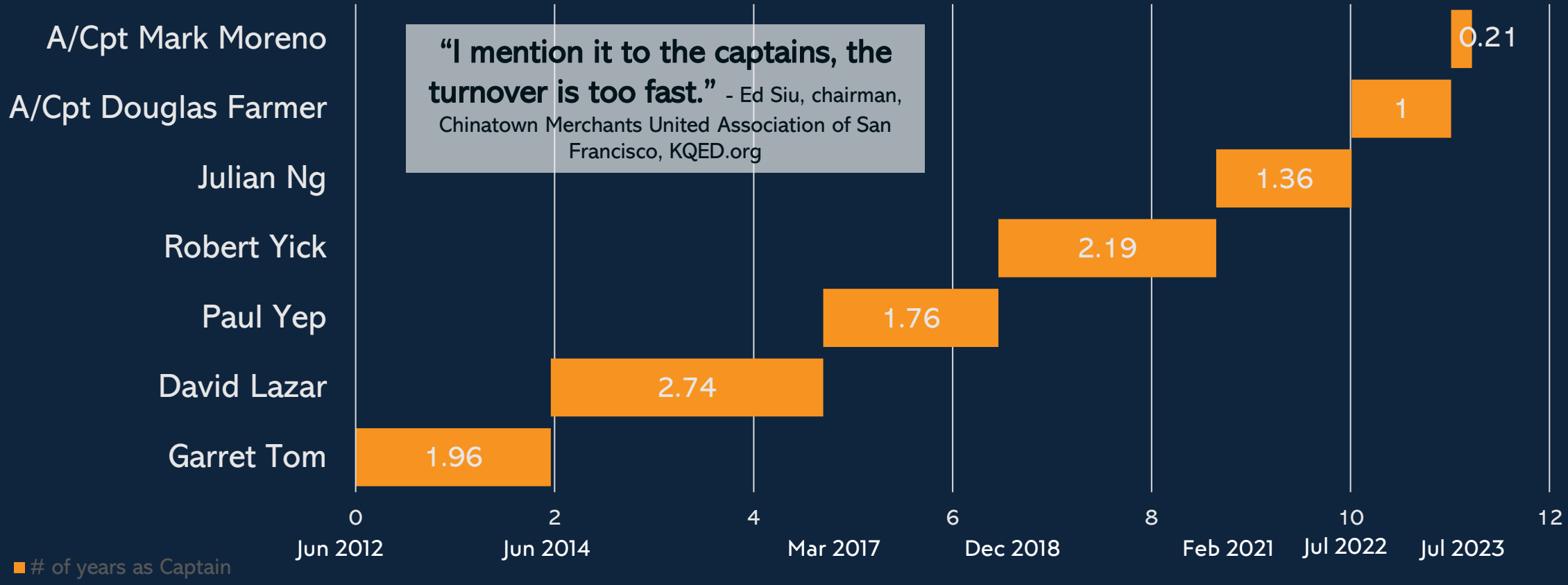
SFPD Command Staff Total Base Salary by Year & Position



Projected Numbers
As of 9/5/23

SFPD Command Staff
Salary & Fringe Data

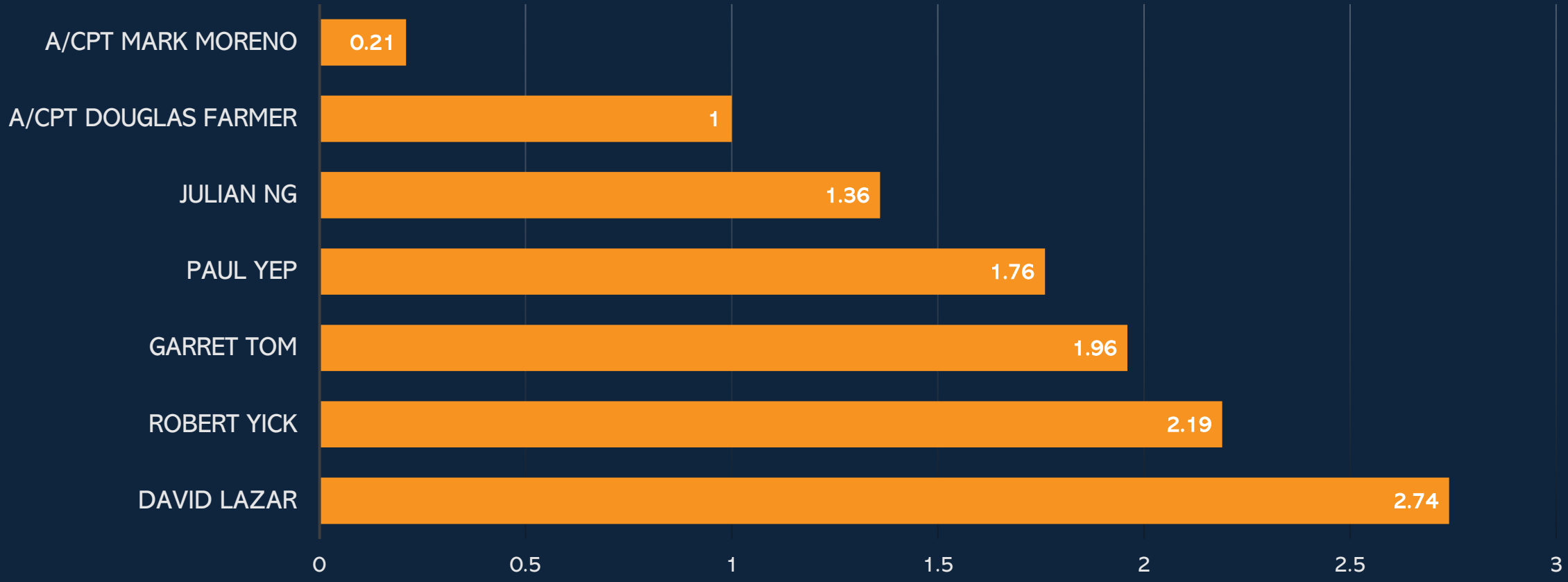
Central Police Station Captain Tenure



"I mention it to the captains, the turnover is too fast." - Ed Siu, chairman, Chinatown Merchants United Association of San Francisco, KQED.org

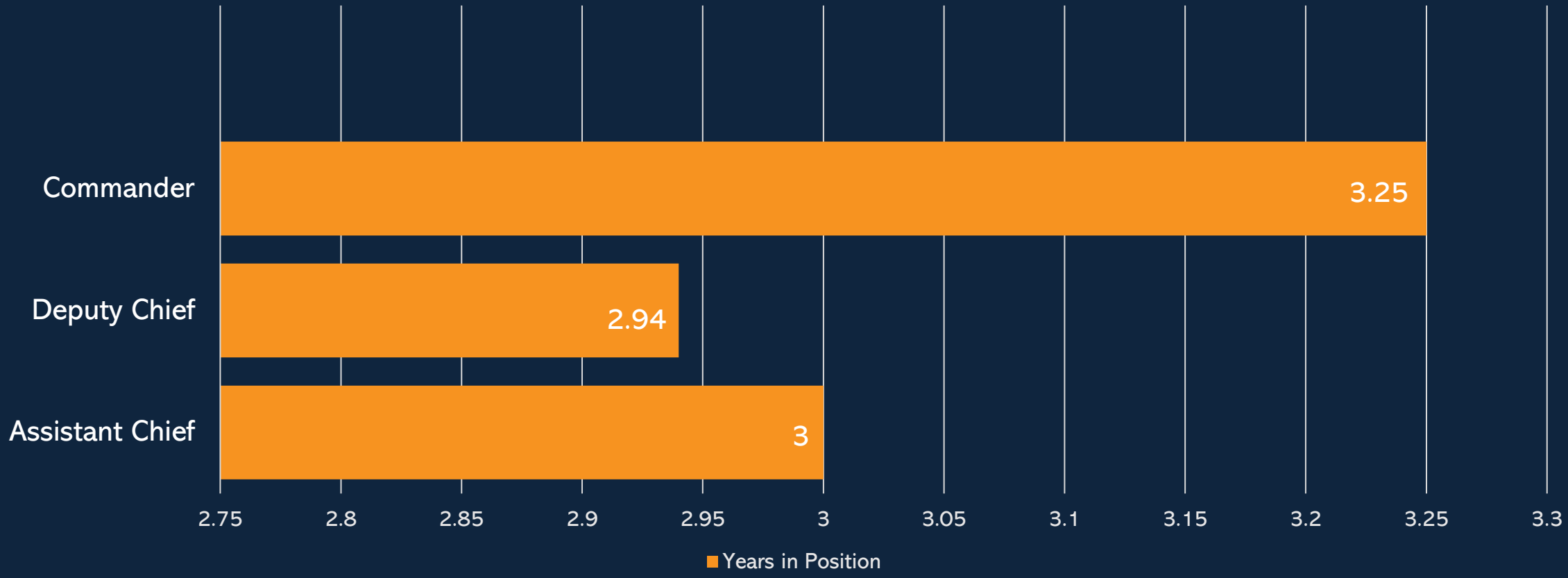
SFPD Command Staff
Salary & Fringe Data

Central Police Station Captain Tenure by Length of Service



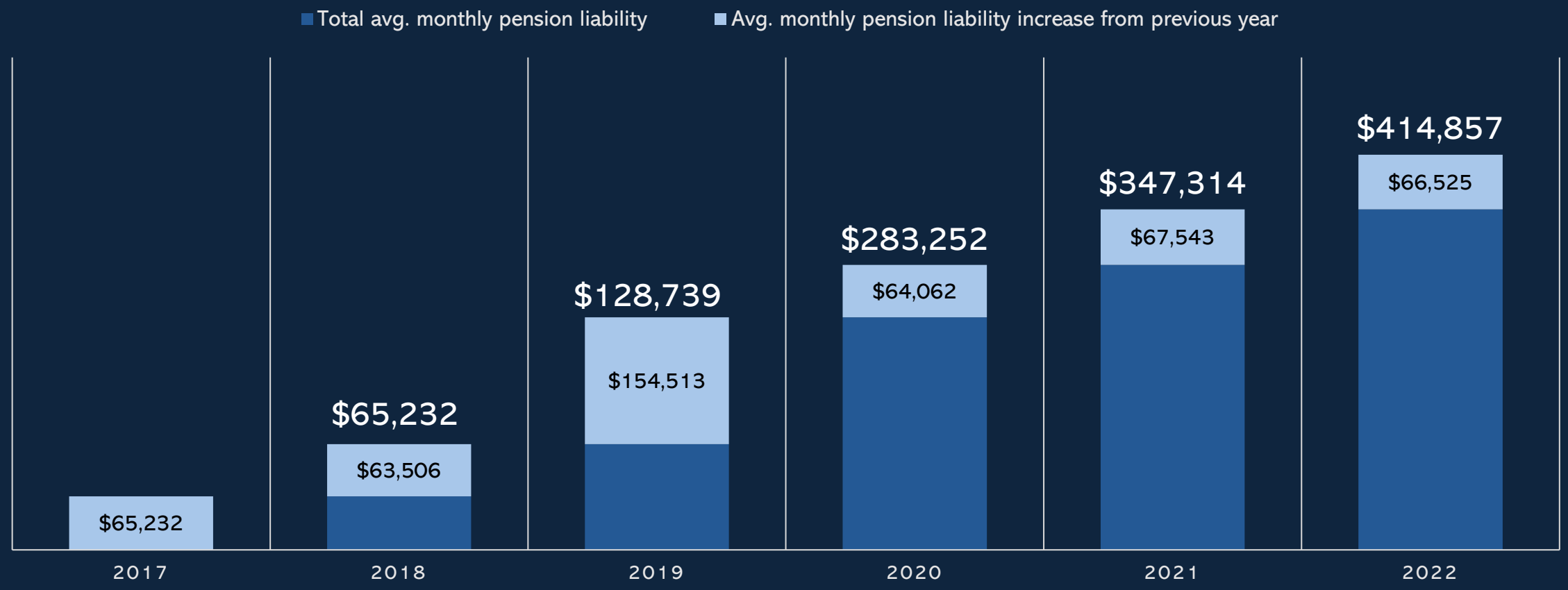
SFPD Command Staff
Salary & Fringe Data

Avg. Years in Position by Job Titles, 2017 - Present



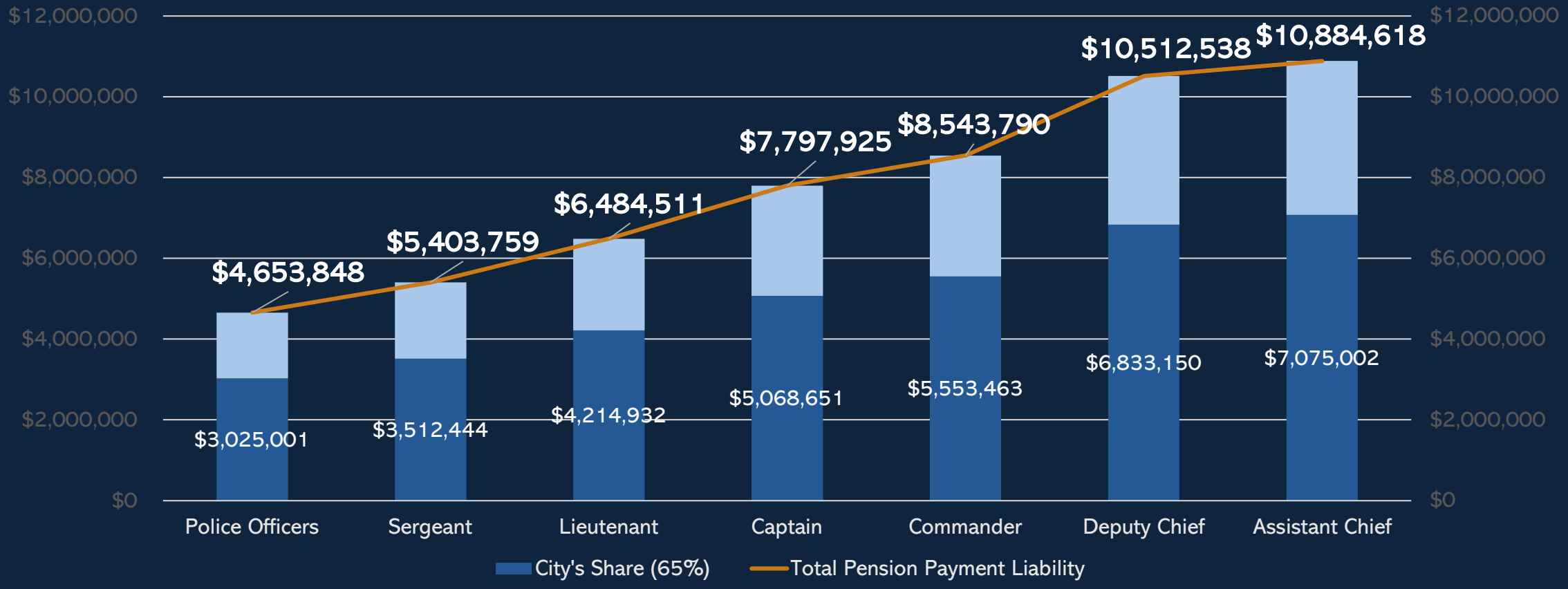
SFPD Command Staff
Salary & Fringe Data

Avg. Monthly Pension Liability for SFPD Command Staff since FY 2016/2017



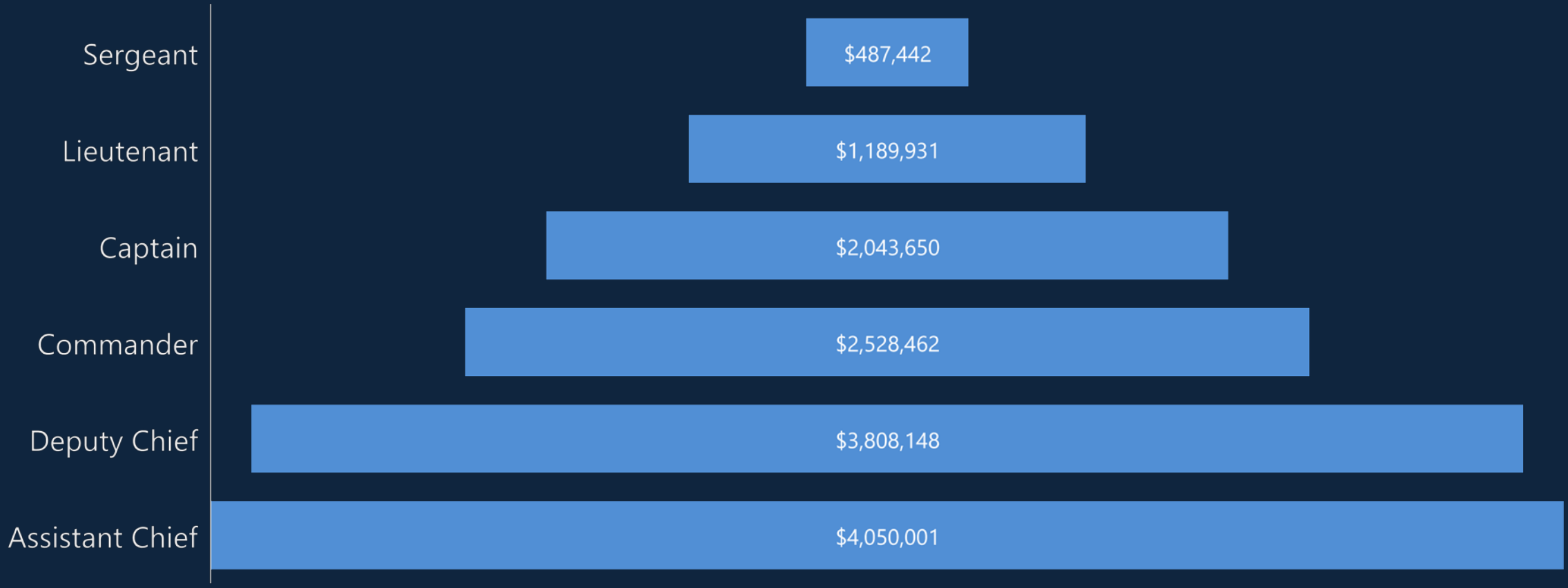
SFPD Command Staff
Salary & Fringe Data

Comparative Pension Liability for Each Person Retiring by Position



SFPD Command Staff
Salary & Fringe Data

Difference in Pension Liability for Each Position Relative to Someone Retiring as a Police Officer



SFPD Command Staff
Salary & Fringe Data

Proposed Ordinance City Share Pension Liability Net Savings

Proposed Ordinance			
Position	City Share of Pension	Change	Cost
Assistant Chief	$7,075,002	(1)	($7,075,002)
Commander	$5,553,463	(3)	($16,660,390)
Police Officer	$3,025,001	7.69	$23,262,261
Net			**($473,131)**

SFPD Command Staff
Salary & Fringe Data

SFPD ANNUAL SALARY ORDINANCE AMENDMENT

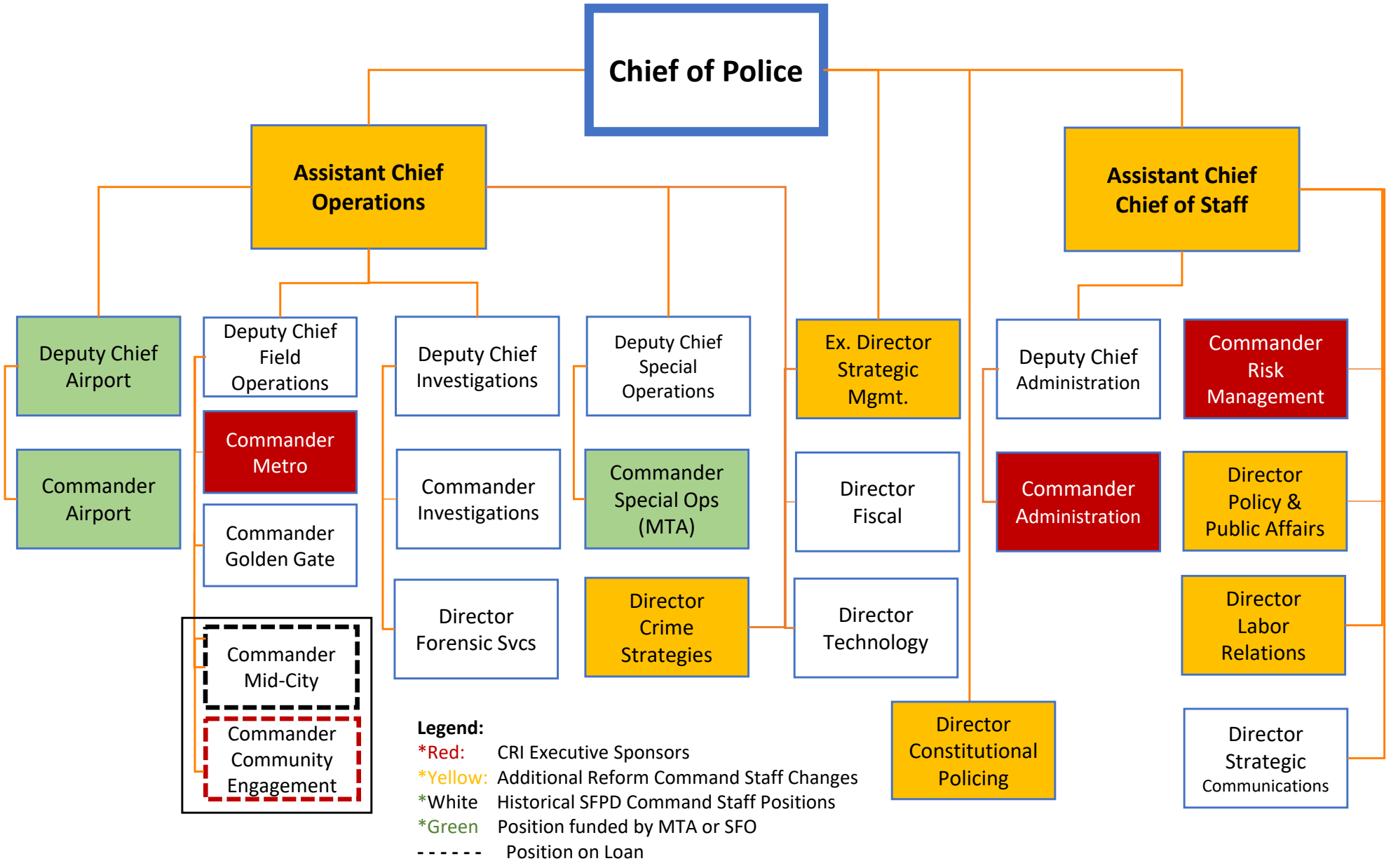
SEPTEMBER 20, 2023

SAN FRANCISCO POLICE DEPARTMENT
CITY & COUNTY OF SAN FRANCISCO

CURRENT COMMAND STAFF

Operations	Streamlines operations and internal communications
Reform	Supports ongoing reform process and progress
Oversight	Provides for equity in workload and accountability among ranks

SFPD ORGANIZATION CHART



Immediate Impacts

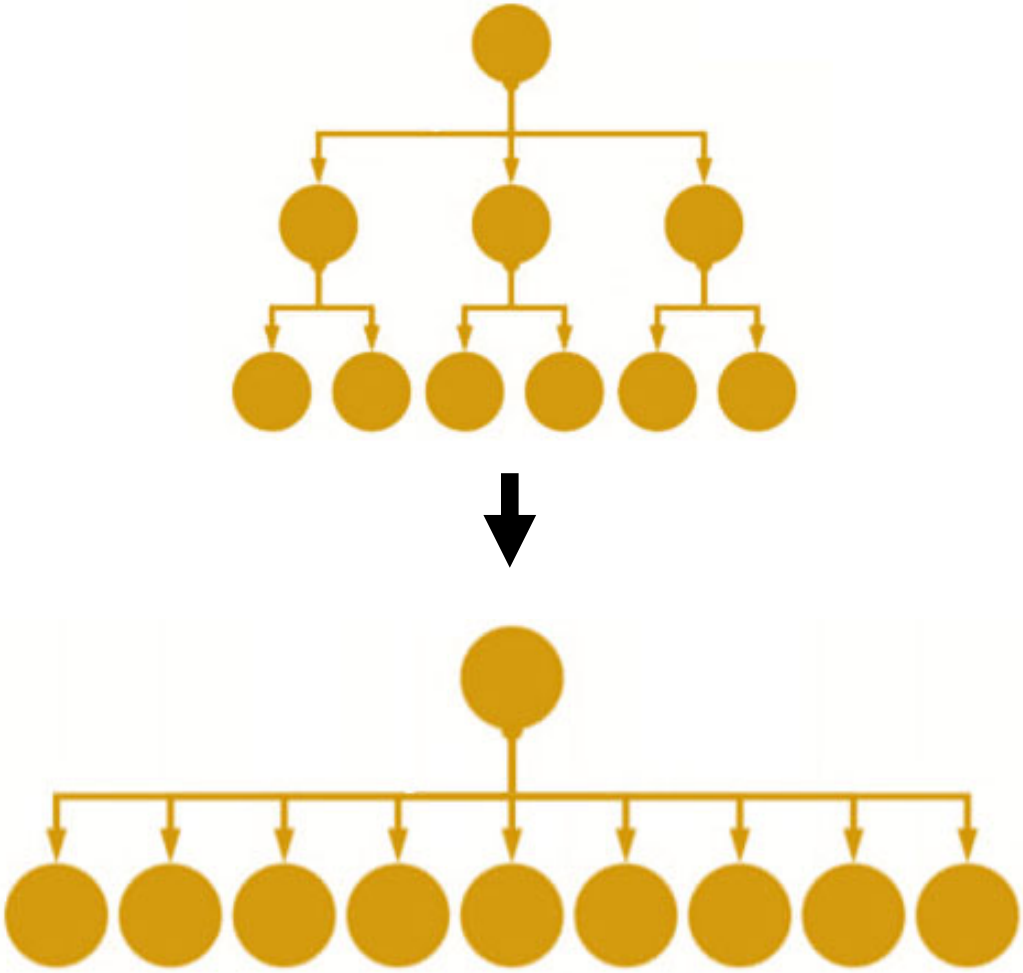
Civil Service Rule 221: Reverts to last civil service appointment

SFPD does not have any command staff or captain vacancies. The domino effect of the proposed deletion of positions will force demotions across ranks.

Morale | Attrition | Accountability | Span & Control

Workload Impacts

Eliminating Command Staff positions will result in workload imbalance.



THANK YOU.
ANY QUESTIONS?

From:	Tracy McCray
To:	Jalipa, Brent (BOS)
Subject:	Line Item 9 230865 Amendment of the Salary Ordinance for Police Department-Fiscal Year 2023-2024 and 2024-2025 Sponsor Peskin
Date:	Tuesday, September 19, 2023 10:56:36 AM

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

Good Day Supervisors Chan, Mandelman & Safai,

The San Francisco Police Officers' Association has no position on the Amendment Proposal by Supervisor Peskin regarding the elimination of Command Staff positions which are represented by MEA, **UNLESS** it directly affects the members, we represent in the SFPOA. For example if a person from the SFPD Command Staff, is demoted to their last civil service rank of Captain and there are no open spots, which forces the most recent member promoted to the rank of Captain to be demoted to Lieutenant and so on and so forth. This could be from any position on the Command Staff from Assistant Chief, Deputy Chief or Commander.

The current Department General Order 1.01 Organizational Structure needs to be revised to show the current up to date positions that have been increased within the organization. Within the DGO it does not specify the number of Captains the department should have, but it has ranged from the mid-20s to roughly 32 over the past few years. I understand that this is a policy issue to be taken up with the entire Board of Supervisors.

Thank you for your time and consideration in the matter before you.

Tracy McCray
President
SFPOA

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Introduction Form

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

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

- [x] 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):

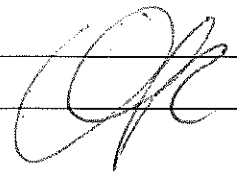
Supervisor Peskin

Subject:

[Annual Salary Ordinance - Police Department - FYs 2023-2024 and 2024-2025]

Long Title or text listed:

Amendment to the Police Department Budget in the Annual Salary Ordinance enumerating positions in the Annual Budget and Appropriation Ordinance for the Fiscal Years (FYs) ending June 30, 2024, and June 30, 2025, the Police section of the ASO which right sizes the SFPD command staff to reduce one of two Assistant Chief positions and three of eight Commander positions; and substitutes seven rank and file Q4 positions; and reducing 1.0 x 0395 FTE and 3.0 x 0490 FTEs in each FY; and substituting these by adding in 7.69 Q4s in FY24 and 8.33 Q4s in FY25.

Signature of Sponsoring Supervisor: 

President, District 3
BOARD of SUPERVISORS

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1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, CA 94102-4689
Tel. No. 554-7450
Fax No. 554-7454
TDD/TTY No. 544-6546

Aaron Peskin

PRESIDENTIAL ACTION

Date: 10/11/2023

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,
Pursuant to Board Rules, I am hereby:

☐ Waiving 30-Day Rule (Board Rule No. 3.23)

File No. _____ _____ (Primary Sponsor)

Title.

_____

☐ Transferring (Board Rule No 3.3)

File No. _____ _____ (Primary Sponsor)

Title.

_____

From: _____ Committee

To: _____ Committee

☒ Assigning Temporary Committee Appointment (Board Rule No. 3.1)

Supervisor: Peskin Replacing Supervisor: Safai

For: 10/11/2023 (Date) Budget & Finance (Committee) Meeting

Start Time: _____ End Time: _____

Temporary Assignment: ◉ Partial ○ Full Meeting

ITEM # 1

Aaron Peskin, President
Board of Supervisors