

# **Performance Audit of San Francisco Police Department Overtime**

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April 30, 2025

San Francisco Board of Supervisors, Budget & Appropriations Committee

Budget & Legislative Analyst's Office

# Scope and Methodology

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- Review period: July 2018 to June 2023 (five fiscal years)
- Generally Accepted Government Auditing Standards
  - Interviewed SFPD management and command staff, SFPD district station captains, and SFPD commanding officers in charge of special initiatives
  - Reviewed SFPD policies, procedures, and other documentation of internal controls related to overtime; and SFPD planning, budgetary, and operational materials related to overtime
  - Analyzed SFPD payroll data to identify (a) the primary uses of overtime, (b) SFPD's compliance with established overtime limits, and (c) use of leave
  - Reviewed a judgmental sample of paper overtime cards



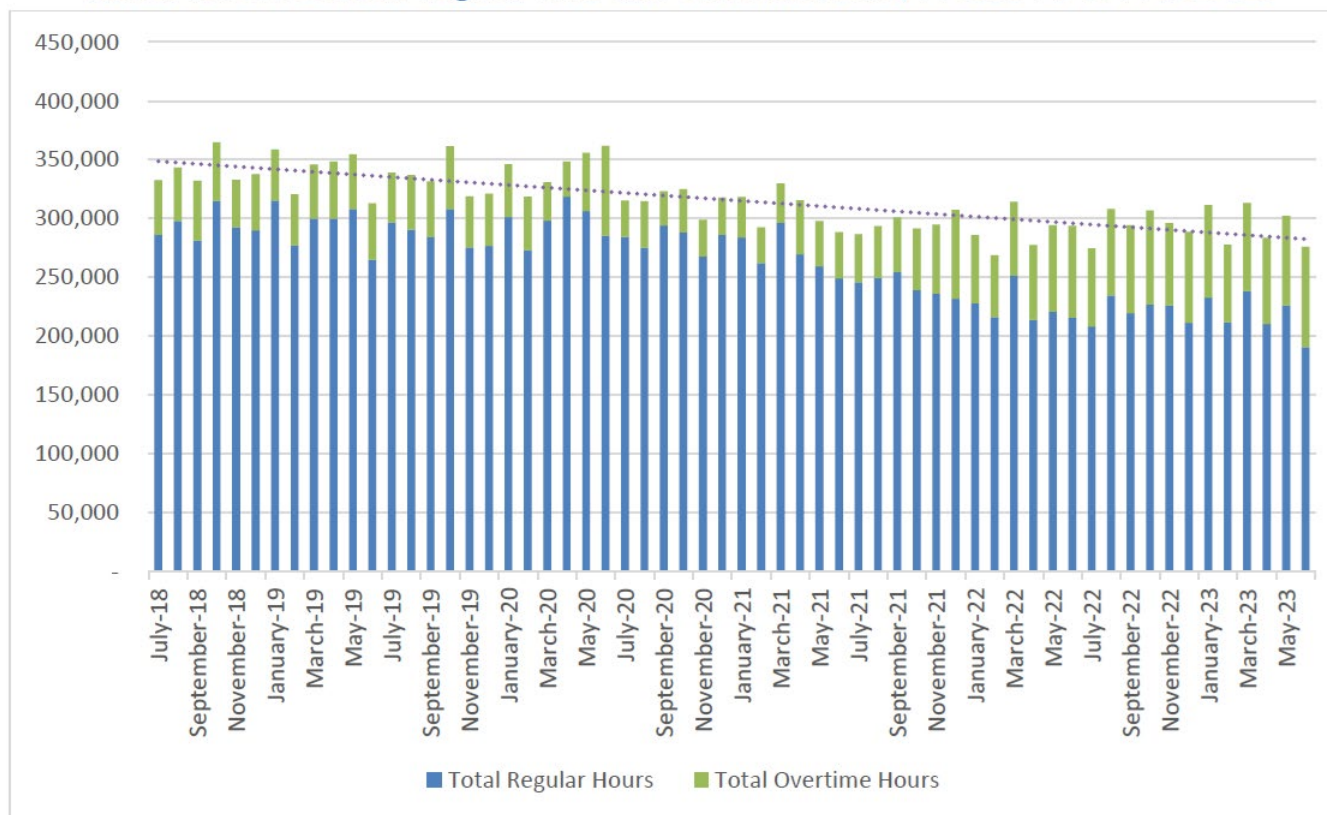
# Overview

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- Five findings and 30 recommendations to improve overtime controls
  - 29 to SFPD, one to the Board of Supervisors
- Recommendations designed to improve the Police Department's management of overtime and to **make the best use of the Department's staffing resources**
- SFPD agrees with 12 recommendations, partially agrees with 14 recommendations, and disagrees with three recommendations

# Overview of SFPD Overtime

Exhibit i.6: SFPD Sworn Regular Time and Overtime Hours, FY 2018-19 to FY 2022-23



Source: SFPD payroll data. Totals exclude hours worked by staff detailed to Airport bureaus.

# Overview of SFPD Overtime

**Exhibit i.11: San Francisco Part 1 Violent Crimes by Type, CY 2018 to 2023**

	2018	2019	2020	2021	2022	2023	% Change
Homicide	46	41	48	56	56	54	17.4%
Rape	417	371	202	204	237	222	-46.8%
Robbery	3,208	3,083	2,387	2,242	2,370	2,734	-14.8%
Aggravated Assault	2,622	2,538	2,161	2,381	2,590	2,473	-5.7%
Human Trafficking - Sex Act	108	47	23	29	18	18	-83.3%
Human Trafficking – Invol. Serv.	0	0	0	0	1	0	n/a
<b>Total Part I Violent Crimes</b>	<b>6,401</b>	<b>6,080</b>	<b>4,821</b>	<b>4,912</b>	<b>5,272</b>	<b>5,501</b>	<b>-14.1%</b>

Source: Year-to-date data from San Francisco Police Department's CompStat reports for December of each year.

**Exhibit i.12: San Francisco Property Crimes by Type, 2018 to 2023**

	2018	2019	2020	2021	2022	2023	% Change
Burglary	5,605	4,875	7,400	7,217	5,937	5,607	0.0%
Larceny Theft	42,200	41,450	25,190	31,139	35,401	32,247	-23.6%
Auto Theft	4,308	4,391	5,987	6,030	6,281	6,687	55.2%
Arson	288	285	411	387	354	340	18.1%
<b>Total Part I Property Crimes</b>	<b>52,401</b>	<b>51,001</b>	<b>38,988</b>	<b>44,773</b>	<b>47,973</b>	<b>44,881</b>	<b>-14.4%</b>

Source: Year-to-date data from San Francisco Police Department's CompStat reports for December of each year.

# Overview of SFPD Overtime

**Exhibit i.13: Dispatched Calls for San Francisco Police Department Service, 2018 to 2023**

	2018	2019	2020	2021	2022	2023	Change	% Change
Call to 911	455,711	447,809	397,590	389,867	374,969	369,601	(86,110)	-19%
Self-Initiated	305,480	337,813	247,557	193,301	161,562	187,532	(117,948)	-39%
HSOC Call	9,566	10,268	4,075	936	784	8,138	(1,428)	-15%
<b>Grand Total</b>	<b>770,757</b>	<b>795,890</b>	<b>649,222</b>	<b>584,104</b>	<b>537,315</b>	<b>565,271</b>	<b>(205,486)</b>	<b>-27%</b>

Source: BLA analysis of San Francisco Computer-Aided Dispatch data, retrieved from DataSF. Excludes one call in 2019 and one in 2020 for which the “onview\_flag” field indicated UTL and REP, respectively, which are dispositions rather than on-view indicators.



# Finding Areas

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1. Violations of Overtime Limits
2. Sick Leave & Overtime
3. Patrol Backfill Overtime
4. Special Initiatives
5. Policies & Procedures

# 1. Violations of Overtime Limits and Excessive Use of Overtime

Exhibit 1.2: Instances of Excessive Overtime, FY 2018-19 to FY 2022-23

Originating Authority	Limit	Effective Dates within Audit Scope (FY 2018-19 to FY 2022-23)		Instances of Excessive Overtime					
		Start	End	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23	% Change
SFPD Department Notices and Department Bulletins	1,040 overtime hours in one year	07/30/2019	03/12/2021	7	14	11	98	209	2,886%
	40 overtime hours in one pay period	Throughout		1,459	1,818	890	4,436	7,391	407%
	20 overtime hours in one week			6,195	6,524	4,482	11,336	16,688	169%
	14 working hours in a 24-hour period	07/01/2018	02/05/2021	8,962	9,409	8,076	22,163	36,338	305%
	16 working hours in a 24-hour period	02/05/2021	06/30/2023	2,855	2,802	1,863	3,647	6,057	112%
San Francisco Administrative Code section 18.13-1, and DHR waivers	520 overtime hours in one year	07/01/2018	06/30/2021*	91	91	45	348	635	598%
	1,000 overtime hours in one year	07/01/2021	06/30/2022	0	0	0	23	155	
	1,500 overtime hours in one year	07/01/2022	06/30/2023	0	0	0	0	33	
	72 working hours in one week	Throughout*		763	1,451	764	3,100	8,240	980%
Side Letter Agreement with the San Francisco Police Officers' Association	60 overtime hours in one pay period	12/05/2022	06/30/2023**	41	138	31	724	2,420	5,802%
	14 working calendar days in a row			192	195	89	267	488	154%

Sources: Overtime limits: SFPD internal policy (Department Bulletins A 17-112, A 19-162, and 21-020; Department Notice 21-045); San Francisco Administrative Code section 18.13-1; "Mandatory Overtime Protocols" side letter agreement between the City and the San Francisco Police Officers' Association. Instances of excessive overtime: BLA analysis of SFPD HRMS data.

\*In FY 2020-21, DHR informed City departments that it would not enforce the overtime limits established in Administrative Code section 18.13-1 due to COVID-19 constraints.

\*\*As discussed in other sections of this report, the side letter agreement was intended to be in effect for one year from December 5, 2022 to December 5, 2023, but SFPD prematurely terminated the agreement effective November 1, 2023. For the purposes of our audit, we evaluated this limit during our audit scope period (ending June 30, 2023).



# 1. Violations of Overtime Limits and Excessive Use of Overtime

**Exhibit 1.5: Summary of Overtime Hours for High Users of Overtime in FY 2022-23**

Rank	Home Department	Total Overtime, FY 2022-23	% 10B	% Extended Work Week	% Other*	Number of Times in Top 15, FY 2018-19 to FY 2022-23
Officer	Southern	2,820	44%	56%	<1%	4
Officer	Southern	2,642	44%	56%	<1%	3
Officer	Potrero	2,611	49%	50%	<1%	2
Sergeant	Southern	2,473	44%	55%	3%	4
Officer	Taraval	2,423	30%	65%	2%	1
Sergeant	MTA	2,375	21%	78%	1%	1
Officer	Central	2,285	1%	94%	4%	1
Officer	Taraval	2,219	7%	88%	4%	1
Officer	MTA	2,202	59%	41%	2%	3
Officer	Airport FOB	2,130	27%	73%	6%	1
Officer	Airport FOB	2,123	20%	79%	<1%	1
Officer	Tactical	2,052	24%	73%	<1%	3
Officer	Taraval	2,018	44%	52%	3%	3
Officer	Potrero	1,959	23%	67%	7%	3
Officer	Taraval	1,951	<1%	76%	22%	1

Source: BLA analysis of SFPD HRMS data.

\*Other includes overtime hours related to arrests, investigations, training, and miscellaneous overtime.

# 1. Violations of Overtime Limits and Excessive Use of Overtime

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- ❑ SFPD does not adequately control staff use of overtime or monitor and enforce established overtime limits
- ❑ SFPD sworn staff regularly exceeded established overtime limits each year between FY 2018-19 to FY 2022-23
- ❑ A small number of SFPD staff worked a comparatively large proportion of the Department's overtime: for example, in FY 2022-23, 209 individuals, or 12 percent of sworn staff who worked overtime, accounted for 32 percent of SFPD's total overtime hours.
- ❑ We also identified high users of overtime who consistently work the equivalent of 80-hour work weeks every week of the year, in some cases for multiple years in a row
- ❑ We found a lack of both internal and external accountability for overtime limit violations and excessive overtime at SFPD, and SFPD has not taken sufficient steps to enforce its overtime limits
- ❑ Violations typically do not result in consequences or corrective action
- ❑ Recommendations designed to improve the management and internal controls over overtime use at SFPD

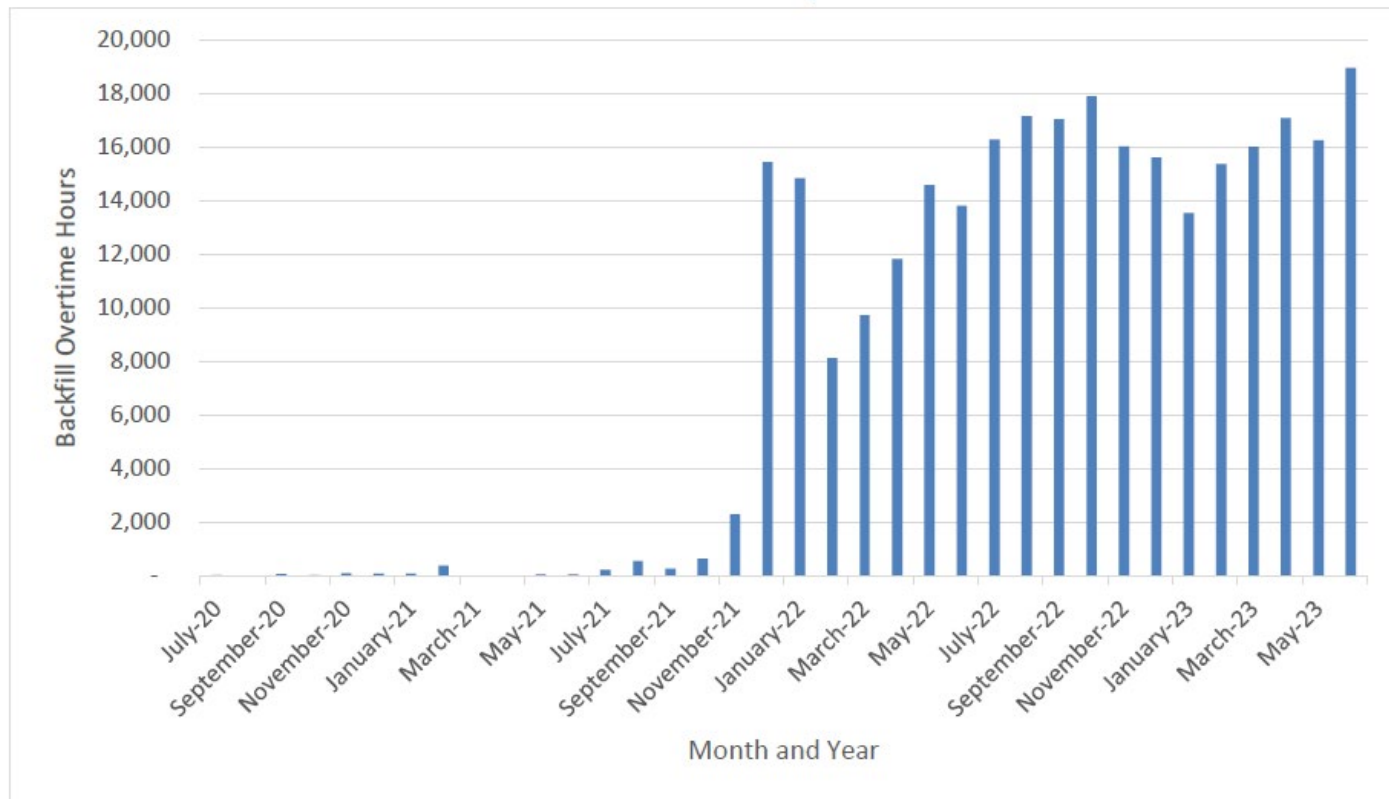
## 2. Management of Sick and Injury-Related Leave

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- ❑ Sick leave and injury-related leave increased by 77 percent between FY 2018-19 and FY 2022-23, from 14.4 days annually per employee to 25.5 days annually per employee
- ❑ An in-depth review of paid sick leave use in FY 2022-23 revealed potential abuse patterns, including frequent leave use on specific days of the week (often the first or last day of a work week), Saturdays and Sundays, and coinciding with working voluntary 10B overtime
- ❑ SFPD did not enforce existing absenteeism policies or adequately monitor attendance during the audit scope period, which allowed potentially improper uses of sick leave
- ❑ SFPD did not conduct quarterly reviews of sick leave to determine eligibility for 10B overtime assignments, as required by the City's labor agreement with the POA
  - Approximately 51,000 ineligible 10B overtime hours were worked by employees with high sick leave usage between 2020 and 2023
- ❑ Increases in sick leave use, potential sick leave abuse, and inadequate sick leave management are directly tied to SFPD's overtime use, because as officers take more leave, SFPD must rely more on backfill overtime to cover these absences
- ❑ Recommendations designed to improve oversight, management, and control of sick leave to reduce avoidable backfill overtime and ensure that all leave is used legitimately and properly

### 3. Management of Backfill Overtime

Exhibit 3.1: Patrol Backfill Overtime Hours, FY 2020-21 to FY 2022-23



Source: SFPD payroll data.

### 3. Management of Backfill Overtime

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- ❑ Of the 197,211 backfill overtime hours recorded in FY 2022-23, 25,112 hours, or 13 percent, were worked for non-patrol activities such as foot beats, tactical deployments, and non-station field operations, and another nine percent did not have a radio code indicating the purpose of the overtime
- ❑ SFPD's FY 2021-22 and FY 2022-23 backfill practices resulted in uneven coverage at district stations, with too much backfill overtime worked at some stations on some days and not enough worked at other stations on other days
- ❑ SFPD officers' ability to earn compensatory time off, rather than pay, for overtime creates an ongoing and compounding staffing liability and increases the costs of overtime
- ❑ Recommendations designed to:
  - Improve tracking, reporting, and accountability of backfill overtime, and to ensure that patrol backfill and 911 response is prioritized
  - Reduce SFPD need for backfill overtime by establishing reasonable limits on sworn staff's ability to earn and use compensatory time off during time periods when the Department faces staffing shortages severe enough to require backfill overtime
  - Reduce SFPD need for backfill overtime by exploring the possibility of flexible watch assignments to reduce potential overtime needs

## 4. The Use of Overtime for Special Initiatives

**Exhibit 4.1: Resources and Costs of Special Initiatives, FY 2018-19 through FY 2022-23**

	FY 2020-21	FY 2021-22	FY 2022-23	Total
<b><u>Union Square Safe Shopper</u></b>				
Hours	<i>n/a</i>	85,209	90,417	<b>175,626</b>
Est. Cost	<i>n/a</i>	\$8,008,900	\$9,388,766	<b>\$17,397,666</b>
<b><u>Tenderloin Triangle</u></b>				
Hours	5,034	47,736	28,469	<b>81,239</b>
Est. Cost	\$420,697	\$4,198,920	\$2,591,223	<b>\$7,210,840</b>
<b><u>Tourism Deployment</u></b>				
Hours	<i>n/a</i>	34,762	28,318	<b>63,080</b>
Est. Cost	<i>n/a</i>	\$3,318,277	\$2,897,999	<b>\$6,216,277</b>
<b><i>Total</i></b>				<b>\$30,824,783</b>

Source: SFPD payroll data and BLA calculations.

## 4. The Use of Overtime for Special Initiatives

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- ❑ Special initiatives are neither traditional patrol or investigation functions, but targeted responses to public safety concerns. We audited three special initiatives: (1) Union Square Safe Shopper, (2) Tenderloin Triangle, and (3) Tourism Deployments
- ❑ SFPD does not have enough staffing to execute these initiatives using regular-duty officers, and as a result, they are one of the contributing factors in the Department's significant growth in overtime
- ❑ The initiatives come at a cost to the district stations. During the audit, staffing levels at district stations decreased and 911 response times increased
- ❑ SFPD has not established performance metrics to evaluate the effectiveness of these initiatives
- ❑ We reviewed overtime use for two special initiatives – Union Square and Tenderloin Triangle - and did not find a significant improvement in 911 response times or trends in crime
- ❑ SFPD should establish public safety objectives for special initiatives and evaluate progress towards those goals

## 5. Overtime Policies, Procedures, and Management Best Practices

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- ❑ SFPD did not implement all recommendations from the BLA's 2018 overtime audit
- ❑ At the time of our review, there was no central unit at SFPD responsible for ensuring that all SFPD overtime policies are enforced Department-wide, and overtime policy compliance is primarily handled by the commanding officers of each station or unit
- ❑ We also found through a review of a judgmental sample of 559 overtime cards that the Department-wide practice of obtaining two separate verifying and approving signatures for overtime worked was not consistently followed, which increases the risk of fraud or abuse
- ❑ We recommend that SFPD increase oversight of overtime by conducting regular audits of overtime hours worked, documenting pre-approval of overtime, and requiring captains to provide justification when they exceed their overtime budgets.
- ❑ SFPD should also evaluate the cost-effectiveness of overtime for specific tasks and functions and resume civilianization efforts to reduce overtime needs





# Conclusion

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Implementing our audit recommendations will reduce overtime.

Thank you to SFPD for their collaboration on this audit.

Questions?