

File No. 150628

Committee Item No. 2

Board Item No. 23

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Land Use & Transportation

Date June 15, 2015

Board of Supervisors Meeting

Date JUN. 23, 2015

Cmte Board

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| <input type="checkbox"/> | <input type="checkbox"/> | Motion |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Resolution |
| <input type="checkbox"/> | <input type="checkbox"/> | Ordinance |
| <input type="checkbox"/> | <input type="checkbox"/> | Legislative Digest |
| <input type="checkbox"/> | <input type="checkbox"/> | Budget and Legislative Analyst Report |
| <input type="checkbox"/> | <input type="checkbox"/> | Youth Commission Report |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Introduction Form |
| <input type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/> | <input type="checkbox"/> | MOU |
| <input type="checkbox"/> | <input type="checkbox"/> | Grant Information Form |
| <input type="checkbox"/> | <input type="checkbox"/> | Grant Budget |
| <input type="checkbox"/> | <input type="checkbox"/> | Subcontract Budget |
| <input type="checkbox"/> | <input type="checkbox"/> | Contract/Agreement |
| <input type="checkbox"/> | <input type="checkbox"/> | Form 126 – Ethics Commission |
| <input type="checkbox"/> | <input type="checkbox"/> | Award Letter |
| <input type="checkbox"/> | <input type="checkbox"/> | Application |
| <input type="checkbox"/> | <input type="checkbox"/> | Public Correspondence |

OTHER (Use back side if additional space is needed)

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Completed by: Andrea Ausberry Date June 11, 2015

Completed by: _____ Date _____

1 [Establishing a Population-Based Police Staffing Policy]

2 **Resolution establishing a Board of Supervisors policy that police staffing levels be**
3 **adjusted to account for population and neighborhood growth.**
4

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

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

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

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

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

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

20 WHEREAS, An increase of 13.3% from 1,971 full duty sworn officers would add 262
21 officers to the Charter-mandated staffing minimum for a total of 2,233; and

22 WHEREAS, In 2008, the Police Executive Research Forum (PERF) published a report
23 in which it developed a Vision Statement for the city's Police Department and
24 recommendations to implement this Vision Statement, which included an emphasis on
25

1 community policing and problem-solving policing in the department's approach to crime-
2 fighting; and

3 WHEREAS, The PERF report's recommendations to achieve the goals of this vision
4 statement included a range of staffing levels for sworn personnel of up to 2,254 officers, when
5 San Francisco's population was 798,680; and

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

8 WHEREAS, A report by the San Francisco Controller in 2015 found that from 2004 to
9 2014, the sworn police staffing per 100,000 residents in San Francisco has decreased by 13
10 percent; and

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

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

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

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

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

1 WHEREAS, A minimum police staffing threshold serves as a clear baseline for making
2 budgeting decisions and planning for the future of the city; now, therefore, be it

3 RESOLVED, The Board finds the Charter-mandated number of 1,971 full duty sworn
4 officers to be an outdated and inadequate number of officers to fully serve the City; and be it

5 FURTHER RESOLVED, The Board recognizes that a police staffing policy goal should
6 be based on current population and need, and on projected city and population growth; and,
7 be it

8 FURTHER RESOLVED, The Board determines that police staffing goals should
9 exceed 2,200 full duty sworn officers, which would bring the voter-approved minimum into line
10 with San Francisco's current population; and, be it

11 FURTHER RESOLVED, That the Board commits to fully funding police academy
12 classes in exceed this goal of 2,200 full duty sworn officers.

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150628

City Services Benchmarking: Police Staffing

CITY & COUNTY OF SAN FRANCISCO

Office of the Controller

City Services Auditor, City Performance

June 10, 2015



**CONTROLLER'S OFFICE
CITY SERVICES AUDITOR**

The City Services Auditor was created within the Controller's Office through an amendment to the City Charter that was approved by voters in November 2003. Under Appendix F to the City Charter, the City Services Auditor has broad authority for:

- Reporting on the level and effectiveness of San Francisco's public services and benchmarking the city to other public agencies and jurisdictions.
- Conducting financial and performance audits of city departments, contractors, and functions to assess efficiency and effectiveness of processes and services.
- Operating a whistleblower hotline and website and investigating reports of waste, fraud, and abuse of city resources.
- Ensuring the financial integrity and improving the overall performance and efficiency of city government.

Project Team **City Performance Unit**
Peg Stevenson, Director
Natasha Mihal, Project Manager
Corina Monzón, Project Manager
Faran Sikandar, Performance Analyst
Suzanne Simburg, Performance Analyst

For more information, please contact:

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Office of the Controller
City and County of San Francisco
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City Services Benchmarking: Police Staffing

CITY AND COUNTY OF SAN FRANCISCO

OFFICE OF THE CONTROLLER

June 10, 2015

Summary

The City and County of San Francisco Charter requires the City Services Auditor (CSA) to monitor the level and effectiveness of City services. Specifically, CSA shall review performance and cost benchmarks and conduct comparisons of the cost and performance of San Francisco City government with other cities, counties, and public agencies performing similar functions.

This report compares police staffing of San Francisco to that of nine other peer city's police departments. We developed and sent surveys to 15 identified peers and received responses from the following police departments:

- Austin, TX
- Chicago, IL
- Dallas, TX
- Denver, CO
- Minneapolis, MN
- Oakland, CA
- Portland, OR
- San Diego, CA
- Seattle, WA

The analysis in this report is based on survey responses from peer police departments, U.S. Census data, and federally-reported crime data.

Population and Crime

From 2004 to 2014, the resident population of San Francisco increased almost 12 percent. During the same time period the number of San Francisco Police Department (SFPD) sworn officers decreased three percent. The rate of sworn officers per 100,000 residents declined 13 percent from 265 sworn officers per 100,000 residents in 2004 to 230 sworn officers in 2014.

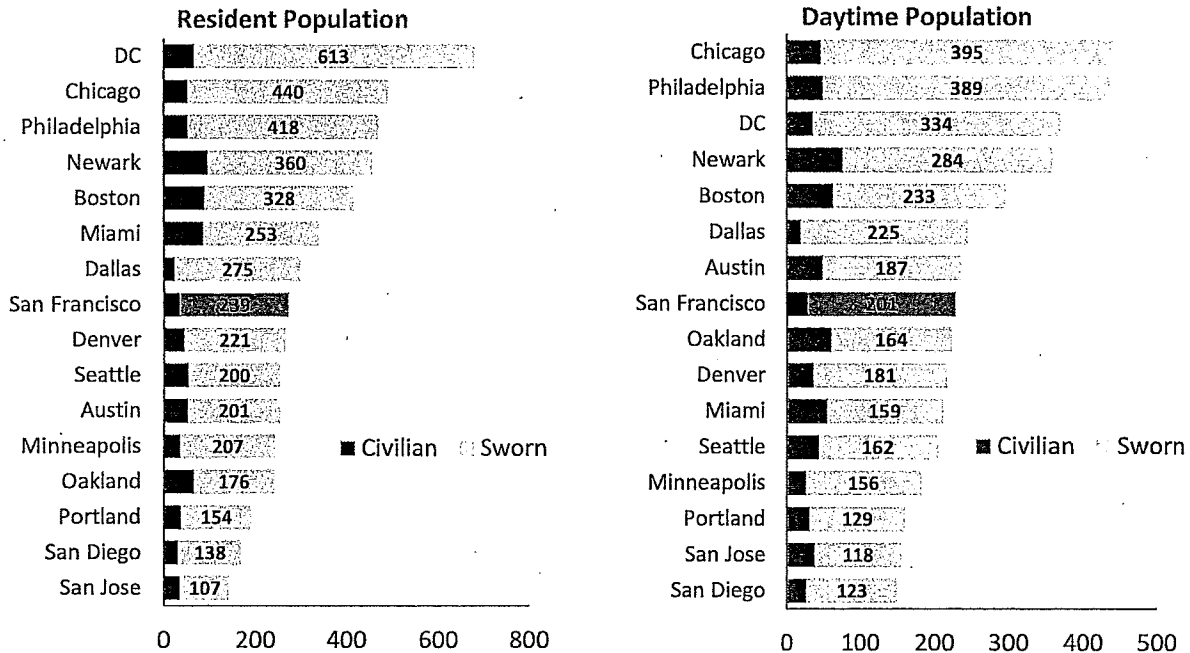
San Francisco's total crime rate (violent and property) per resident and daytime population in 2013 was second highest among its survey peers. While San Francisco's violent crime rate falls in the middle of its peers and is only slightly above the national average for cities with populations over 350,000, its property crime rate is second highest, only lower than Oakland, in the survey group.

Police Staffing Levels

San Francisco's sworn staffing levels per 100,000 residents (239 officers) and daytime population (201 officers) are lower than the peer group averages (271 and 215 officers, respectively). San Francisco is the most densely populated city within the peer group and is relatively densely staffed by sworn officers per square mile. Compared to peers, however, San Francisco falls below the peer trend line for number of sworn officers per square mile.

However, as seen in the chart on the next page, there is a wide range of staffing levels per 100,000 residents and daytime population in the peer survey group. Chicago, Philadelphia, and Washington DC have significantly higher sworn staffing levels than most other peers and San Francisco; San Jose, San Diego, and Portland have the lowest staffing levels in the peer survey group.

San Francisco's Sworn Staffing Levels per 100,000 Resident and Daytime Population fall in the middle of the peer group but below the peer average



Source: FBI UCR, U.S. Census Bureau, Peer Survey

Police departments utilize civilian staff for non-policing, technical, and administrative functions. San Francisco has 0.14 civilians for every one sworn officer, lower than most peers as well as the national average for cities with populations over 350,000 (0.29 civilians per one sworn officer.)

Police Staffing Spending

While San Francisco has the highest average salary and benefits per sworn officer, \$174,799, it is only third highest when this average is adjusted by the Cost of Living Index. San Francisco's overtime spending for civilian and sworn staffing falls in the middle of the peer group. SFPD's worker's compensation spending per civilian and sworn staff is higher than its peers, though its workers' compensation spending as a percent of salary spending is third highest.

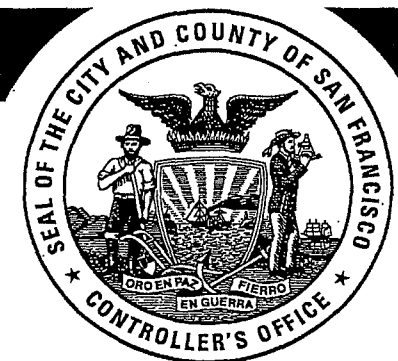
Other Police Staffing Metrics

San Francisco is among the middle number of Priority A and Priority B calls per resident and has a slightly lower number of Priority A calls per sworn officer compared to peers. San Francisco is the only police department in the peer group that responded to the survey who employs relatively more Hispanic or Latino staff than there are Hispanic or Latino residents in the City (+.04 percent difference). Though San Francisco has a proportionally larger Asian or Pacific Islander resident population than other peer cities, SFPD's largest differential of police race to resident race is in this category (-11.6 percent difference).

City Services Benchmarking:

Police Staffing

1015



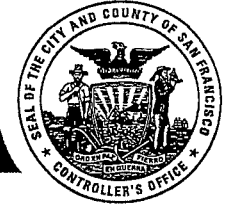
CITY & COUNTY OF SAN FRANCISCO

Office of the Controller
City Services Auditor, City Performance

Natasha Mihal

June 15, 2015

Citywide Performance Program



- The Controller's Office manages the Citywide performance program that collects and reports on performance information for all City departments
- In FY 2015-16 we will be expanding public reporting, improving performance measures as necessary, and expanding the use of performance information to manage service delivery.

1016

Performance measurement efforts

- Performance measurement database and reporting
- Quarterly Government Barometer
- Benchmarking reports
- Data visualization and STAT program development
- SFOpenBook

Police Staffing Benchmarking Report



- The Controller's Office is mandated to benchmark City services and performance to other jurisdictions performing similar services.
- The project team administered a survey to collect staffing level, spending, and other police staffing characteristics to 15 peers; nine responded. For some analyses, the project team used nationally-available data for non-respondent survey peers.

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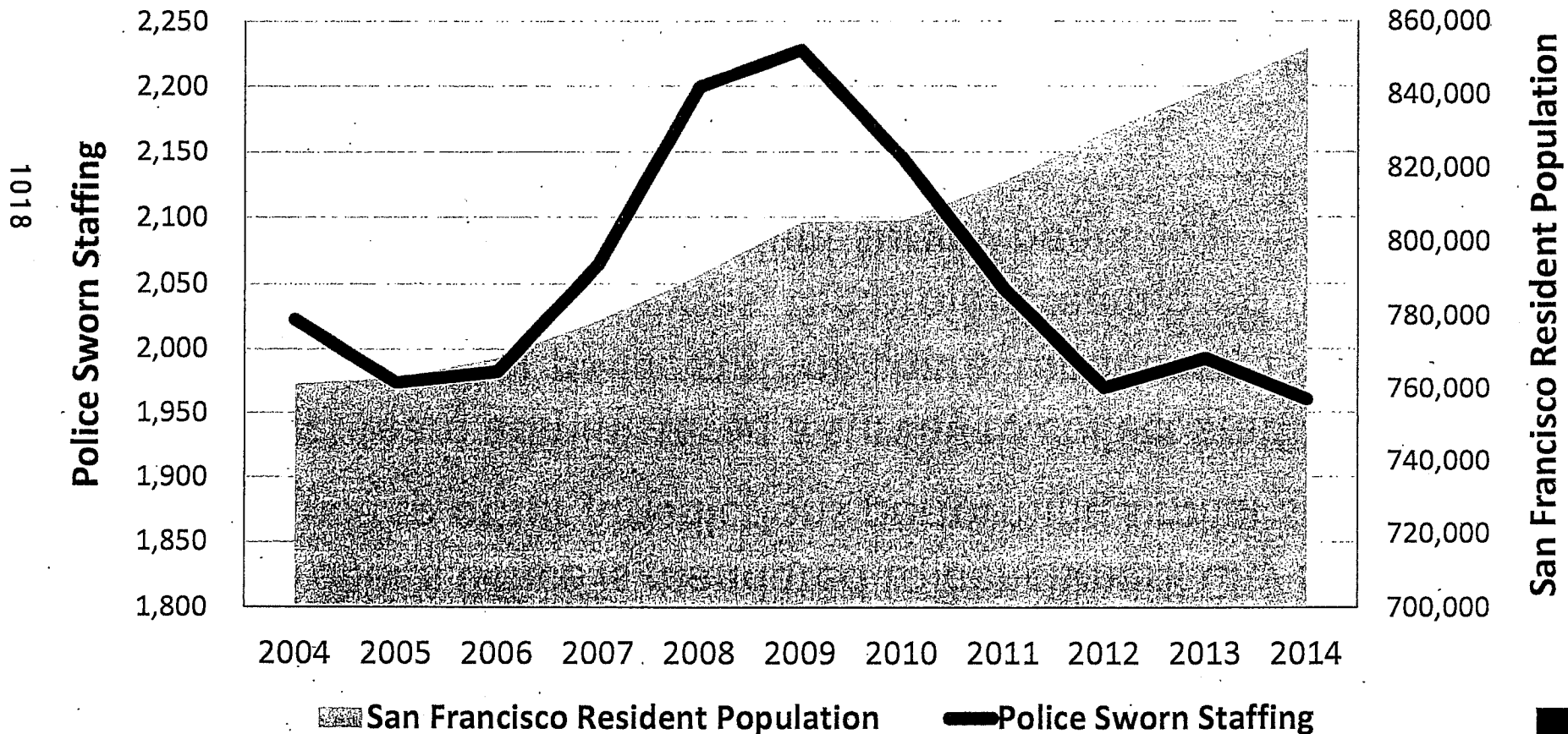
Peer Cities (those in bold responded to the survey)

- | | | |
|----------------------|--------------------------|------------------------|
| • Austin, TX | • Miami, FL | • Portland, OR |
| • Boston, MA | • Minneapolis, MN | • San Diego, CA |
| • Chicago, IL | • Newark, NJ | • San Jose, CA |
| • Dallas, TX | • Oakland, CA | • Seattle, WA |
| • Denver, CO | • Philadelphia, PA | • Washington, D.C. |

San Francisco 2004-2014



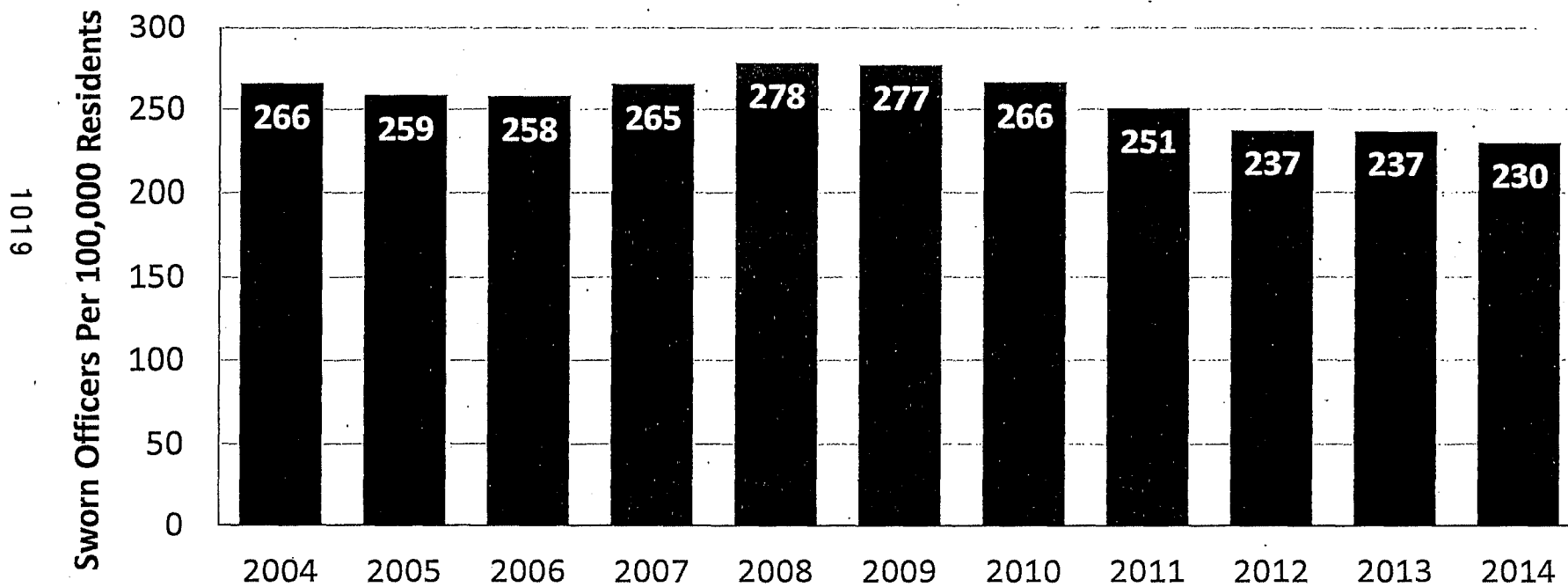
- San Francisco's resident population increased almost 12 percent from 2004 to 2014 while the number of police sworn staffing decreased three percent during the same time period.



San Francisco 2004-2014



- From 2004 to 2014, the number of sworn officers per 100,000 residents decreased by 13 percent.



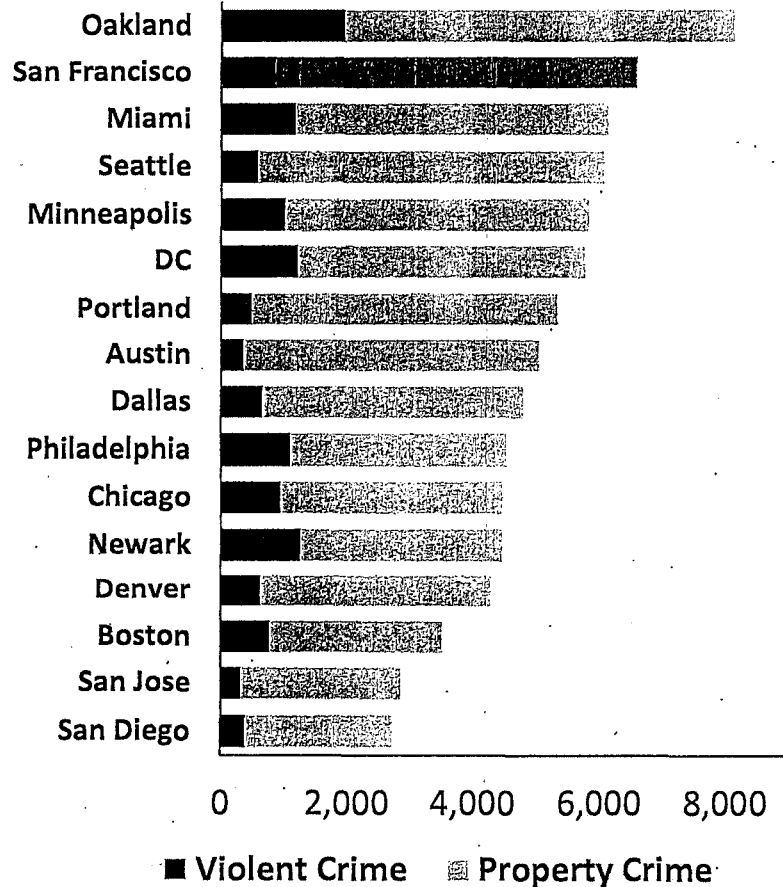
Total Crime per 100,000 Residents & Daytime Pop



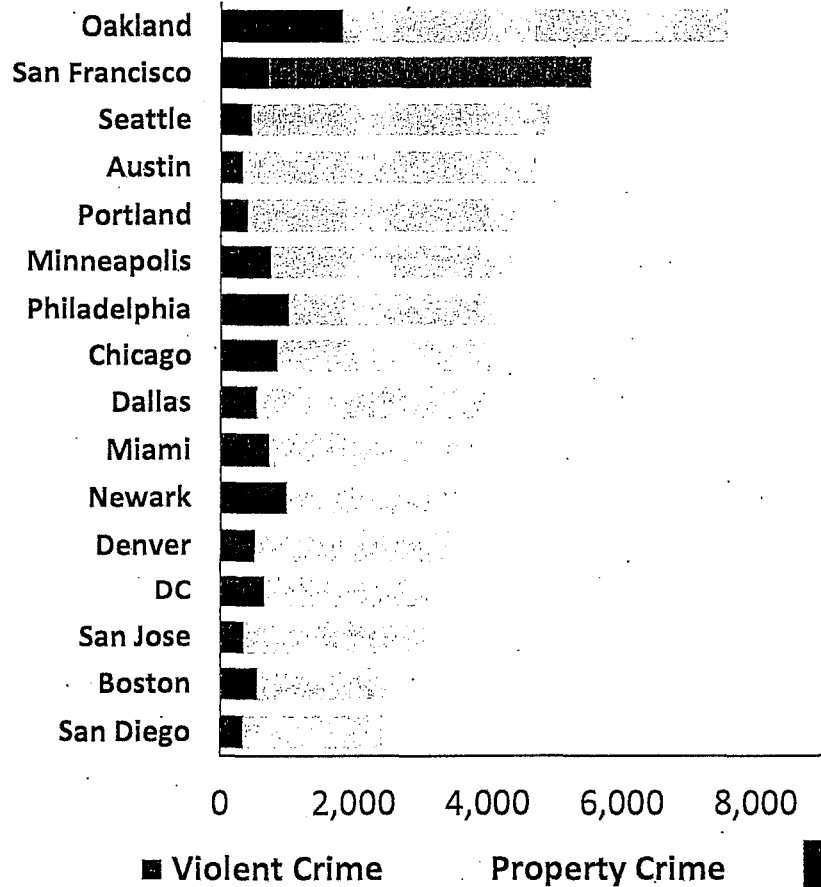
- San Francisco has the second highest overall crime and is second highest in property crime among the peer group.

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Total Crime per 100,000 Resident Population



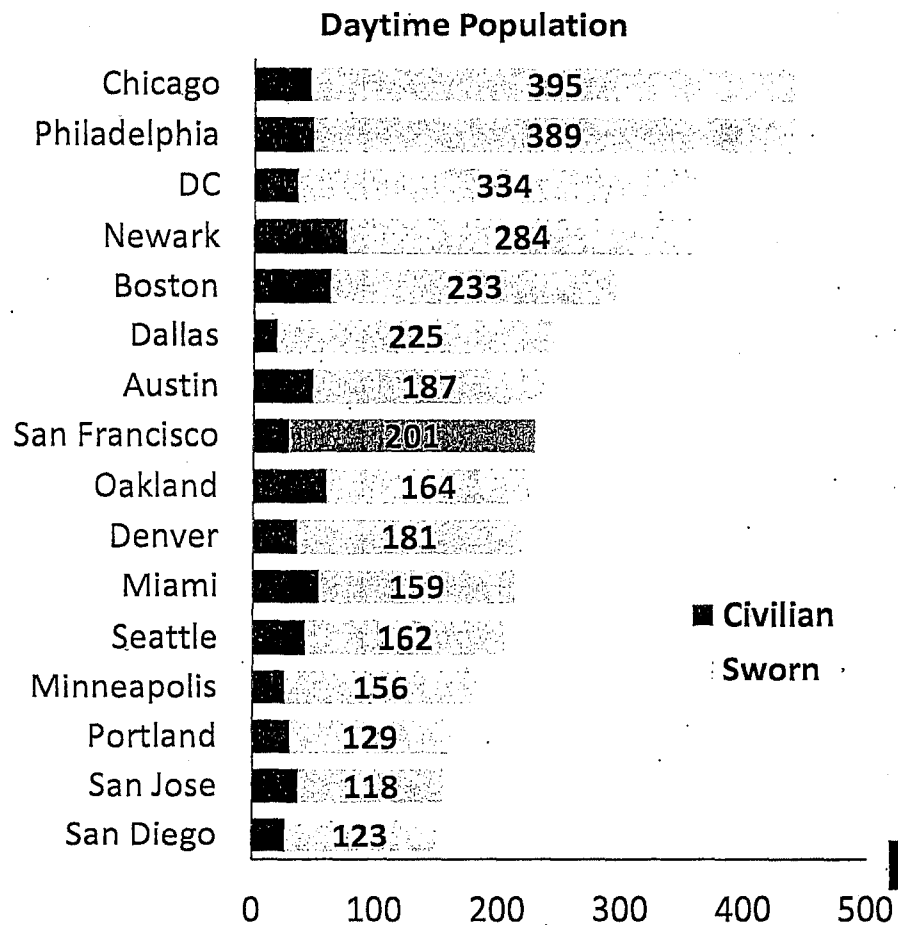
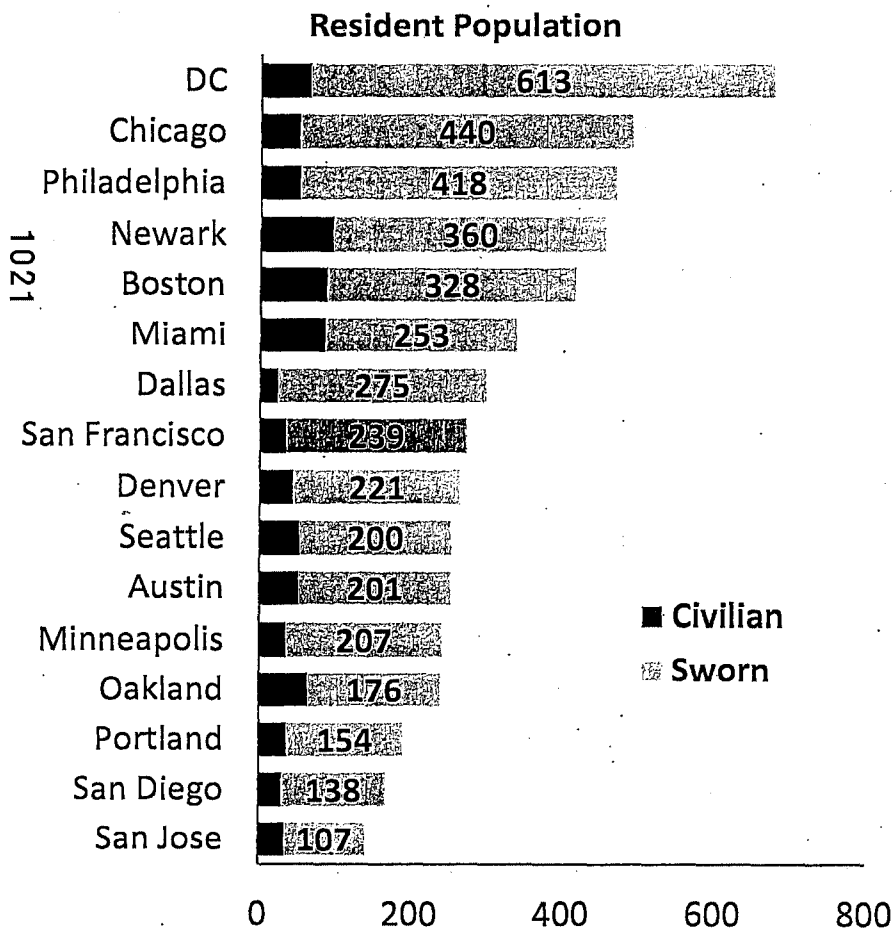
Total Crime per 100,000 Daytime Population



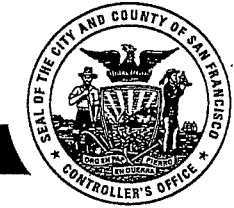
Staffing per 100,000 Residents & Daytime Pop



- San Francisco's sworn staffing levels per 100,000 residents (239 officers) and daytime population (201 officers) are lower than the peer group averages (271 and 215 officers, respectively).

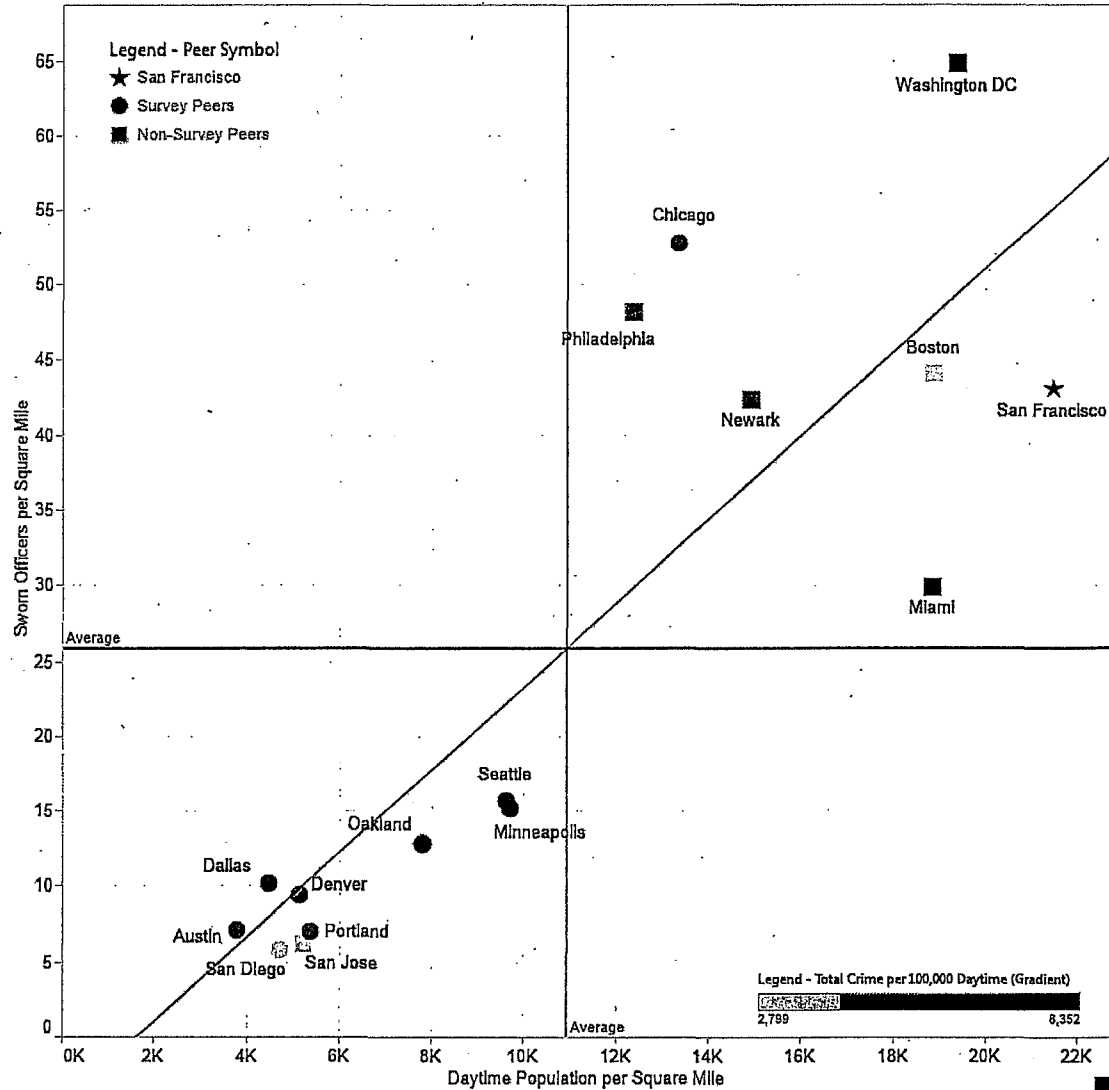


Daytime Population Density & Sworn Officers



- San Francisco is very densely populated and densely staffed by sworn officers but falls below the expected number of sworn officers per square mile compared to peers

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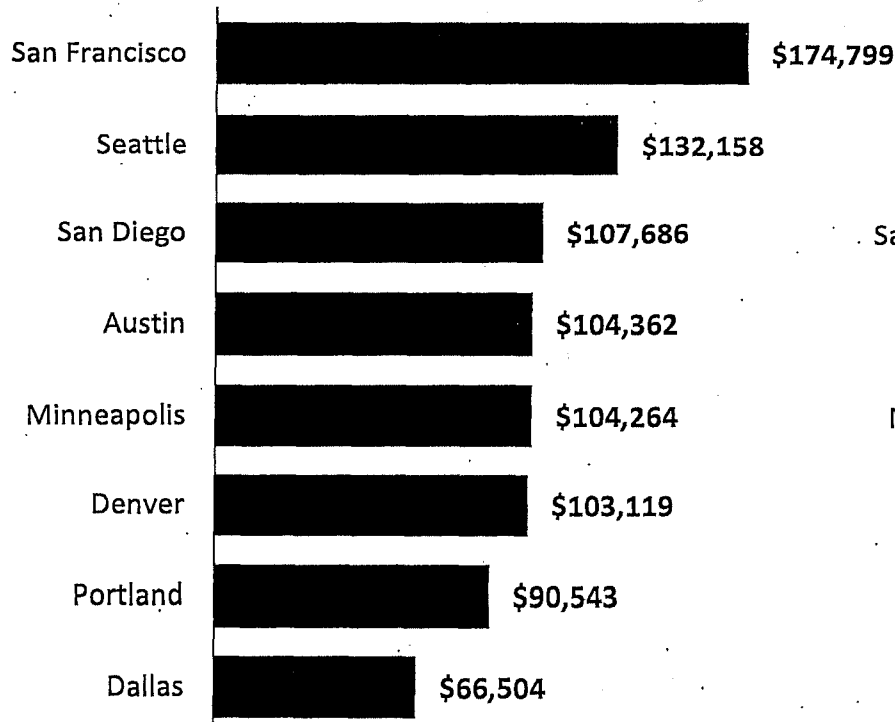


Average Salaries & Benefits for Sworn Officers



- While San Francisco has the highest average salary and benefits per sworn officer, it is only third highest when the average is adjusted by the cost of living index.

Salary and Benefits per Sworn Officer

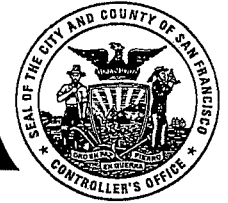


Cost of Living Index Adjusted:
Salary and Benefits per Sworn Officer



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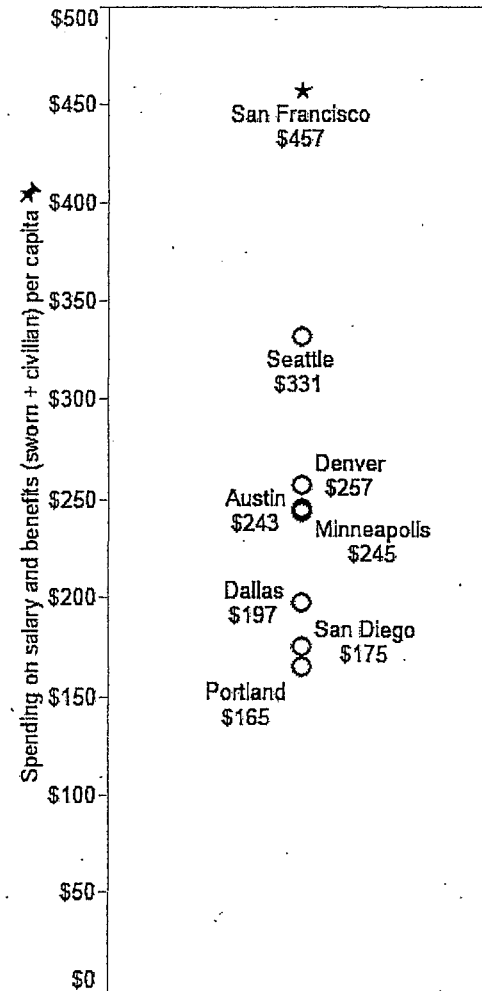
Spending per Capita on Sworn Officers



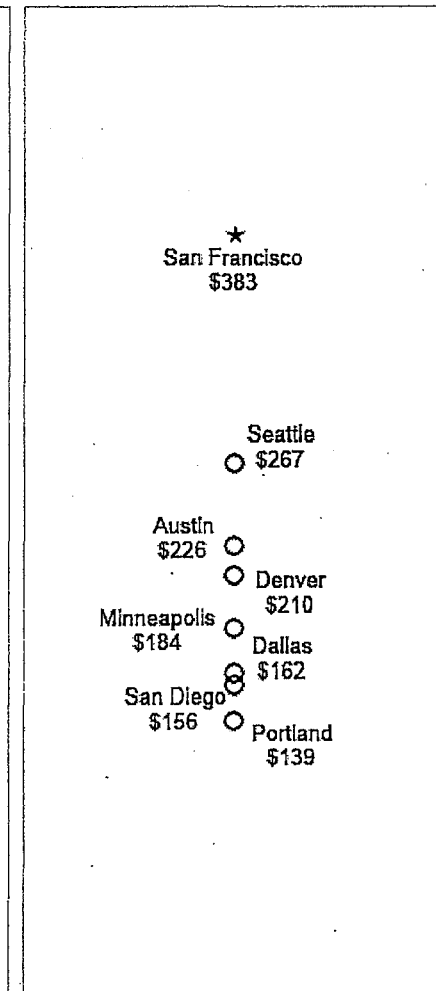
- San Francisco spends more per capita (resident and daytime population) on sworn officer salary and benefits.

1024

Salary and benefits per capita (resident individual)



Salary and benefits per capita (daytime individual)

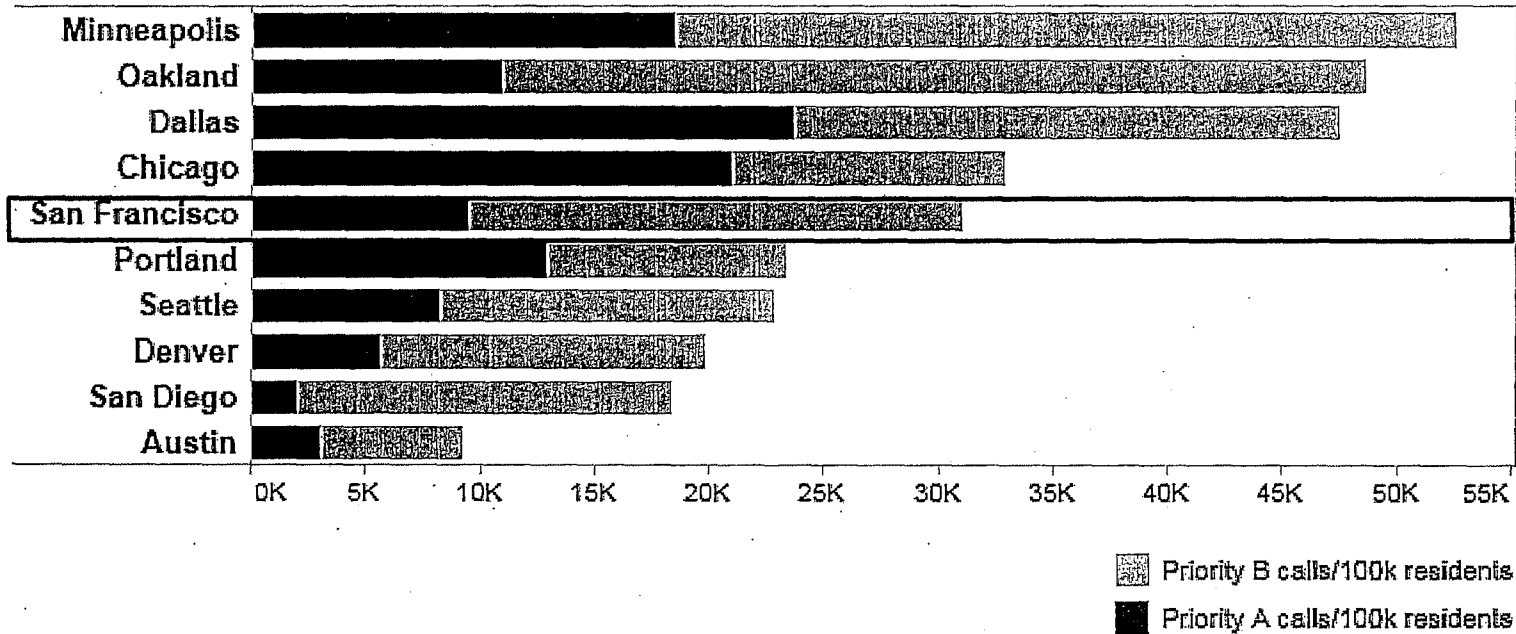


Priority Calls for Service



- San Francisco is among the middle number of Priority A and combined A and B calls per resident and has a slightly lower number of Priority A calls per sworn officer.

Priority A and B calls for service

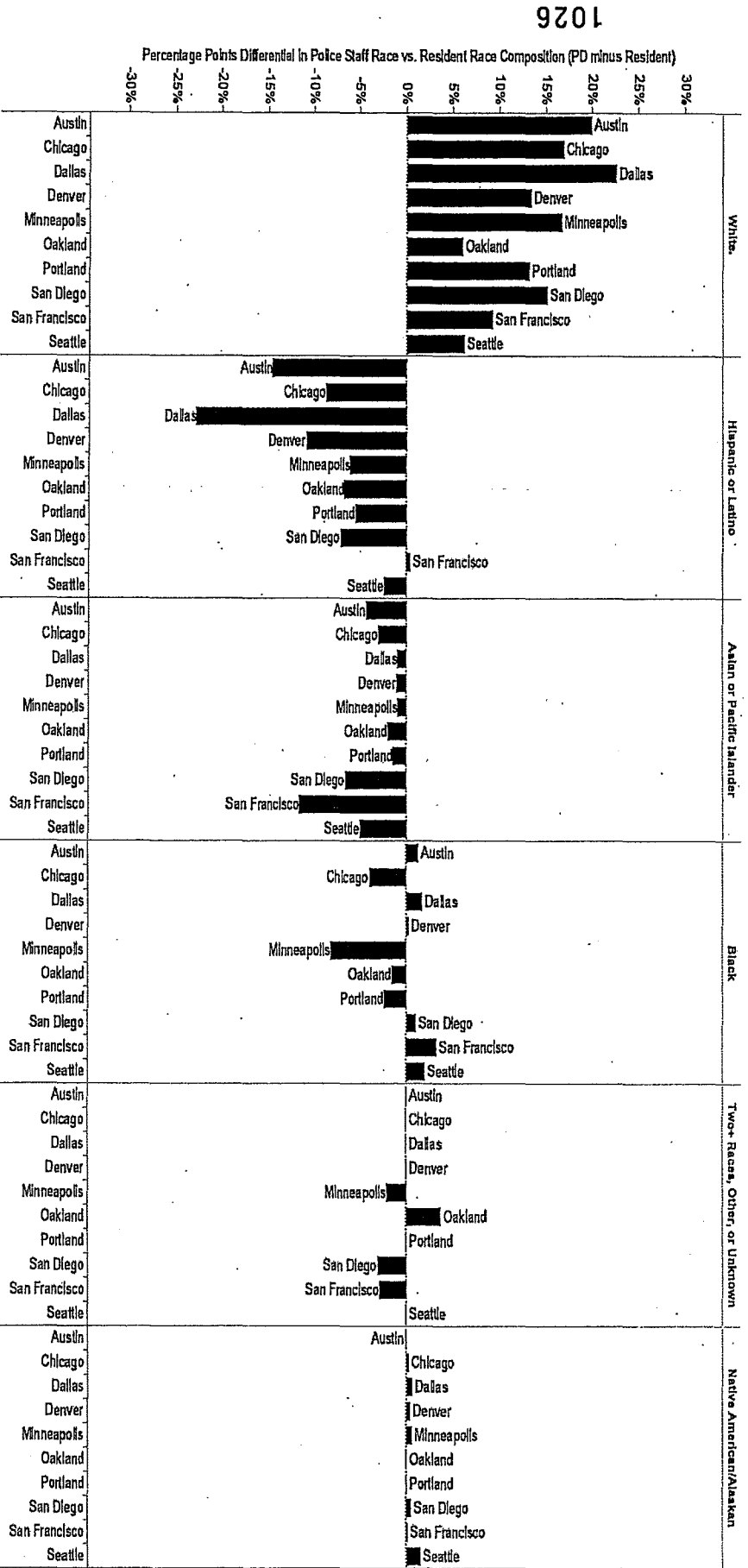


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Police Department v. Resident Race Categories



- As a percent, all police departments employ significantly more white staff than there are white residents in their city and have the greatest lack of staffing parity in comparison with Hispanic or Latino and Asian or Pacific Islander communities.



BOARD of SUPERVISORS



City Hall
Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

MEMORANDUM

TO: Greg Suhr, Chief, Police Department
Ben Rosenfield, City Controller, Office of the Controller

FROM: Andrea Ausberry, Assistant Clerk, Land Use and Transportation Committee,
Board of Supervisors

DATE: June 11, 2015

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Rules Committee has received the following legislation, introduced by Supervisor Wiener on June 9, 2015:

File No. 150628

Resolution establishing a Board of Supervisors policy that police staffing levels be adjusted to account for population and neighborhood growth.

If you have any additional 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: Christine Fountain, Office Manager
John Monroe, Secretary, Police Commission
Todd Rydstrom, Deputy City Controller

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date _____

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

- 1. For reference to Committee. (An Ordinance, Resolution, Motion, or Charter Amendment)
- 2. Request for next printed agenda Without Reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning "Supervisor [] inquires"
- 5. City Attorney request.
- 6. Call File No. [] from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No. []
- 9. Reactivate File No. []
- 10. Question(s) submitted for Mayoral Appearance before the BOS on []

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission Youth Commission Ethics Commission
- Planning Commission Building Inspection Commission

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

Sponsor(s):

Wiener; Cohen , Farrell

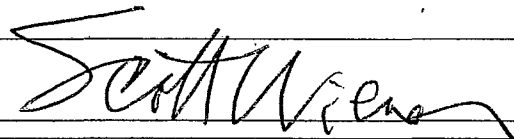
Subject:

Resolution Establishing a Population-based Police Staffing Policy

The text is listed below or attached:

Resolution establishing a Board of Supervisors policy that police staffing levels be adjusted to account for population and neighborhood growth.

Signature of Sponsoring Supervisor: _____



For Clerk's Use Only: