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

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

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

WHEREAS, San Francisco’s current police staffing is at an historically unprecedented low in modern times, with full-duty sworn staffing numbers now significantly below the previous low point of 1,657 full-duty officers, which was reached in 2014; and
WHEREAS, Police staffing shortages are not unique to San Francisco and reflect increasingly dire national and statewide trends, with a National Public Radio report last week attributing “to staffing shortages” why longer police response times are being observed in data collected in a survey of 15 cities, including San Francisco; and a recent Los Angeles Times report describing the police staffing crisis in some Northern California jurisdictions as “catastrophic”; and

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

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

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

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

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

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

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

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

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

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

- A $40,000 structured bonus for lateral transfers to the Redding Police Department;
- A $30,000 signing bonus for lateral transfers to the Alameda Police Department;
- A $30,000 structured bonus for lateral transfers to the Dixon Police Department;
- A $30,000 signing bonus for lateral transfers to the San Mateo Police Department;
- A $20,000 signing bonus for lateral transfers and $10,000 signing bonuses for new recruits and academy graduates to the Hayward Police Department;
• A $20,000 signing bonus for academy graduates and lateral transfers to the
  Vacaville Police Department;
• A $15,000 signing bonus for academy graduates and lateral transfers to the
  BART Police Department; and
• A $10,000 signing bonus for new recruits and lateral transfers to the Daly City
  Police Department, among others; and

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

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

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

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

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

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

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

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

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

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

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

WHEREAS, The Sheriff may be insufficiently staffed based on its established post
assignments; although the department has almost enough supervisors, it needs 76 and
has 73; it is significantly short of deputies based on its established post assignments; and
WHEREAS, The Sheriff needs 761 deputies to fill post assignments in the Field Operations Division, Custody Operations Division, and Community Programs unit, but has only 585; and

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

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

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

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

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

WHEREAS, Several studies have found that long work hours increase sworn employee fatigue, and fatigue can have detrimental effects on employee health, safety, and performance; now, therefore, be it
RESOLVED, That the Board of Supervisors urges DHR to explore ways to adopt a policy to automatically match top police recruitment bonuses offered by law enforcement agencies in Northern California that compete for new and laterally hired police officers; and, be it

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

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

FURTHER RESOLVED, That the Board of Supervisors urges DHR, SFSD, and the Sheriff’s Department Oversight Board to continue collaborative efforts to improve efficiencies in recruiting and hiring prospective sheriff deputies in the City and County of San Francisco.
Resolution urging the San Francisco Department of Human Resources to explore ways to adopt policies to match top recruitment bonuses offered by law enforcement agencies in Northern California that compete for new and laterally hired police officers and sheriff deputies; urging the Police Commission and Sheriff's Department Oversight Board to develop sworn staffing plans to achieve recommended full-duty police and sheriff staffing levels; and urging continued improved efficiencies in the recruitment and hiring of prospective San Francisco Police Department officers and San Francisco Sheriff's Department Deputies.

May 11, 2023 Public Safety and Neighborhood Services Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING NEW TITLE

May 11, 2023 Public Safety and Neighborhood Services Committee - CONTINUED TO CALL OF THE CHAIR AS AMENDED

June 08, 2023 Public Safety and Neighborhood Services Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

June 08, 2023 Public Safety and Neighborhood Services Committee - RECOMMENDED AS AMENDED

June 27, 2023 Board of Supervisors - ADOPTED

Ayes: 7 - Dorsey, Engardio, Mandelman, Melgar, Peskin, Safai and Stefani
Noes: 4 - Chan, Preston, Ronen and Walton
I hereby certify that the foregoing Resolution was ADOPTED on 6/27/2023 by the Board of Supervisors of the City and County of San Francisco.

Angela Calvillo
Clerk of the Board

I hereby certify that the foregoing resolution, not being signed by the Mayor within the time limit as set forth in Section 3.103 of the Charter, or time waived pursuant to Board Rule 2.14.2, became effective without her approval in accordance with the provision of said Section 3.103 of the Charter or Board Rule 2.14.2.

Angela Calvillo
Clerk of the Board