Memorandum

TO:	HONORABLE MAYOR AND CITY COUNCIL	**FROM:**	Anthony Mata Jim Shannon
SUBJECT:	ACCELERATING STAFFING FOR THE POLICE DEPARTMENT	**DATE:**	June 5, 2023

Approved _/s/ Maguire_   Date: 6/5/2023

BACKGROUND

On September 14, 2022, the Rules and Open Government Committee approved a memorandum[1] authored by Councilmember Davis, Councilmember Jimenez, and Councilmember Cohen directing the City Manager's Office to conduct an analysis of police overtime spending that includes existing authorized sworn staffing levels, vacancies, recruit academies, and performance targets to determine a goal for the appropriate level of officer staffing and overtime expenditures that will guide future budget development. The analysis was to include a review of the current and past three years of overtime spending to provide a comprehensive picture and provide recommendations for staffing additions that can be made, with a goal to reduce mandatory overtime so that officer stress and fatigue is reduced and to provide enough officers for our City's public safety needs.

A significant portion of the discussion at the Rules Committee and Open Government Committee meeting centered around optimal staffing levels for the San José Police Department (Police Department). As soon to be reported in the upcoming Bi-Monthly Financial Report for March/April 2023, 114 sworn positions were vacant as of May 5, 2023, up significantly from the 17 vacant positions the previous year. Moreover, the number of street-ready sworn officers working is 928, somewhat down from prior year levels of 959.

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[1] Rules and Open Government Committee Meeting, September 14, Item C.2:
https://sanjose.legistar.com/LegislationDetail.aspx?ID=5816590&GUID=941CE1A2-BC11-4F25-A013-84E47064CC6B&Options=&Search=

The decreasing levels of sworn staffing over the course of the past year has meant that overtime levels remain high, which complicates the analysis to determine where overtime levels should be on an ongoing basis. Given the analytical complexity of identifying appropriate levels of budgetary overtime while also considering high vacancy levels, the Administration has not included the requested overtime discussion in this memorandum. Several external influences beyond staffing levels play a significant role in overtime, such as the Courts' backlog of cases, requiring officers to stay much longer, and additional State requirements for additional reporting requirements. Therefore, an analysis of overtime usage is ongoing, as overtime levels need to be actively managed for budgetary accountability. In addition, as outlined in the Bi-Monthly Financial Report the City Manager's Office and Police Department have established a working group to help drive this analysis and understanding. The Administration will return to the City Council in 2023-2024 with an updated overtime analysis as part of a future budget process or an information memorandum.

ANALYSIS

Sworn Staffing Levels and Performance

While the Police Department has been one of the lowest staffed major city police departments in the country for decades, there was a time when the City was deemed one of the safest largest cities. The methodology for this determination is based on crime, economic indicators that have correlations with crime, and the number of police officers per 100,000 people, using data from the Federal Bureau of Investigation (FBI) and U.S. Census Bureau[2]. While sworn staffing levels do have an impact on overall crime, a review of key performance measures, including response times for officers in Field Patrol and calls for service, indicate demand levels for patrol officers and shows a more direct correlation to staffing levels. Policy decisions, changes in requirements and administrative adjustments, also factor into the success of the Department. For instance, civilianization of a number of sworn positions allowed the Police Department to refocus existing sworn officers and hire civilian staff to perform more administrative functions. These types of changes over the last decade have helped to partially mitigate low sworn staffing levels

Chart 1 below compares actual sworn staffing with response times for Priority 1 and Priority 2 calls[3]. It should be noted, however, that the chart does not contemplate how many street-ready sworn officers were available in any given year. Looking back to 2007-2008, the Department was closest to its performance target at 5.91 minutes for Priority 1 calls (6-minute target) and 11.38 minutes for Priority 2 calls (11-minute target). During this same period of time, San José was deemed one of the safest largest cities, and actual staffing levels totaled 1,390 sworn personnel. As sworn staffing levels have dropped over time due to challenging budgetary conditions and calls for service have increased (when comparted to Chart 3 and Table 1), response times have declined. In 2021-2022, with actual sworn staffing levels of 1,160 (a 17% drop from 2007-2008 levels), response times for Priority 1 calls – the Department's primary focus – averaged 7.34 minutes and response times for Priority 2 calls significantly increased to an average of 23.93 minutes.

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[2] Safest cities in the U.S. (2023) | ConsumerAffairs According to this source, San José is within the top 20.
[3] Priority 1 calls include those that have a present or imminent danger to life; major damage to/loss of property; immediate impact on and need for citywide police resources. Priority 2 calls include those where a crime is in progress or has just occurred; injuries or the potential for injury; suspect is still present; or missing persons under 12 or "at risk" missing persons.

While staffing reductions negatively impacted response times, there were positive drops in response times due to technology and policy changes. In 2007, technology improvements made in computer-aided dispatch (CAD) allowed the Police Department to reliably dispatch the closest officer. The CAD system checks the GPS of all available officers and, based on their GPS location, will dispatch the closest units citywide. This change resulted in a drop in response times that same year, which offset the impact of low staffing. With this technology improvement and prioritizing Field Patrol staffing and Priority 1 response times, Priority 1 response times held steady until 2011-2012, when the cumulative year-over-year drop in staffing levels began to more significantly impact all response times. In 2018, the Department went channel-wide with Priority 2 calls pending, allowing officers in other districts to respond to calls if they were available, resulting in a drop in Priority 2 response times. Yet, this improvement was not sustainable.

**Chart 1: Actual Sworn Staffing Compared to Response Times**
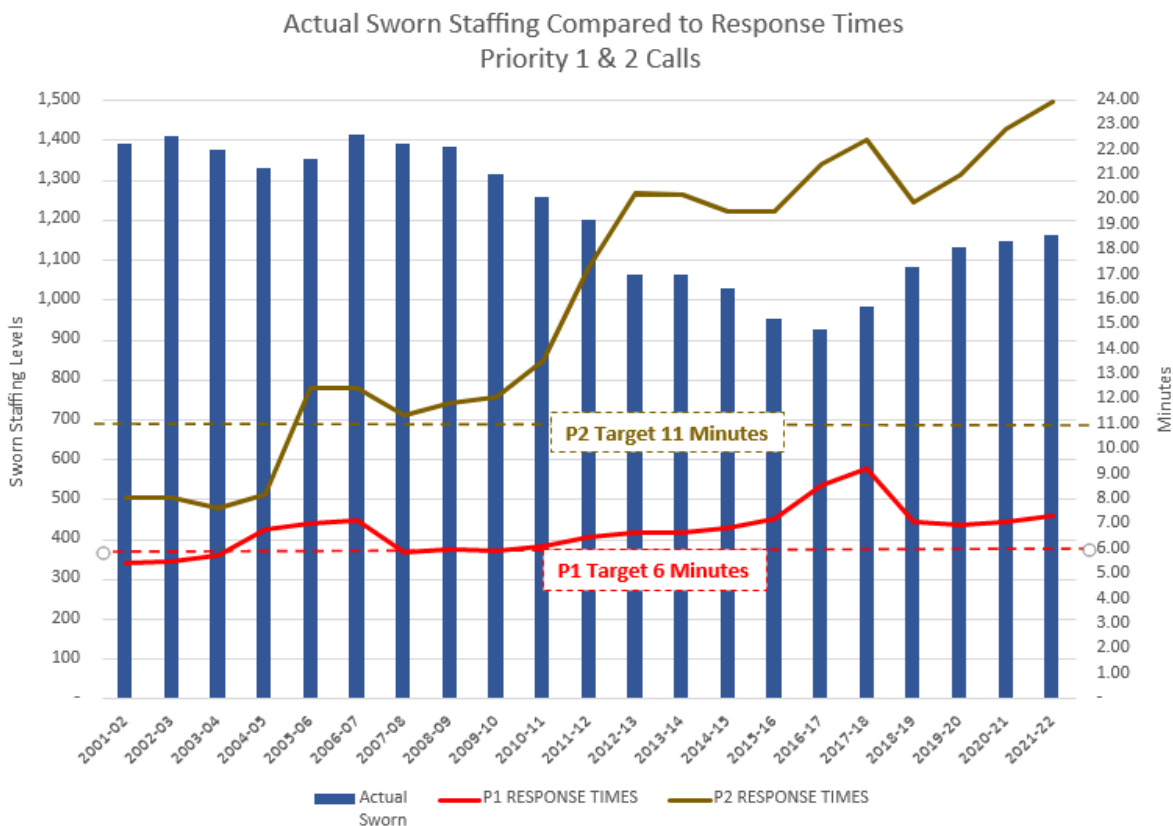
Another measure of performance for patrol is proactive police time. Allocating time for officers to be proactive and allowing time for community policing activities is an essential element in modern policing strategies.[4] Community policing is the partnership between law enforcement and residents. The more involved law enforcement is with the residents they are sworn to protect, the more likely they will call law enforcement when needed and participate in helping solve and prevent crimes. While this activity is hard to measure, reviewing the trend of some of the proactive police activity can serve as a measure of the time officers are available for community policing activities and are proactively patrolling within the community. Chart 2, below, reflects the number of officer-initiated events and car

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[4] Final Report of the President's Task Force on 21st Century Policing, May 2015

and pedestrian stops compared to sworn staffing levels over time, with proactivity declining with staffing levels. In 2007-2008, proactive police work was at a high, with over 112,000 officer-initiated calls and almost 106,000 car and pedestrian stops. Both categories have taken a consistent drop with staffing levels.

Chart 2: Sworn Staff Compared to Proactive Patrol Activity
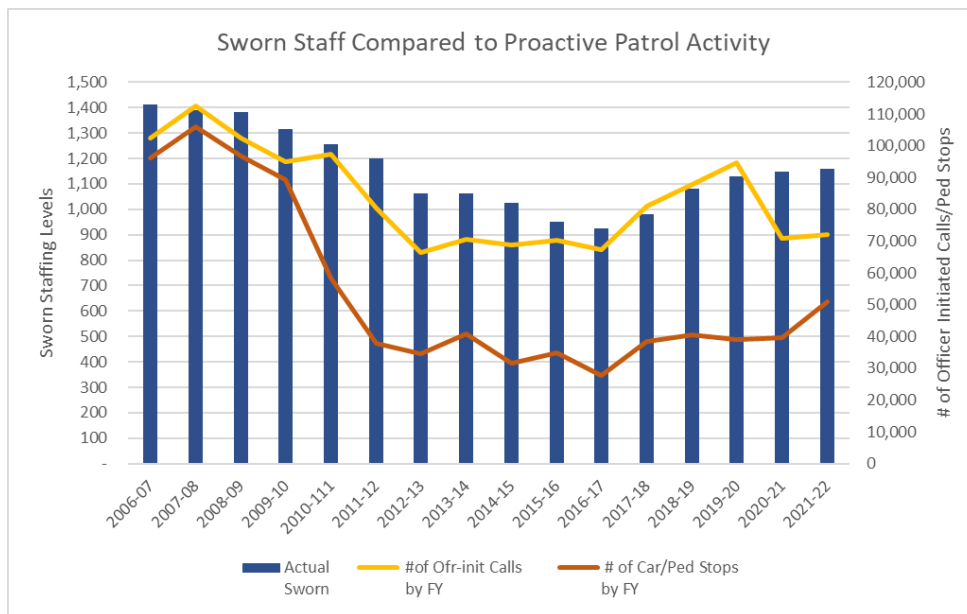
Continuing to look at 2007-2008 as a baseline, overall city population has increased by 5.7% from 2007-2008 to 2021-2022, while emergency calls received has increased by over 80% and staffing levels have dropped 15.8% during this same period of time. Population growth has a direct impact on the number of calls for service and as the Department continues to build trust in the community, the community is more likely to report crime, which will be reflected in the increase in the City's crimes statistics, as well as emergency calls. Chart 3 below compares emergency calls received to population growth in San José. Even with a decline in population noted in the recent two years, emergency calls continue to increase much faster than population growth.

Chart 3: Emergency Calls Received Compared to Population Growth
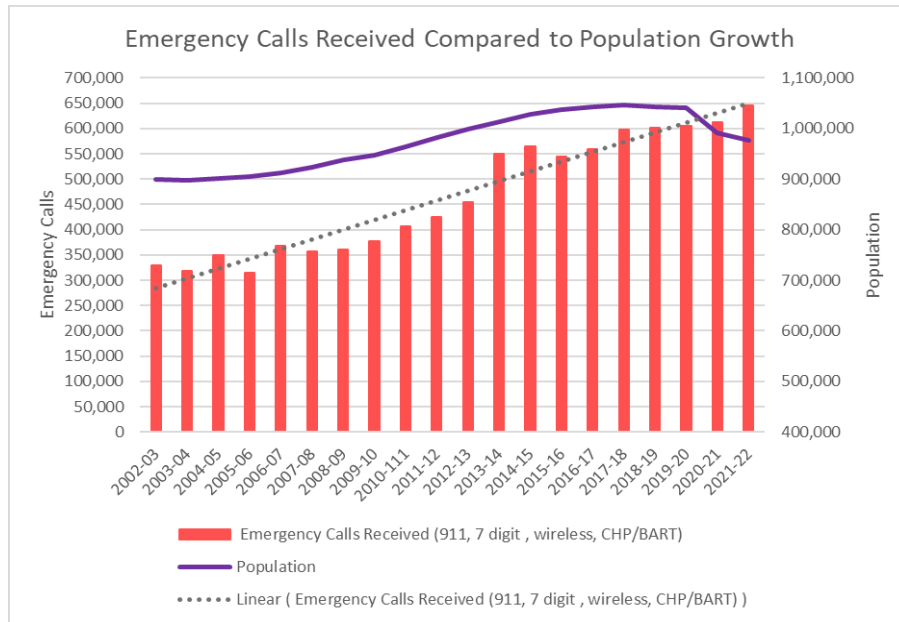
The number of calls received is a key indicator of workload, especially for the 9-1-1 Call Center. However, call trends do not necessarily correlate to an increase in patrol calls for service or dispatched events. There are many factors that play a role in the increase in emergency calls including, population increases, community policing efforts, and crime prevention. The more the Police Department interacts and builds relationships with the community, there is an expected increase in reporting crimes, which often leads to multiple calls for one event. To break this down further, staff reviewed the number of dispatched events, the priority of each event, and the type of calls to better reflect the direct impact on patrol. While emergency call data is available from 2002-2003, the data for dispatched events has only been retained for the last 10 years.

In Table 1 below, each event has been broken down by its priority ranking. Overall, the total number of events dispatched has remained relatively stable, but the type of event has changed over time. Priority 1 events have increased by 47.5% since 2013. This is a significant change since Priority 1 calls include those that have a present or imminent danger to life, major damage to or loss of property, or immediate impact on and need for citywide police resources. Another significant change is a 10% increase in Priority 6 calls, a measure of proactive patrol work, this includes when an officer on-views an event and the targeted enforcement conducted to address community issues.

Table 1: Number of Dispatched Events 2013-2022

Number of Events by Priority

Priority	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2013 vs 2022 % Change
1	7,452	7,609	8,441	9,071	9,253	10,040	9,919	10,777	10,809	10,992	47.50%
2	79,872	78,555	78,136	78,566	80,304	83,100	81,409	84,762	83,556	79,442	-0.54%
3	83,087	83,178	85,355	89,320	90,196	91,276	86,534	80,386	77,069	77,585	-6.62%
4	36,656	36,183	36,412	40,459	40,215	44,645	45,055	43,427	34,965	32,631	-10.98%
5	58,361	57,878	60,670	54,570	60,647	68,259	72,126	64,958	60,489	56,526	-3.14%
6	41,493	37,447	34,152	30,226	31,990	40,804	41,690	31,012	42,842	45,711	10.17%
Total	**306,921**	**300,850**	**303,166**	**302,212**	**312,605**	**338,124**	**336,733**	**315,322**	**309,730**	**302,887**	**-1.31%**

Over the past decade, changes in the law and operational changes made to address community needs has impacted how the Police Department responds to certain types of calls and what actions officers take during those events. Law changes include: increased reporting requirements, such as Racial and Identity Profiling Act (RIPA)[5] implemented in 2019; increased documentation for incidents related to gun violence, domestic violence, and sexual assaults; increased de-escalation practices; as well as other changes in policing standards and best practices. These changes have impacted how police officers work, including the amount of time officers engage with suspects, completing additional required paperwork, and administrative duties. While many technology improvements have been implemented to improve overall efficiency, some improvements take additional time to add data and ensure accuracy. See Attachment A for a list of technology improvements the Police Department has implemented. The Department continues to look for efficiencies through improvements in technology and various ways to meet service demands with minimal staffing impacts. As directed by City Council's approval of the Mayor's March Budget Message for Fiscal Year 2023-2024, the 2023-2024 Proposed Budget allocates $250,000 to allow for additional piloting of technology enhancements, such as automated transcription software, that may further improve policing efficiency and effectiveness.

To understand how these changes have impacted what officers do on a call for service, it is important to look at how officers spend their time while on a call. We know anecdotally that changes in the law and operations have impacted the amount of time officers are on an event. In 2021, the Police Department conducted an in-house survey and analysis of patrol officers' time performing their duties on a call. The analysis compared 2,444 verified responses and revealed that, on average, officers spend 35.7 minutes on each call, where during the same time period all CAD events averaged 42.6 minutes. While this analysis was conducted with a small sample of calls, it is comparable to the overall data and specific tasks that are taking additional time on an event. Chart 5 below is a summary of the data collected from the in-house survey conducted.

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[5] RIPA was formed from AB953 (Weber, 2016). The Act requires all law enforcement agencies in the state to collect perceived demographic and other detailed data regarding pedestrian and traffic stops.

Chart 5: Survey Results: Patrol Time Data Collection by Category
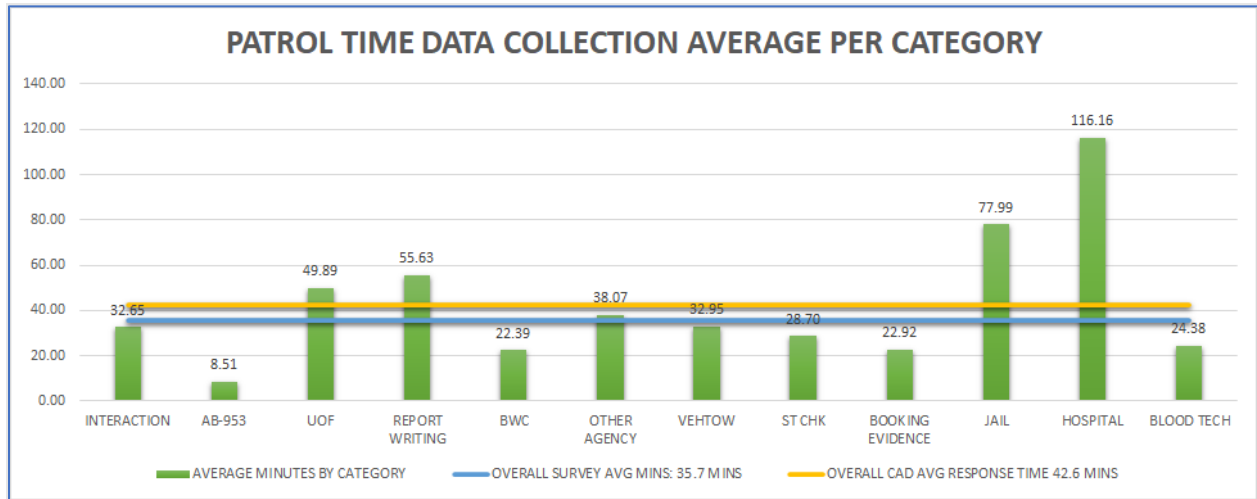
Events that include Use of Force (UOF), report writing, jail, and hospital take longer than the average time based on all CAD events. AB-953 implemented in 2019, takes an average of 8.5 minutes to complete all stop data requirements. Officers reported on average spending 32.65 minutes interacting with the community during the CAD events, and on average 22.92 minutes booking evidence.

Determining Future Staffing Levels

Considering performance history over the past few decades, 2007-2008 was the last fiscal year the Police Department performance measures were meeting targets and, at that time, the City was named the safest largest city in the United States. In determining appropriate future staffing levels, two methodologies below consider 2007-2008 as the baseline year.

Comparing the population 2007-2008 to the numbers reported for 2022, population increased by 6%. Actual staffing levels in 2007-2008 were 1,390; if staffing levels exactly matched population growth, total sworn staffing levels would be approximately 1,473. If population continues to increase about 1% annually, which is the average between 2007-2008 to 2019-2020 (though population levels are recently slightly declining), staffing would continue grow past the 1,473 number by 1% a year, or approximately 14-15 additional positions annually.

Another way to approach a future target staffing level is to look at the national average for sworn police staffing, which is approximately 2.3 per 1,000 residents. Using the 2022 population for San José of 976,491, staffing levels would need to be about 2,246 based on the national average of 2.3 officers per 1,000 residents. However, the City has not relied on this ratio in the past, as various law enforcement agencies deliver police services differently around the country, demographics of communities vary which can impact crime levels, and cities deliver ancillary public safety services differently (e.g., the San José Youth Empowerment Alliance helps support the Police Department's work). Though, if considering ratios, again using 2007-2008 as a baseline where the Department had 1,390 sworn officers with a City population of 923,491, the ratio was 1.5 sworn per 1,000 residents. Applying this ratio to the 2022 city population of 976,482 would yield sworn staffing of approximately 1,465 positions.

CONCLUSION

Absent more in-depth analysis, while a target sworn staffing level of approximately 1,470 positions is a reasonable, but aspirational goal based only on the performance and activity level discussion above, this figure far exceeds the current budgeted sworn staffing level of 1,173 in 2022-2023, and the 1,193 anticipated in 2024-2025 should the City Council approve recommendations in the 2023-2024 Proposed Operating Budget. Adding another 277 sworn positions would require an additional ongoing General Fund allocation of nearly $70 million, depending on the mix of staffing hired and the need to maintain appropriate span of control.

From a practical perspective, absent significant new revenue sources, the City needs to continue to be strategic in its approach to add sworn staff in the context of the City's overall budgetary position and other important City Council priorities. The Police Department will also continue to evaluate the use and deployment of technology improvements to further stretch existing resources, and leverage the ability of civilian staff to perform non-public safety functions so as to maximize the use sworn staff on direct public safety operations.

As part of its regular updates to the Public Safety, Finance, and Strategic Support Committee, the Police Department will provide further updates on hiring and recruitment status; and, with the City Manager's Budget Office, additional information will be provided later in the fiscal year related to the short-term and long-term use of overtime resources to supplement existing and future staffing levels.

/s/	*Jim Shannon*
ANTHONY MATA	JIM SHANNON
Chief of Police	Budget Director

For questions, please contact the Assistant Chief Paul Joseph at Paul.Joseph@sanjoseca.gov or (408) 277- 4214.

Attachment A – Operational Changes and Technology Improvements

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History of SJPD Technology Adds:

Legislative Requirements: Place heavier workload on officers
> 2019 – California Racial and Identity Profiling Act (AB953) – data collection on every car stop   (approx. 5 minutes per call)
> 2019 – California SB 1421 – Access to Police Records

Third Party Analysis/Studies for best practices:
> 2015 – Police Strategies Use of Force Analysis
> 2016 – University of Texas El Paso – the study of sexual assaults reported
> 2016 – Center for Law and Human Behavior at the University of Texas El Paso-analysis of SJPD limited detention (stop) data
> 2018 – Matrix Staffing Study
> 2021 – City of SJ Auditors Office Staffing Study
> 2023 – Redistricting & Staffing Study

Department Technology Improvements Summary:
> 2004 – implementation of new Computer Aided Dispatch software with GPS on patrol cars

> 2007 – Priority 1 Dispatch Policy – for priority 1 events, the CAD system will check the GPS of all officers available and, based on their GPS, will dispatch the closest units throughout the City.

> 2012 – Implementation of Versadex for in-field Automatic Field Reporting
> Reports electronically and automatically routed to Sgt for approval, then OSSD and investigative units.
> Paper forms over the years – migrated to electronic solutions

> 2014 – eResource; scheduling software for patrol for shift allocations, bidding, vacation, time off requests, etc.

> 2016 – CrimeView Dashboard Analytics Suite – officers can perform on their own searches for criminal information, set up alerts, etc.
> CrimeView Dashboard – trending for crimes & includes location; available to all officers and in their patrol cars
> CrimeView Arm – raw data analysis RMS & CAD
> Predictive Missions/NearMe – Dayshift pilot did not give the supervisor insight to staff responding to missions & solution did not provide analysis of overall under/over treatment in certain areas.

> 2016/2017 – Body Worn Cameras
> Axon Redaction Assistance added – a new tool to expedite the redaction of videos

2018 – Chief Garcia changed the operational policy for Priority 2 calls
    Prior, the call was held for district units
    After – pending priority 2 call was dispatched channel-wide; therefore, call in District
    Nora, one or no units available in Nora, available District Frank units dispatched.

May 2019 – the creation of the Crime Data Intel Center (CDIC) unit
    Real-time crime reporting

Dec 2019 – Central Emergency Vehicle Preemption (CEVP) – implemented for both Police
    and Fire.
    For PD Priority 1 events, notification is made to DOT stop lights, and based on
    fire rig/patrol car speed & orientation, will turn streetlights green ahead of time to
    clear the intersections for when they pass through

Mar 2020 – implementation of Silicon Valley Regional Interoperability Authority

Mar 2020 – FirstNet Cellphones
    Review of BWC
    Access to Email & timesheets
    Axon Evidence.com
    Axon Capture

Aug 2020 – Axon Capture – Modernized Evidence collection – App on the officers/CSOs
    FirstNet phones
    Rather than officers/CSOs taking pictures of evidence with a traditional camera –
    leveraged the City issues FirstNet cellphones with Axon Capture
    Officers/CSOs directly upload evidence to Evidence.com – rather than them being
    out of service booking items at Central Supply
    Officers can send a link directly to citizens to upload their evidence.

Nov 2020 – PowerBI
    Internal Department Analytics on performance measures – not visible in
    CrimeView Dashboard

    CAD:
        BFO/Comm Response Times & CAD Calls for Service Count
        (Last FY) BFO Comm Response Times & CAD Calls for Service Count
        Communications Historical CAD PMR Power BI Report
        BFO/Comm PMR Response Times
        BFO/Comm P1 & P2 Biweekly Trending CAD Report
        BFO Weekly CAD Summary & Comparison
        CAD Fireworks Dashboards

    RMS:
        Uncleared Property
        Unmarked Fleet

Special Reports:
        Pending Audit Recommendations
        BFI UCR 1999-2022
        FBI UCR Hate Crimes
        SJPD Hate Crimes & Incidents
        BFO Division Reports
        Domestic Violence Dashboard
        Gang Incidents
        Police Staffing
        Traffic Fatalities
        SCC Crime Lab PMF Dashboard
        RIPA Dashboard
        MCAT Dashboard

Jun 2021 – LEAP Implementation (Google Search Bar) South Bay Information Sharing
        System (SBISS)
        Regional investigative tool to search 38 agencies' RMS systems for suspect info

Jun 2021 – Patrol Car MDC Replacement

Jul 2022 – Automatic License Plate Readers (Monterey/Curtner)

Oct 2020 – GovQA for all PRA handling

Aug 2022 – Electronic Citation – new modern solution on officers cell phones
        RFP sat with Purchasing for 1.5 years.

Dec 2022 – Automatic License Place Readers w/Gunshot Detection Pilot 2 – seven different
        locations
        RFP status – Purchasing issued the BAFO to vendors and waiting on results

Apr 2023 – National Incident-Based Reporting System(NIBRS)/California Incident-Based
        Reporting Systems (CIBRS)

Pending 2024 – redistricting/staffing analysis