

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

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April 22, 2019

TO: Budget and Finance Committee

FROM: Budget and Legislative Analyst



SUBJECT: April 24, 2019 Budget and Finance Committee Meeting

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Budget Priority Report: Public Safety Investment

Executive Summary

This report presents information on public safety-related topics identified by members of the Board of Supervisors as priorities during the FY 2019-21 budget cycle.

- Per the Charter, the Police Department must maintain a minimum of 1,971 full duty sworn officers. As of April 19, 2019, the Department has 1,886 full-duty sworn officers.
- Hiring civilian employees to perform duties that do not require the specific training and skills of sworn staff has been recognized as a law enforcement industry best practice for decades. The number of civilian employees as a percentage of the Police Department's workforce has been relatively constant since FY 2013-14, ranging between 14.5 percent and 15.0 percent, which is below the national average of approximately 30 percent. In FY 2018-19, the Department was budgeted to civilianize 25 positions. Of these 25 positions, six have been filled with non-sworn staff. Of the remaining 19, five have selected candidates in the background check process, two positions have an examination being administered (announcement closed in March 2019), the Department's hiring manager is working on examination analysis materials for six positions, and for the remaining six recruitment has not yet begun.
- The Department's FY 2018-19 General Fund budget included three academy classes of 50 recruits each for a total of 150 new recruits. According to the Department, 137 of the 150 budgeted new officers, or 91 percent, will be hired by June 2019.
- Between FY 2011-12 and FY 2017-18, the number of property crimes reported per 100,000 population increased by 36 percent in San Francisco. The increase in property crimes is driven primarily by a significant increase in larceny crimes, which increased by 58 percent between calendar year 2012 and calendar year 2017. From 2008 to 2017, San Francisco's clearance rate for property crimes decreased from 10.8 percent to 5.9 percent, which is one third of the national average of 17.6 in 2017.
- According to City Performance Scorecards and the Police Department, there were 20,661 thefts from vehicles in 2016, 29,812 thefts from vehicles in 2017, and 24,555 thefts from vehicles in 2018. Although the City experienced an 18 percent decrease in thefts from vehicles between 2017 and 2018, the crime remains common: in 2018 there were an average of 67 thefts per day. According to the District Attorney's Office, of the auto burglary incidents that were reported in 2018, less than two percent led to an arrest. In response, the Police Department implemented a pilot program at two district stations that increased the number of foot beat officers and focused new efforts on peak times and days for residential and auto burglary incidents.

- SF SAFE, the non-profit community engagement arm of the Police Department, and the Community Ambassadors Program both provide community and neighborhood-based approaches to public safety. Together these initiatives are allocated approximately \$2 million each year.
- The Police Department has increased the number of officers assigned to foot patrol beats. Over the three years between March 2016 and March 2019, the ratio of foot patrols to car sector patrols tripled, from seven percent in March 2016 to 21 percent in March 2019.
- A gun violence restraining order is a court order that prohibits an individual from possessing or purchasing guns, ammunition, or magazines while the order is in effect, and orders the individual to surrender all firearms and ammunition to law enforcement. Both the Sheriff's Department and the Police Department stated they are working on the infrastructure of a gun violence restraining order program and collaborating with partner departments, including the City Attorney's Office and the District Attorney's Office, on an implementation strategy.
- The Office of Economic and Workforce Development, the Recreation and Parks Department, and the Department of Children, Youth and Their Families (DCYF) all provide youth and vocational services. The Recreation and Parks Department's "Workreation" and Apprenticeship Program budgets have grown by a total of 25 percent overall between FY 2013-14 and FY 2017-18. DCYF's Vocational Training and Pathway Program Budget and its Skill Certification budgets have grown by 37 percent and 50 percent, respectively, over the last five fiscal years.
- The San Francisco Municipal Transportation Agency (SFMTA) has identified improving the safety, security, and functionality of SFMTA work environments as an objective in the agency's 2019-2020 Strategic Plan. According to SFMTA, the agency conducted research on best practices to improve driver security and found that operator enclosures have had success in other cities. SFMTA has completed the installation of operator enclosures on all buses. In addition, SFMTA is currently working on technology improvements that will allow the agency to view footage from a surveillance camera in the fleet in real time.
- Vision Zero SF is San Francisco's road safety policy with the goal of reaching zero traffic fatalities by 2024. According to the most recent report for March 2019, there were six fatalities in the month of March and a total of ten fatalities between January and March 2019, a marked increase from 2018 levels. According to Vision Zero staff, many of Vision Zero's non-infrastructure strategies are either insufficiently funded or funded with one-time grants and in need of ongoing, reliable funding sources.
- The District Attorney's Office prosecutes arrests made in law enforcement buy-bust operations to clear areas that have intensive drug trafficking. In addition to addressing open-air drug use and dealing, the District Attorney's Office also works with the Police Department on search warrants and other tools that can help identify and prosecute individuals who are in mid- and upper-level positions in drug

sales organizations and who are making money from, and making decisions for, these operations. The District Attorney's Office estimates that it expends approximately \$2 million per year prosecuting drugs cases.

- In 2016, the Board of Supervisors passed a resolution urging the Director of the Department of Public Health and the Sheriff to convene a work group to plan for the permanent closure of County Jail #3 and County Jail #4 (both of which are in the Hall of Justice, a facility that is slated for closure by the end of 2019). The work group's recommendations included numerous alternatives to jail, including mental health community services, substance abuse community services, and various additional programs focused on reducing the jail population. The Sheriff has provided cost estimates, prepared by Department of Public Works staff, for several jail replacement alternatives.

Background

Public safety was identified by multiple Supervisors as a priority during the Budget and Legislative Analyst's Office initial survey of Supervisors. Key areas of interest in public safety were:

- Crime prevention and response
 - Vehicle break-ins
- Police Department staffing levels, including updates on Academy classes for new officers that were funded in the FY 2018-19 budget, sworn officer terminations, and the civilianization process
- Gun violence restraining orders
- Security for Muni drivers
- Block safety groups and other community approaches to public safety, including the language abilities of Police foot patrol officers and the Community Ambassadors Program
- Youth services, vocational services, and skill certifications
- Vision Zero and the City's efforts to eliminate traffic fatalities
- Narcotics arrests and convictions
- The jails in San Francisco

Each area of interest is discussed briefly in this report along with policy considerations for the Board of Supervisors.

Crime Prevention and Response

As San Francisco's law enforcement agency, the San Francisco Police Department bears primary responsibility for crime prevention and response in the City. The following section presents information on the Department's staffing levels, performance measures related to crime rates and response times, and budget information.

Police Department Staffing Levels and Civilianization

The Police Department employs both sworn and civilian employees. Since FY 2013-14, the number of budgeted sworn and civilian employees, excluding Airport employees,¹ has increased by 10.4 percent—from 2,380 in FY 2013-14 to 2,627 in FY 2017-18. As shown in Exhibit 1 below, the number of budgeted sworn officers increased from 2,023 to 2,241 during that time, and the number of civilian employees increased from 357 to 386.

Exhibit 1: Total Budgeted Sworn and Civilian Full Time Employees, FY 2013-14 to FY 2017-18, General Fund only (excluding Airport)

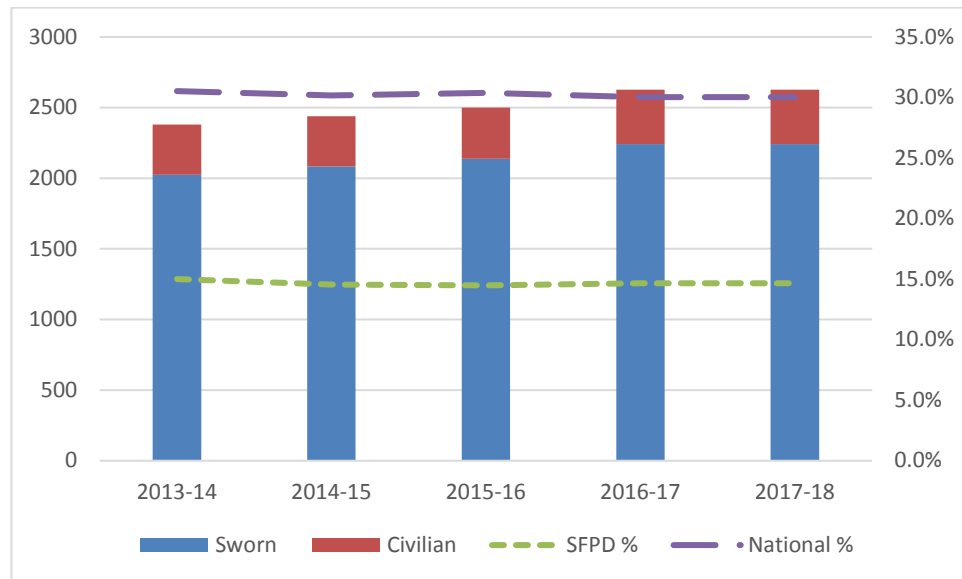
	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	% chg.
Sworn	2,023	2,083	2,138	2,241	2,241	10.8%
Civilian	357	355	362	385	386	8.1%
Total	2,380	2,438	2,500	2,626	2,627	10.4%

Source: San Francisco Police Department

While the Department has had more than 2,000 budgeted sworn positions since FY 2012-13, not all of these officers are on active duty. The budgeted sworn officers include academy recruits as well as non-full duty officers. Non-full duty officers include those on military leave, disability, family leave, temporary modified duty, and administrative leave. As of April 19, 2019, the Department has 1,886 full-duty sworn officers. Per the Charter, the Department must maintain a minimum of 1,971 full duty sworn officers.

The number of civilian employees as a percentage of the Department's workforce has been relatively constant since FY 2013-14, ranging between 14.5 percent and 15.0 percent of the total workforce, and below the national average of approximately 30 percent, as shown in Exhibit 2 below.

¹ The Police Department provides police services to the Airport, which is funded in the Airport's budget. In addition to providing basic police services to the Airport, the Airport Bureau enforces the Airport's Transportation Security Administration's security plan and supports individual security plans of the airlines.

Exhibit 2: Sworn and Civilian Employees, FY 2013-14 to FY 2017-18

Sources: Police Department Reports to the Budget and Finance Committee on Budget Priorities, 2014-2017, Department data, and Department of Justice Uniform Crime Reporting (UCR) data

Hiring civilian employees to perform duties that do not require the specific training and skills of sworn staff has been recognized as a law enforcement industry best practice for decades. “Civilianization” is widely considered a cost-effective measure that enables public safety agencies to maximize the use of sworn staff in conducting critical public safety services, while hiring civilian staff (often at lower wage and benefit levels) to carry out administrative tasks.

In FY 2018-19, the Department was budgeted to civilianize 25 positions, 19 of which were budgeted for January 1, 2019 and six of which were budgeted for April 1, 2019. Of these 25 positions:

- Funding for 19 became available on January 1, 2019; of these:
 - 6 positions have been filled
 - 5 positions have selected candidates in the background check process
 - 2 positions have an examination that is being administered (announcement closed in March 2019)
 - The Department’s hiring manager is working on examination analysis materials for the remaining 6 positions
- Funding for 6 became available on April 1, 2019
 - Recruitment has not yet begun

According to the Controller's Office, a civilianization study is currently underway and expected to be released by June 2019.

New Hires and Separations

The Department's FY 2018-19 General Fund budget included three academy classes of 50 recruits each for a total of 150 new recruits. According to the Department, 137 of the 150 budgeted new officers will be hired by June 2019, as shown in Exhibit 3 below.

Exhibit 3: FY 2018-19 General Fund Academy Schedule

Academy Class	Number of Hires	Status	Anticipated Date of Academy Graduation
September 2018	52	Still in Academy	May 2019
December 2018	40	Still in Academy	July 2019
March 2019	37	Still in Academy	October 2019
June 2019 lateral	8 planned	Planned	August 2019
Total	137		

Source: San Francisco Police Department

As shown above, the December 2018 and March 2019 classes fell short of the expected 50 officers. The Department stated that 50 individuals did not complete background checks in time for the hiring date. The Department plans to add a lateral class of eight hires in June 2019 to make up for some of the shortfall.

The Department's number of sworn separations by fiscal year peaked in FY 2016-17 at 195 total separations. Separations declined in FY 2017-18 and so far in FY 2018-19 (through February 2019), as shown in Exhibit 4 below.

Exhibit 4: Police Sworn Separations by Category

	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19* thru Feb 2019
Retirements	78	74	72	84	21
Terminations	29	13	34	24	11
Academy/FTO	47	69	87	63	52
Deaths	4	2	2	1	0
Total	158	158	195	172	84

Source: San Francisco Police Department

*Through February 2019.

Based upon 84 separations through February 2019, we project a total of 126 sworn separations in FY 2018-19, which would represent a decrease of 27 percent from the total sworn separations in FY 2017-18.

Police Department Overtime

According to the FY 2017-18 Annual Overtime Report produced by the Controller's Office, the Police Department used 504,854 hours of overtime in FY 2017-18, which

represents a 13 percent increase from overtime hours in FY 2016-17. As shown in Exhibit 5 below, the Police Department had the largest increase in overtime hours among San Francisco's five highest-overtime departments.

Exhibit 5: Overtime hours in the Five High Overtime Departments

	OT hours FY 2016-17	OT hours FY 2017-18	% Change
Municipal Transportation Agency	1,150,588	1,271,111	10.5%
Fire Department	538,910	482,237	-10.5%
Police Department	447,331	504,854	12.9%
Sheriff's Department	364,715	377,061	3.4%
Department of Public Health	341,316	366,155	7.3%

Source: San Francisco Controller's Office, Fiscal Year 2017-18 Annual Overtime Report

The report from the Controller's Office states that overtime spending increased nine percent, from \$42 million to \$46 million, between FY 2016-17 and FY 2017-18. However, General Fund overtime expenditures (excluding work orders) fell from \$25.4 million in FY 2016-17 to \$20.6 million in FY 2017-18. According to the Annual Overtime Report, the Department's increase in overtime hours was driven by an increased number of requests from other departments and from private payers (10B overtime).

Police Department Performance Metrics

I. Crime Rates

Between FY 2011-12 and FY 2017-18, the number of property crimes² reported per 100,000 population increased by 36 percent. The number of violent crimes³ reported per 100,000 population decreased by 12 percent during the same period. Exhibit 6 below shows the annual totals of crime rates for the past seven fiscal years.

Exhibit 6: Property and Violent Crimes Reported in San Francisco per 100,000 Population by Fiscal Year

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Property	4,191	4,997	5,730	8,924	5,658	5,980	5,715
Violent	810	877	905	1,240	726	716	714

Source: San Francisco Performance Scorecard Measures via DataSF (Number of UCR Part I violent offenses reported and Number of UCR Part I property offenses reported)

Trends in the significant types of property crimes are shown in Exhibits 7 and 8 below. (Arson, which represented less than one percent of property crimes reported in 2017, is excluded). The data show that the increase in property crimes

² Property Part I crime categories include burglary, larceny, motor vehicle theft, and arson.

³ Violent Part I crime categories include homicide, rape, robbery, and aggravated assault.

is driven by a significant increase in larceny crimes, which increased by 58 percent between calendar year 2012 and calendar year 2017 (the most recent available). Burglary and motor vehicle theft both decreased slightly during the same time period.

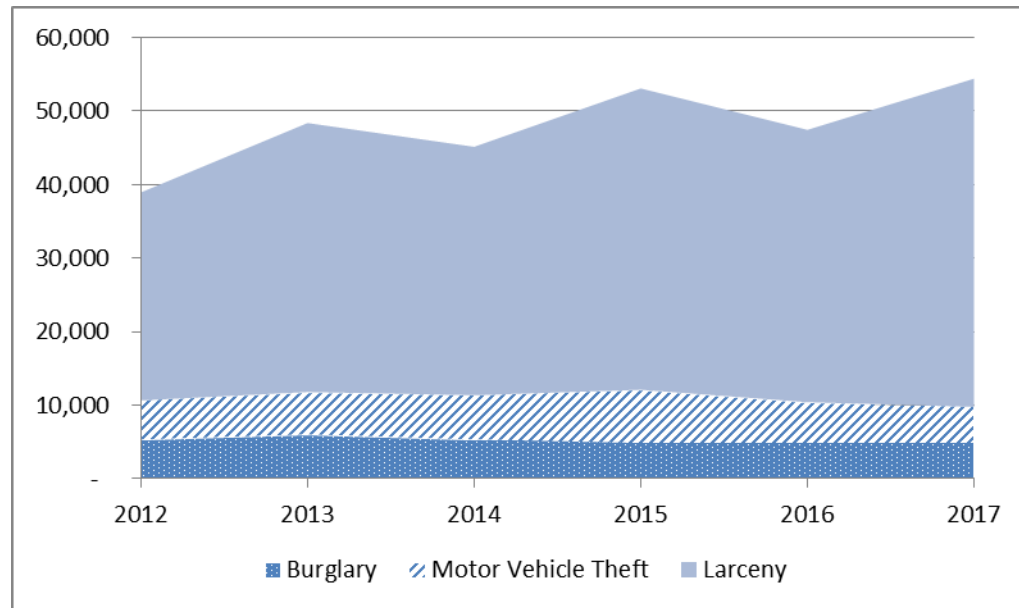
Exhibit 7: Significant Property Crimes by Type, Calendar Year 2012 to 2017

	2012	2013	2014	2015	2016	2017	% change
Burglary	5,317	5,931	5,237	5,186	4,978	4,935	-7%
Larceny	28,242	36,527	33,730	40,918	36,991	44,587	58%
Motor vehicle theft	5,339	5,866	6,126	6,915	5,433	4,834	-9%

Source: Department of Justice Uniform Crime Reporting data

Larceny crimes also represent the largest share of property crimes reported in San Francisco: 82 percent in 2017.

Exhibit 8: Property Crimes by Type, 2012 to 2017



Source: Department of Justice Uniform Crime Reporting data

II. Clearance Rates

Clearance rates refer to the rate at which a department makes an arrest or identifies a suspect associated with a reported crime. Compared to national averages for clearance rates, San Francisco has had a lower clearance rate for both violent and property crimes for the past ten years, from 2008 to 2017.

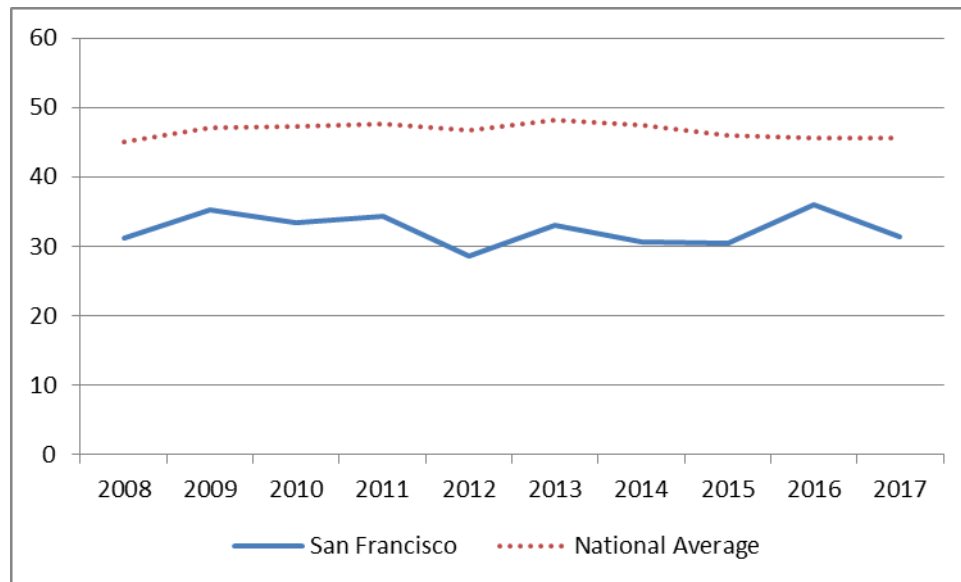
From 2008 to 2017, San Francisco’s clearance rate for violent crimes increased from 31.1 percent to 31.4 percent, but remains below the national average for violent crime clearance rates (between 45 percent and 48 percent).

Exhibit 9: Violent Crime Clearance Rates, San Francisco and Nation, Calendar Year 2007 to 2016

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
San Francisco	31.1	35.2	33.4	34.4	28.6	33.1	30.6	30.5	35.9	31.4
National Average	45.1	47.1	47.2	47.7	46.8	48.1	47.4	46.0	45.6	45.6

Sources: CA Open Justice and Uniform Crime Reporting data

Exhibit 10: Violent Crime Clearance Rates, San Francisco and Nation, 2008 to 2017



Sources: CA Open Justice and Uniform Crime Reporting data

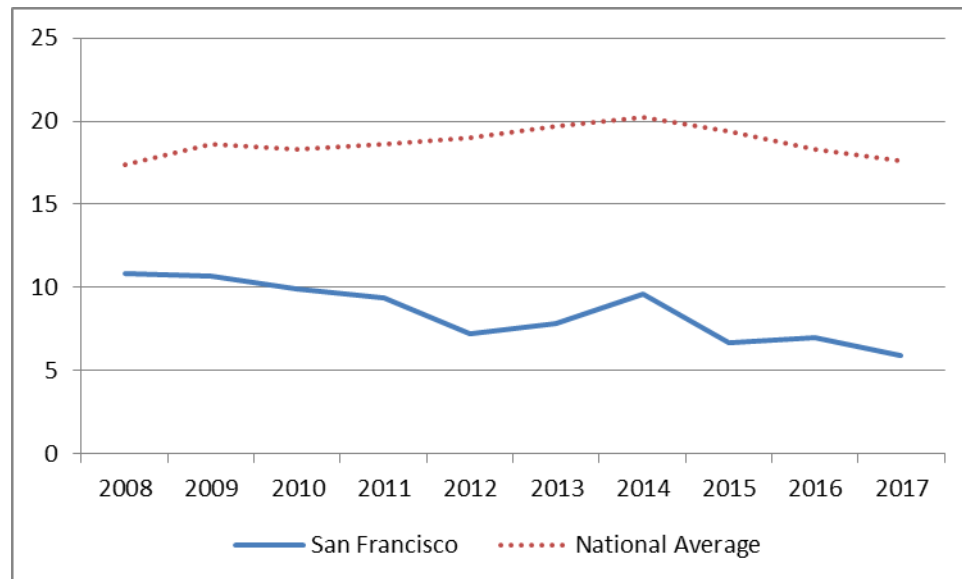
From 2008 to 2017, San Francisco’s clearance rate for property crimes decreased from 10.8 percent to 5.9 percent, which was one third of the national average in 2017 of 17.6 percent as shown in Exhibit 11 and Exhibit 12 below.

Exhibit 11: Property Crime Clearance Rates, San Francisco and Nation, 2008 to 2017

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
San Francisco	10.8	10.7	9.9	9.4	7.2	7.8	9.6	6.7	7.0	5.9
National Average	17.4	18.6	18.3	18.6	19.0	19.7	20.2	19.4	18.3	17.6

Sources: CA Open Justice and Uniform Crime Reporting data

Exhibit 12: Property Crime Clearance Rates, San Francisco and Nation, 2008 to 2017



Sources: CA Open Justice and Uniform Crime Reporting data

III. Response Times to Calls for Service

Another performance measure tracked by the Department is response time to Priority A calls. Priority A calls are emergency calls from “serious incidents” that require an immediate response because there may be an immediate threat to life or a substantial risk of major property loss or damage. The Police Department’s target response time is four minutes, or 240 seconds, to respond to all Priority A calls. As shown in Exhibit 13 below, the Department has not met its target once in the past seven fiscal years. Response times to Priority A calls have been increasing, from 21 seconds over target in FY 2011-12 to nearly one and a half minutes over target in FY 2017-18.

Exhibit 13: Response Time to Priority A Calls in Seconds, by Fiscal Year

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Response time	261	294	260	302	297	312	328
Seconds exceeding 240	21	54	20	62	57	72	88

Source: Source: San Francisco Performance Scorecard Measures via DataSF

According to the City’s Public Safety Scorecard, there has been a significant increase in the number of Priority A calls for service in San Francisco in recent years, and the increase in the number of Priority A calls for service is a major factor in the increase in the Police response time to Priority A calls.

According to the Department, additional factors that have impacted response times are an increase in 911 calls, an increase in traffic and congestion, and the Department’s number of full-duty officers. Call volumes to the San Francisco

dispatch center grew by 44 percent between 2011 and 2018, and the dispatch center received approximately 1,000 more calls per day in 2018 than it received in 2011. According to a report from the San Francisco County Transportation Authority, traffic congestion has worsened from 2010 to 2016, and the City's average traffic speed decreased from 24 miles per hour in 2010 to 20 miles per hour in 2016.

Historical Police Department Budgets and Spending

From FY 2013-14 to FY 2017-18, the Police Department's General Fund budget increased from \$445,443,000 to \$517,929,000, or approximately 16 percent. In the past four fiscal years, the Police Department has spent less than its General Fund budget, as seen in Exhibit 14 below.

Exhibit 14: General Fund Police Department Budget versus Actuals from FY 2013-14 to FY 2017-18

	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Budget	\$445,443,000	\$463,002,000	\$480,431,000	\$503,375,000	\$517,929,000
Actual	445,443,000	455,758,000	479,929,000	501,540,000	517,836,000
Surplus	0	7,244,000	502,000	1,835,000	93,000

Source: Comprehensive Annual Financial Reports, FY 2013-14 to FY 2017-18

After the Department of Public Health, the Police Department receives the second largest allocation of General Fund monies in the City. Since FY 2013-14, the percentage of the General Fund allocated to the Department has been relatively flat, ranging from 11.9 percent to 10.4 percent of the total City budget as shown in Exhibit 15 below.

Exhibit 15: Budgeted Police Department General Fund Expenditures, FY 2013-14 to FY 2017-18

	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Police Dept	\$445,443,000	\$463,002,000	\$480,431,000	\$503,375,000	\$517,929,000
Citywide	3,749,634,000	4,144,054,000	4,439,796,000	4,568,218,000	4,961,974,000
% of Total	11.9%	11.2%	10.8%	11.0%	10.4%

Source: Comprehensive Annual Financial Reports, FY 2013-14 to FY 2017-18

Over the past five fiscal years, there were six major program areas for expenditures in the Police Department budget: Airport, Investigations, Office of Citizen Complaints, Operations and Administration, Patrol, and Work Order Services. Exhibit 16 below details expenditures in these programs from FY 2013-14 to FY 2017-18.

Exhibit 16: Expenditures by Program from FY 2013-14 to FY 2017-18 (All Funds)

Program	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Airport Police	45,001,672	46,449,252	48,925,302	51,886,744	58,264,799
Investigations	73,382,346	72,939,498	76,379,067	82,284,063	N/A
Office of Citizen Complaints	4,672,226	4,823,013	5,070,006	5,707,451	0
Operations & Administration	74,030,543	81,933,408	92,576,232	98,682,255	105,961,829
Special Operations					40,273,322
Patrol	302,884,993	304,318,217	316,093,554	325,185,537	383,776,534
Work Order Services	12,908,567	8,672,682	8,799,315	8,377,841	N/A

Source: San Francisco Police Department

The Office of Citizen Complaints function was transferred out of the Department in FY 2017-18, and Investigations and Work Order Services are no longer reported as separate programs. Of the four remaining program areas, Operations and Administration experienced the largest increase over this time—from \$74.0 million in FY 2013-14 to \$106.0 million in FY 2017-18, or 43.1 percent.

Policy Considerations

1. The Board of Supervisors could: (a) request that the Controller's Office present the results of the civilianization study upon its completion, (b) request that the Police Department develop a plan that addresses the study's findings and recommendations, and (c) request that the Police Department report to the Board every six months on its progress on civilianization until completion.
2. As the Police Department's officer staffing levels increase once new officers complete Academy training, the Board of Supervisors could consult with the Department to ensure these new resources are allocated to address the Board's areas of priority (for example, neighborhood crime units, community officers and foot patrols, Traffic Company, or uniformed patrols on Muni). These areas are discussed in more detail in the following sections.
3. The Board of Supervisors could request that the Police Department identify potential causes of, and solutions to, address the low and declining clearance rates for property crimes, and that the Department regularly report to the Board on its progress on improving property crime clearance rates.
4. The Board of Supervisors could request that the Police Department identify potential solutions to address the inability of the Department to meet its

target response times for Priority A calls, and that the Department regularly report to the Board on its progress on improving response times to Priority A calls.

Thefts from Vehicles

According to City Performance Scorecards and the Police Department, there were 20,661 thefts from vehicles in 2016, 29,812 thefts from vehicles in 2017, and 24,555 thefts from vehicles in 2018. Although the City experienced an 18 percent decrease in thefts from vehicles between 2017 and 2018, the crime remains common: in 2018 there were an average of 67 thefts per day as shown in Exhibit 17 below.

Exhibit 17: Annual Thefts from Vehicles

	2016	2017	2018
Total thefts from vehicles	20,661	29,812	24,555
Avg. thefts per day	57	82	67

Source: City Performance Scorecards and Police Department

In 2017, the Board of Supervisors passed Resolution No. 399-17 (File 17-0095) urging the Chief of Police to develop a comprehensive plan and implement a City-wide strategy focused on neighborhood automobile break-ins, bicycle theft, and property crime. The Board of Supervisors recommended strategies for use in the neighborhood plans, including:

- Collaboration among District Captains, staff, and centralized units
- Development of neighborhood-specific priorities and strategies for property crime reduction
- Reassign officers to increase foot patrols
- Share property crime data with other City departments and law enforcement partners
- Share data with the public

According to a January 2019 report to the Board of Supervisors, the Police Department has piloted the Neighborhood Crimes Unit in two district stations, Mission and Taraval. The goals of the Neighborhood Crimes Units are to improve coordination and communication, create transparency, create a centralized General Crimes Unit to support the districts, and designate property crime liaisons to provide information to the community. At the pilot stations, the Department implemented a three-tiered “Enforcement, Education, and Environment” approach, increased the number of foot beat officers, and focused new efforts on peak times and days for residential and auto burglary incidents. According to the Department’s January 2019 report, between December 2017 and December 2018, auto burglary decreased by 19 percent in the Taraval district and by four percent in the Mission district.

According to the District Attorney’s Office, of the auto burglary incidents that were reported in 2018, less than two percent led to an arrest. Of the cases that were

presented to the District Attorney's Office, action was taken at a rate of 82 percent, and ultimately 352 arrests were filed, for a filing rate of 71 percent.

In the January 2019 report to the Board, the Police Department stated that "staffing resources are needed to sustain the efforts of plain clothes, foot beat, surveillance and business intelligence teams which contribute to each station's Property Crime Unit" and referred to the additional staffing resources that were funded as part of the Department's FY 2018-20 budget. However, the report does not indicate whether or how the Department intends to assign any new resources to property crime units at district stations, nor does it specifically state what type of additional resources may be needed.

According to the Department, Neighborhood Crimes Units have been expanded to every district station.

Separately, the Department is implementing a new strategy that assigns one to two officers from each district station to the Crime Prevention Operation. Crime Prevention Operation officers are assigned to a different station each week (Thursdays, Fridays, and Saturdays) to address the particular issues in that district. In the Northern and Central stations, these officers have been deployed to car break-in hot spots.

Policy Considerations

5. The Board of Supervisors could request that the Department continue to report on vehicle break-ins at each district station and in the City overall, as well as new strategies and other initiatives to address vehicle break-ins.

Community and Neighborhood Approaches to Public Safety

SF SAFE and the Neighborhood Watch Program

SF SAFE (Safety Awareness for Everyone) is the non-profit community engagement arm of the San Francisco Police Department. SF SAFE uses an assortment of crime prevention, education, and public safety services to help San Francisco residents build safer neighborhoods. SF SAFE's crime prevention initiatives include forming and facilitating Neighborhood Watch Groups (also known as block safety groups), providing Personal/Child/Older Adult safety presentations, conducting residential and business security surveys and presentations, providing workplace violence prevention trainings, managing the SAFE Bikes Program, creating neighborhood safety events, and acting as a liaison to the SFPD and other City agencies.

In working with the SFPD, SF SAFE acts as a civilian liaison between the Police Department and neighborhood communities, including residents, merchants, and non-profit organizations. SF SAFE also works with police officers and local district stations to identify crime hotspots and develop neighborhood-specific plans to address areas of community concern.

As referenced above, SF SAFE manages San Francisco's Neighborhood Watch Program. Neighborhood Watch Groups, also known as block safety groups, meet regularly, create neighborhood emergency preparedness plans, take classes together, discuss and report local crime activity, and organize days to clean up local parks, streets, or graffiti. Neighborhood Watch Groups designate Block Captains and Co-Captains. According to SF SAFE, there are currently 1,884 block captains in San Francisco.

SF SAFE's annual budget is \$910,000 from the San Francisco Police Department.

Community Ambassadors Program

The Community Ambassadors Program is a community safety and neighborhood engagement job training program operated by the Office of Civic Engagement and Immigrant Affairs (OCEIA) under the City Administrator. The program hires and trains neighborhood residents, including both new immigrants and long-time residents, to act as a safety presence in targeted neighborhoods and to engage and inform members of the public. According to OCEIA, the program typically has 30-35 ambassadors at any given time, and they work in teams in five neighborhoods: Bayview, Chinatown, Mid-Market/Tenderloin, Mission, and Visitacion Valley/Portola. The program also acts as a workforce development program, and Community Ambassadors are prepared with tools and resources to seek permanent employment with the City, local non-profits, and private businesses. Ambassadors can work for up to two years in the program.

According to OCEIA, the Community Ambassadors Program is funded as an ongoing project in the City Administrator's budget and is allocated approximately \$1 million annually, which is spent mostly on personnel costs.

Exhibit 18 below displays the demographic profile of current Community Ambassadors as of March 2019 as well as all ambassadors in 2018.

Exhibit 18: Community Ambassador Program Demographic Profile

	Ambassadors with Language Ability		Race/Ethnicity of Ambassadors	
Current Team (March 2019)	Mandarin or Cantonese	5	African American	4
	Tagalog	5	Asian	5
	Samoan	2	Latinx	7
	Spanish	8	Native American	1
	Vietnamese	1	Pacific Islander	10
			White/Caucasian	2
All Ambassadors in 2018	Mandarin or Cantonese	10	African American	19
	Tagalog	6	Asian	11
	Samoan	5	Latinx	8
	Spanish	9	Native American	1
	Vietnamese	1	Pacific Islander	13
			White/Caucasian	5

Source: Office of Civic Engagement and Immigrant Affairs

Police Foot Patrols

To increase the presence of police officers on the street, the Police Department has expanded the number of foot patrol assignments in the past three years. Exhibit 19 below compares the foot patrol to car sector patrol ratios from March 2016 to March 2019. The number of car patrol sectors increased from 678 to 691 and the number of foot patrols increased from 49 to 144 between March 2016 and March 2019. The ratio of foot patrols to car sector patrols tripled, from seven percent in March 2016 to 21 percent in March 2019.

Exhibit 19: Foot and Car Sector Patrols, 2016 to 2019

	March 2016			March 2019		
	<u>Sector</u>	<u>Footbeat</u>	<u>Ratio</u>	<u>Sector</u>	<u>Footbeat</u>	<u>Ratio</u>
Bayview	64	9	0.14	79	10	0.13
Central	76	12	0.16	72	13	0.18
Ingleside	79	0	0.00	74	4	0.05
Mission	80	0	0.00	76	12	0.16
Northern	82	8	0.10	70	17	0.24
Park	44	10	0.23	43	21	0.49
Richmond	50	4	0.08	50	6	0.12
Southern	83	0	0.00	81	7	0.09
Taraval	62	2	0.03	63	5	0.08
Tenderloin	58	4	0.07	83	49	0.59
Total	678	49	0.07	691	144	0.21

Source: Police Department

According to the Department, foot beat assignments change based on a variety of factors, from the needs to the station to the ongoing shift bid. As a result, the Department is unable to provide the racial/ethnic background and language capabilities of officers assigned to foot patrols. The Department is implementing a new strategy that assigns officers currently assigned to the Administrative Bureau to district stations one day a week to increase the presence of foot patrols. The Department states that this policy will add approximately 15 additional officers over the course of a month.

Policy Considerations

6. The Board of Supervisors could consider urging the Mayor's Office to increase funding for community and neighborhood public safety programs like SF Safe and the Community Ambassadors Program pending input from the Public Safety and Neighborhood Service Committee, which is holding a hearing on April 25, 2019 regarding the City's response to open air drug dealing in the Tenderloin, Mid-Market, and South of Market areas, and which includes these programs.

Addressing Gun Violence

A gun violence restraining order is a court order that prohibits an individual from possessing or purchasing guns, ammunition, or magazines while the order is in effect, and orders the individual to surrender all firearms and ammunition to law enforcement. Immediate family members and law enforcement officers are the only individuals who can ask a judge to issue a gun violence restraining order.

The Sheriff's Department states that it has not received any gun violence restraining orders as of April 22, 2019. The Police Department states that it has applied for four orders total: two orders in criminal cases, which expired after 21 days (the defendants are facing criminal charges that may result in possible lifetime prohibitions), and two *ex parte*⁴ orders that are currently in litigation.

Both the Sheriff's Department and the Police Department stated they are working on the infrastructure of a gun violence restraining order program and collaborating with partner departments, including the City Attorney's Office and the District Attorney's Office, on an implementation strategy.

Policy Considerations

7. The Board of Supervisors could request that the Police Department and Sheriff's Department present the implementation strategy to the Board once it has been developed.

⁴ An *ex parte* order comes from an *ex parte* hearing, which are short-notice hearings (typically 24 to 48 hours) rather than regularly noticed motions.

Domestic Violence Restraining Orders

Proposition 63, which was approved by the voters in November 2016 and became law on January 1, 2018, established procedures for enforcing laws that prohibit firearm possession by individuals who have been convicted of certain offenses. In response to Proposition 63, the Sheriff's Department created a Firearms-Compliance-to-Court-Orders Policy. The policy was implemented using overtime on November 1, 2018.

Under the policy, the Sheriff's Department tracks, investigates, and enforces the prohibition on firearm possession by persons who have a Domestic Violence Restraining Order or Criminal Order issued against them. California Domestic Violence Restraining Orders require the restrained party to surrender any firearms they own or that are in their possession. To protect victims of domestic violence, the Sheriff's Department follows up when an individual fails to surrender their firearms, by executing a search warrant, disarming the restrained person, storing the firearm and achieve compliance.

Through March 30, 2019, the Sheriff's Civil Section Firearms Compliance Unit reports the following data:

- Domestic violence restraining orders received: 116
- Domestic violence restraining orders served: 94
- Confirmed firearm registrations: 8
- Approximate rate of firearms seizure: 3 per month
- Follow up/seizure/achieved compliance: 100%

Policy Considerations

8. The Board of Supervisors could consider urging the Mayor to fund permanent staffing to continue support of the Department's public safety efforts related to domestic violence restraining orders and firearm possession.

Youth and Vocational Services

The following section presents information on youth employment and vocational training programs funded by the Office of Economic and Workforce Development (OEWD), the Recreation and Parks Department, and the Department of Children, Youth and Their Families (DCYF). Highlights of these youth and vocational services, detailed below, include:

- OEWD's youth training and employment program funding grew by two percent from FY 2017-18 to FY 2018-19.
- OEWD's Vocational Training, Pathway Programs, and Skill Certification programs dropped by three percent in the same period.

- The Recreation and Parks Department’s “Workreation” and Apprenticeship Program budgets have grown by a total of 25 percent overall between FY 2013-14 and FY 2017-18. Workreation is a partnership between DCYF and the Recreation and Parks Department whereby DCYF funds the program through a work order, and the Recreation and Parks Department implements the program.
- DCYF’s Vocational Training and Pathway Program Budget and its Skill Certification budgets have grown by 37 percent and 50 percent, respectively, over the last five fiscal years.

Office of Economic and Workforce Development

OEWD’s funding for youth employment programs is summarized in Exhibit 20 below.⁵ Funding decreased by approximately two percent, by \$200,000, from FY 2017-18 to FY 2018-19.

Exhibit 20: OEWD Training and Employment-Related Program Budgets for Fiscal Years 2017-18 and 2018-19

Employment / Training Program	FY 2017-18	FY 2018-19	% Change
Youth Services and Support	\$1,880,000	\$1,908,746	2%
Vocational Training, Pathway Programs, Skill Certification	\$7,116,700	\$6,890,333	-3%
Total	\$8,996,700	\$8,799,079	-2%

Source: Office of Economic and Workforce Development

Youth Services and Support

OEWD provides programming to connect young adults to educational or career pathways.

- *Young Adult Access Points* provide education and employment services, career exploration, job preparation workshops, and assistance with college/financial aid applications for transitional age youth ages 16-24.
- *The Young Adult Subsidized Employment Program* provides youth with paid work experience in high demand industries (for example, technology and hospitality). While enrolled, young people receive case management, career planning, and job placement assistance.
- *The Reconnecting All through Multiple Pathways (RAMP)* Program provides classroom training and hands-on workforce experience through a boot camp model to prepare young adults for employment while providing access to onsite education to attain a high school diploma or GED.

⁵ OEWD did not provide budget information for years prior to Fiscal Year 2017-18.

Vocational Training, Pathway Programs, and Skill Certification

OEWD Sector Training Programs provide training, skills and credentials for industries in the City.

Construction:

- *CityBuild Academy* offers an 18-week pre-apprenticeship construction program that includes college credits and construction certifications to prepare San Francisco residents for unionized construction opportunities. CityBuild provides approximately 30 construction trades certifications that are required for unionized employment opportunities.
- *The Construction Admin and Professional Services program* is an 18-week program that prepares residents for administrative opportunities in this sector.

Healthcare:

- *HealthCare Academy* provides training and employment services for clinical and non-clinical career pathways including Personal Care Giver, Home Health Aide, Certified Nurse Assistant, Medical Admin Assistant, Dental Assistant and Medical Assistant, and Nursing Refresher courses.
- *The Medical Assistant (MA) Program*: students train to become Medical Assistants through lectures, labs and a clinical externship at a local healthcare organization.
- *The Certified Nursing Assistant (CNA)* is a training program designed to prepare individuals to provide health care services for patients in long-term care facilities, hospitals, and private homes. Training includes work readiness instruction, theoretical classroom instruction and hands-on-training at a clinical site.

Hospitality Initiative:

- Offers job readiness, placement assistance and multiple training tracks in the hospitality industry including food services, guest services and facilities maintenance.
- Culinary training programs provide participants with a Serve-Safe certification (Food Handling Card). Training includes food prep, cooking fundamentals and specialized cuisines. All trainings include both classroom and hands-on instruction.

Technology:

- *TechSF* provides training for careers in the Tech Industry and includes apprenticeship and training opportunities in HTML, Adobe Suite, JavaScript, Digital Marketing, Cyber Security and other areas.

- *Comp TIA A+ Apprenticeship Credential for Security Analyst* apprentices earn a credential for technical support and IT operational roles. The apprenticeship provides knowledge and skills to design and implement functional networks, configure, manage, and maintain devices, use devices to segment traffic and create networks, identify benefits and drawbacks of configurations, implement security, standards and protocols, and troubleshoot.
- *Salesforce Administrator Trailhead Certification* trains participants to customize and configure Salesforce and manage users.
- *U.S. Department of Labor Salesforce Business Analyst Apprenticeship Credential*: apprentices earn a nationally-recognized credential from the U.S. Department of Labor.
- *Upwardly Global, Google Associate Cloud Engineer certification* is a certification focused on Google Cloud Platform technology. This certification can be used as a path to professional level certifications.

Recreation and Parks Department

The Recreation and Parks Department offers youth employment-related services in seven program areas, as shown in Exhibit 21 below.

Exhibit 21: Recreation and Parks Department Youth Employment and Training Programs and Fiscal Year 2017-18 Budget Amounts

Program	Number of Participants	FY 2017-18 Budget
Workreation: Trainees perform entry level work in one of five functional areas: Day Camps, Aquatics, Green Jobs, Administration and Facilities/Program Operations.	340	\$1,309,000
Gardener Apprentice Program: Provides an entry level training class called Apprentice Gardener to develop competencies required of a journey level Gardener while working under close guidance and direct supervision.	46	\$3,750,000
SF State Internship Program: SF State students complete six-month internship with a Rec and Park Division for college credit.	6	\$40,000
Student Design Trainee Program: Assigns interns seeking professional degrees (architects, planners, engineers) to the Department's Planning and Capital Division and the Information Technology division. Provides students to support in-house Engineering, Architecture, Landscape Architecture, Planning, Surveying, GIS, and IT staff. Interns gain on-the-job experience under guidance of professional engineers, architects, planners and surveyors.	11	\$140,000
Community Outreach Program: Assists Public Relations office with outreach and working recreation events.	6	\$74,000
Able Body Workforce Program: Provides positions for individuals with disabilities – Serve as greeters and provide information to the public at the Randall Museum and at the Nursery's Therapeutic Programs.	3	\$21,000
SF Fellows Program: Fosters community stewardship by preparing recent college graduates for roles in public service and administration.	1	\$92,000
Total Funding		\$5,027,000

Source: Recreation and Parks Department

As shown above, the Department's largest vocational program in number of participants is the Workreation program. The percentage of participants by Supervisorial district is shown in Exhibit 22 below.

Exhibit 22: Percentage of Department of Recreation and Parks Workrecreation Participants by Supervisorial District, FY 2017-18

District	Percent of Participants
1	7%
2	5%
3	1%
4	14%
5	5%
6	2%
7	12%
8	10%
9	10%
10	10%
11	10%
Outside SF	13%

Source: Recreation and Parks Department

The Workrecreation budget has grown by 16 percent over the last five fiscal years. The Department's largest vocational program in terms of funding is the Apprenticeship program. Its budget has grown by 28 percent over the last five fiscal years as shown in Exhibit 23 below. Workrecreation is a partnership between DCYF and the Recreation and Parks Department: DCYF funds the program through a work order, and the Recreation and Parks Department implements the program.

Exhibit 23: Recreation and Parks "Workrecreation" and Apprenticeship Program Budget FY2013-14 through FY 2017-18

Budget	FY2013-14	FY2014-15	FY2015-16	FY2016-17	FY2017-18	% Change
Workrecreation	\$1,100,000	\$1,100,000	\$1,286,000	\$1,309,000	\$1,309,000	16%
Apprenticeship	\$2,698,000	\$2,978,000	\$3,000,000	\$3,352,000	\$3,750,000	28%
Total	\$3,798,000	\$4,078,000	\$4,286,000	\$4,661,000	\$5,059,000	25%

Source: San Francisco Recreation and Parks Department

Department of Children, Youth and Their Families (DCYF)

DCYF's Youth Services and Support funding has grown by 38 percent over the last five fiscal years, as shown in Exhibit 24 below.

Exhibit 24: DCYF Youth Services and Support Budget Fiscal Year 2014-15 Through FY 2018-19

	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	% Change
Direct Grants	\$58,516,800	\$67,597,274	\$75,973,798	\$80,319,220	\$94,500,163	38%
Work Orders	\$25,049,025	\$28,123,164	\$33,855,291	\$37,055,163	\$39,838,339	37%
Total	\$83,565,825	\$95,720,438	\$109,829,089	\$117,374,383	\$134,338,502	38%

Source: Department of Children, Youth and Their Families

Youth Workforce Development funding increased by 37 percent between FY 2014-15 and FY 2018-19 as shown in Exhibit 25 below.

Exhibit 25: DCYF Vocational Training and Pathway Program Budget FY 2014-15 through Fiscal Year 2018-19

	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	% Change
Youth Workforce Development	\$12,360,224	\$12,872,569	\$14,383,196	\$15,685,971	\$20,243,867	37%

Source: Department of Children, Youth and Their Families

The number of participants in DCYF-funded youth workforce development programs in FY 2017-18 by Supervisorial district is shown in Exhibit 26 below.

Exhibit 26: Percentage of Department of Recreation and Parks Workrecreation Participants by Supervisorial District FY2017-18

District	Percent of Participants
1	7%
2	2%
3	7%
4	8%
5	6%
6	8%
7	5%
8	3%
9	12%
10	24%
11	15%
Outside SF	3%

Source: Department of Children, Youth and Their Families

In addition, DCYF funds three skill certification programs, which are presented in Exhibit 27 below. Funding for these three programs grew by 50 percent overall between FY 2014-15 and FY 2018-19.

Exhibit 27: DCYF Skill Certification Program Budgets FY 14-15 through FY 2018-19

	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	% Change
Old Skool Café -Youth Workforce Training and Employment	\$257,556	\$265,315	\$273,882	\$359,304	\$350,000	26%
Bayview Hunters Point YMCA - Primed and Prepped: Culinary Arts Program	\$133,929	\$137,277	\$140,709	\$144,227	\$350,000	62%
San Francisco Conservation Corps – SFCC Youth Workforce Development	\$103,023	\$183,230	\$233,393	\$284,810	\$288,000	64%
Total	\$494,508	\$585,822	\$647,984	\$788,341	\$988,000	50%

Source: Department of Children, Youth and Their Families

Policy Considerations

9. The Board of Supervisors could consider urging the Mayor’s Office to increase funding for youth services, vocational services, and skill certification programs as an early-intervention approach to public safety.
10. The Board of Supervisors could direct DCYF, OEWD, and the Recreation and Parks Department to provide information on outcome data such as the number of credentials, certificates, and program completion by Supervisorial district.

Muni Driver Safety

The San Francisco Municipal Transportation Agency (SFMTA) has identified improving the safety, security, and functionality of SFMTA work environments as an objective in the agency’s 2019-2020 Strategic Plan. The agency’s stated goal is to achieve a five percent decrease per year over the FY 2016-17 baseline in security incidents involving SFMTA employees (12.7 average monthly security incidents).

According to the SFMTA Director of Security, the agency conducted research on best practices to improve driver security and found that operator enclosures have had success in other cities. SFMTA has completed the installation of operator enclosures on all buses.

SFMTA reports that every vehicle in the fleet already has a surveillance system, but SFMTA and law enforcement cannot currently view the surveillance systems in the buses in real time. SFMTA is currently working on technology improvements that will allow the agency to view footage from a surveillance camera in the fleet in real time.

SFMTA has a work order with the Police Department to have officers in uniform ride Muni buses to increase the public's perception of the presence of law enforcement on SFMTA buses, also known as the SFPD Muni Surge Program. This uniform presence on Muni buses is done on officer overtime and is funded by the Transit Security Grant Program – Operational Package.

Policy Considerations

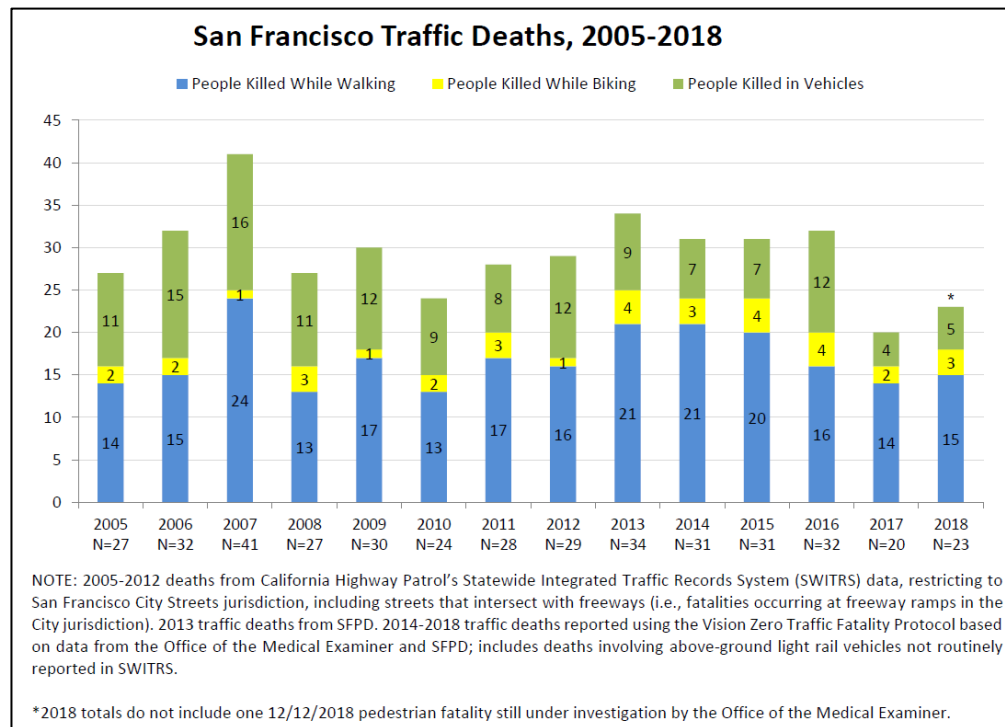
11. The Board of Supervisors could request that the SFMTA report annually on its strategic plan goal to achieve a five percent decrease in security incidents involving SFMTA employees, including: (a) progress on the rollout of live surveillance footage technology; (b) number of security incidents and incident types; and, (c) any additional security improvements under consideration.

Vision Zero

Vision Zero SF is San Francisco's road safety policy, adopted in 2014, that commits the City to build better and safer streets, educate the public on traffic safety, enforce traffic laws, and adopt policy changes to reduce traffic fatalities and injuries. The policy's goal is to reach zero fatalities by 2024.

Exhibit 28 below, from the Vision Zero 2018 End of Year Report, displays San Francisco traffic deaths from 2005 to 2018. As shown below, there were 23 traffic deaths in 2018, which represent a 15 percent increase in fatalities from 2017. However, 2018 was the second least deadly year on record for San Francisco traffic fatalities since 1914.

Exhibit 28: San Francisco Traffic Deaths, 2005-2018



Source: Vision Zero Traffic Fatalities: 2018 End of Year Report (February 2019), presented by the San Francisco Department of Public Health in collaboration with the San Francisco Municipal Transportation Agency and the San Francisco Police Department.

Vision Zero issues monthly reports on traffic fatalities. According to the most recent report for March 2019, there were six fatalities in the month of March and a total of ten fatalities between January and March 2019. As shown in Exhibit 29 below, these fatalities represent a large increase from the March and year-to-date totals in 2017 and 2018.⁶

Exhibit 29: Vision Zero March and Year-to-Date Fatalities, 2017, 2018, 2019

	2017		2018		2019	
	March	Jan-March	March	Jan-March	March	Jan-March
Total fatalities	2	4	1	3	6	10

Source: Vision Zero 2019 Traffic Fatality Monthly Report, as of 4/10/2019

Vision Zero’s 2019 Action Strategy lists the strategic actions for City departments and agencies to reach the City’s Vision Zero goal, as well as a policy agenda for state legislation to eliminate traffic deaths and complementary City goals. According to Vision Zero staff, the “Safe People” strategic actions, which focus on human aspects

⁶ Because traffic fatality totals are susceptible to random variation, year-to-year changes and annual patterns in data with small sample sizes should be contextualized within longer-term trends.

of traffic safety and encourage safe behavior through education campaigns and communications, high visibility enforcement, and policy, have need for additional resources and dedicated, reliable funding sources. Examples of “Safe People” initiatives include:

- Focused enforcement and issuing 50 percent of traffic citations for the top five causes of collisions (lead agency: Police Department)
- Creating a transportation network company (TNC) ride-hail passenger education program, and distributing educational materials to major TNC companies (lead agency: SFMTA)
- Developing multi-lingual and culturally sensitive driving, biking, and walking guides on new street designs (lead agency: SFMTA)
- Ensuring coordinated City agency crisis response to traffic fatalities to provide support to victims’ families (lead agency: Department of Public Health)

For example, the SFMTA Vision Zero Education funding need for the remainder of 2019 is \$230,000. This need includes multilingual Rapid Response communications for every fatality and implementing the proposed communications/education program. For the remaining six months of FY 2019-20, the funding need is \$150,000 to continue the baseline education and communications program.

Additionally, staff point to requests from families and community stakeholders for the inter-agency crisis response to extend to people critically injured in crashes. For staffing at the District Attorney’s Office, the need would be two additional FTEs to support this work, which would cost \$238,507 annually as shown in Exhibit 30 below:

Exhibit 30: SF DA Victim Services Personnel Costs, FY 2018-19

8129 Victim/Witness Investigator I = **\$114,895**

8131 Victim/Witness Investigator II = **\$123,612**

SFDA Total: \$238,507

Source: Vision Zero staff

There are corresponding staffing needs for crisis response to people critically injured in crashes for the Department of Public Health, though those needs have not yet been determined by the Department.

The San Francisco Police Department Traffic Company partners with Vision Zero by using focused enforcement to deter the main causes of traffic collisions. Traffic Company officers patrol on motorcycles and provide traffic enforcement, accident investigations, and education. According to the Police Department, in 2018 Traffic Company was staffed with five sergeants and 41 motorcycle officers; in 2019, Traffic Company’s staffing

increased to five sergeants and 51 motorcycle officers. In addition, the Department announced in April 2019 that 15 officers will join a motorcycle training class in May 2019 to further increase Traffic Company staffing.

Policy Considerations

12. The Board of Supervisors could consider urging the Mayor's Office to increase funding in the proposed budget for non-infrastructure Vision Zero strategies outlined in the Vision Zero 2019 Action Strategy.
13. As the Police Department's officer staffing levels increase as new officers complete Academy training, the Board of Supervisors could consult with the Department to ensure these new resources are allocated to address the Board's areas of priority, which may include Traffic Company staffing and targeted enforcement operations to achieve Vision Zero Action Strategy actions.

Narcotics Arrests and Prosecutions

According to the District Attorney's Office, narcotics arrests are prosecuted either by the Department's Misdemeanor Unit or the General Felony Unit, depending on the level of the crime – there is no separate narcotics unit for the prosecution of narcotics-related arrests. According to the Department, in 2018, five percent of incoming cases into the misdemeanor unit were drugs-related, and 22 percent of incoming cases into the general felonies unit were drugs-related. The Department estimates that it expends approximately \$2 million per year prosecuting drugs cases.

As shown in Exhibit 31 below, both the number of drug sales arrests and the number of drug sales convictions declined between FY 2013-14 and FY 2017-18. The ratio of arrests to filings increased, while the ratio of filings to convictions decreased.

Exhibit 31: Felony Drug Sales Arrests, Filings, and Convictions, FY 2013-14 to FY 2017-18

Felony Drug Sales	FY	FY	FY	FY	FY	Pct. Chg.
	2013-14	2014-15	2015-16	2016-17	2017-18	
Drug Sales Arrests ^a	1,106	859	885	772	747	-32%
Drug Sales Filings	496	366	375	474	601	21%
Drug Sales Convictions ^b	286	191	173	173	173	-40%
Arrest-Filing Ratio	0.45	0.43	0.42	0.61	0.80	79%
Filing-Conviction Ratio	0.58	0.52	0.46	0.36	0.29	-50%

Source: District Attorney's Office

a: HS 11378, 11379, 11351, 11352, 11351.5

b: To date as of 3/5/2019

Strategy and Policy Priorities

The District Attorney's Office also has Neighborhood Prosecutors in the Crime Strategies Unit who are assigned to specific police districts who work with law enforcement and the community on major crime issues, including strategizing with police district stations about how to address open-air drug use and dealing. Neighborhood Prosecutors in the Tenderloin and Mission districts are particularly focused on this area. The Neighborhood Prosecutors often charge or have some input in the charging of drug sales cases.

The District Attorney's Office prosecutes arrests made in law enforcement buy-bust operations to clear areas that have intensive drug trafficking. In addition to addressing open-air drug use and dealing, the Department also works with the Police Department on search warrants and other tools that can help identify and prosecute individuals who are in mid- and upper-level positions in drug sales organizations and who are making money from, and decisions for, these operations. According to the District Attorney's Office, these individuals are more difficult to identify and prosecute because they do not always live in San Francisco.

San Francisco provides resources for individuals with substance use disorders, including residential treatment and outpatient treatment, as well as Drug Court and Behavioral Health Court for individuals involved in the criminal justice system. In recent years, the Board of Supervisors has prioritized funding for treatment services for individuals with substance use disorder over criminal justice funding.⁷ More information about behavioral health policy priorities and funding will be provided in a separate policy priority report for the Budget and Finance Committee's meeting scheduled for May 1, 2019.

The Budget and Legislative Analyst's Office is currently working on a report related to the City's approach to minimizing open-air drug dealing in the Tenderloin, SOMA, and Mid-Market neighborhoods. The report is scheduled for a public presentation and hearing on April 25, 2019 and will contain more in-depth policy considerations and recommendations related to this area.

Policy Considerations

14. The Board of Supervisors could take action based on the findings and recommendations in the forthcoming public hearing to be held by the Public Safety and Neighborhood Services Committee on April 25, 2019 related to the City's response to open-air drug dealing in the Tenderloin, SOMA, and Mid-Market neighborhoods.

⁷ Notably, in 2015 the Board of Supervisors declined to fund a new proposed jail facility to replace County Jail No. 3 and 4.

County Jails

On January 12, 2016, the Board of Supervisors passed a resolution urging the Director of the Department of Public Health (DPH) and the Sheriff to convene a work group to plan for the permanent closure of County Jail #3 and County Jail #4 (both of which are in the Hall of Justice, a facility that is slated for closure by the end of 2019), and any corresponding investments in new mental health facilities and current jail retrofits needed to uphold public safety and better serve at-risk individuals. In response, a workgroup was convened consisting of 37 members from the City and the community and co-chaired by the Sheriff, the Director of Public Health, and Ms. Roma Guy, a community member and representative of Taxpayers for Public Safety.

In December 2016, the Work Group to Re-envision the Jail Replacement Project completed and presented a final report to the Board of Supervisors. The report called for funding and implementation of programs that address:

1. Mental Health community alternatives to jail,
2. Substance Abuse community treatment alternatives to jail,
3. Low income housing for homeless, and those exiting mental health/substance abuse residential treatment or those exiting jail,
4. Reduction of racial disparity of individuals in jail,
5. Reduction of Transitional Age Youth (TAY) in jail,
6. More efficient processing of those arrested,
7. Earlier representation by Public Defender prior to defendant's first court appearance, and
8. Better staffing for a more robust Pretrial Diversion process.

The report included the following recommended next steps:

1. Departments report to the Board of Supervisors on their progress implementing relevant work group strategies by March of 2018.
2. The Board of Supervisors reviews the City's average daily jail population in September 2018.
3. The City will begin assessing the feasibility of reopening of County Jail #6 for at San Bruno in the event the jail population is not reduced.

As discussed in the report, the City has capacity to house an average daily jail population of between 1,064 and 1,126 people without County Jails #3 and #4.

In October 2018, the Sheriff coordinated an additional Work Group status update to the Public Safety and Neighborhood Services Committee. In this status update the Mayor's Budget Office reported that since the FY 2016-17 and 2017-18 budget (passed by the Board of Supervisors in July 2016), the City committed an additional \$18.5 million in diversion program spending. One of the goals of these investments is to reduce the number of jail bed days so that the average daily population (ADP) in the County jails reaches a target of 1,064, which according to a 2015 Controller's analysis, would enable the permanent closure of County Jails #3⁸ and #4 without the need for replacement beds. The programs highlighted by the Department of Public Health in the hearing included:

- Creation of 15 Behavioral Health beds at Hummingbird Place on the Zuckerberg San Francisco General Hospital Campus;
- Creation of 34 medical respite beds;
- Funding of 30+ conservatorship beds (through DPH referrals);
- Funding of five detox beds at the Salvation Army; and,
- Planning for a 47-bed Psychiatric Respite Program at Zuckerberg San Francisco General Hospital.

In the same October 2018 presentation, the Mayor's Budget Office also reported on the City's investments in affordable housing, homeless services, and behavioral health services in FY 2017-18, FY 2018-19, and FY 2019-20.

As previously mentioned, the Sheriff presented an ADP target of 1,064 (based on a 2015 Jail Population Forecast by the Controller's Office) in order to permanently close County Jail #3 (currently closed) and County Jail #4 (currently open). However, according to the Sheriff's Department, the ADP in FY 2017-18 was 1,260, which is 196 (18.4 percent) above the ADP target, and there were ten or more days during FY 2017-18 when the ADP was over 1,400. Further, according to the Sheriff, the total jail population as of April 19, 2019 was 1,320 with approximately 53 percent of individuals out of custody on pretrial release (1,281) and sentenced alternatives (237).

The Sheriff has provided cost estimates, prepared by Department of Public Works (DPW) staff for two jail replacement alternatives that would replace fewer than the number of jail beds available with County Jail #4 open: (1) a comprehensive new

⁸ County Jail #3 is currently closed.

facility, originally proposed in 2015 adjacent to the Hall of Justice; and (2) renovation of County Jail #6 at San Bruno. The comprehensive facility would replace all functions lost by closing the Hall of Justice completely, while the renovation of County Jail #6 would not. These alternatives are detailed below:

New Jail Facility Proposed in 2015

In 2015, a new 384-bed jail to replace County Jails #3 and #4 (401 beds) was proposed to be constructed next to the Hall of Justice. According to the Sheriff, DPW estimated that the cost for this facility would have been approximately \$246 million (an estimated \$163 million for construction, an estimated \$14.5 million to purchase the land, plus additional costs for permitting, consulting, etc.). Further, according to the Sheriff, \$80 million from the Board of State and Community Corrections⁹ would have reduced the cost to the City to an estimated \$166.5 million. This facility was proposed to include:

- A jail facility with 384 beds including:
 - Behavioral Health housing
 - Female Gender Responsive housing
 - High Security Housing
 - Treatment, Program, Recreation and Education Areas (not available at County Jail #4)
 - Kitchen to replace the kitchen used at County Jail #4
 - Transportation Area and Holding Cells to replace those used at County Jail #4
 - Jail Health Services treatment area to replace the one at County Jail #4;
- Offices and support space including locker rooms, dining areas, and briefing space;
- The Central Warrants Bureau with a public window to replace the location at the Hall of Justice south wing;
- The Central Records Unit with a public window to replace the location at the Hall of Justice south wing;
- Sheriff IT infrastructure to replace space outgrown space at County Jail #2 for the Department of Public Health;

⁹ In December 2015, the Board of Supervisors turned down an \$80 million grant from the Board of State and Community Corrections that would have partially funded a new jail facility.

- A Prisoner Legal Services Office to replace the offices at the Hall of Justice south wing; and,
- A loading dock, stores for the jail and the kitchen, boiler, electrical and IT line.

Renovation of County Jail #6 at San Bruno

The Sheriff and the Department of Public Works have also put together a preliminary design and cost estimate to renovate County Jail #6 at San Bruno to replace County Jail #4. The estimated cost for the renovation, including furniture, fixtures, equipment, and moving expenses, is approximately \$189 million. The Sheriff estimates that the renovation would take approximately four to five years to complete. In order to choose this option, the Sheriff's Department will need to provide a place outside the south wing of the Hall of Justice for the remaining Sheriff sections, including spaces for the Records Unit, Warrants Bureau, Prisoner Legal Services, IT relocation, and transportation hub with holding cells adjacent to the courts.

Current Proposal for East Wing of the Hall of Justice

The Sheriff and the Department of Public Works also prepared a proposal to address the loss of jail support areas that would need to be replaced upon the closure of County Jail #4 and other spaces belonging to the Sheriff's Department, upon the closure of the south wing of the Hall of Justice. The plan calls for moving these support areas to the east wing of the Hall of Justice in the areas previously occupied by the Medical Examiner. (According to the Department of Public Works, the east wing, which also houses the courts, will become more stable upon the demolition of the south wing). The Department of Public Works has estimated the cost of this proposal to be approximately \$33.2 million, not including the technology lines, boiler, and electrical items that currently reside at the Hall of Justice and serve County Jail #2.

Meanwhile, the unserviceable kitchen at County Jail #2 is scheduled to be renovated early next year. Currently, the kitchen located in County Jail #4 provides meals for County Jail #1, County Jail #2, and County Jail #4.

Out of County Alternative

The Sheriff notes that given current trends, including a rising population in the City, the hiring of more police officers, and the fact that the jail population is not static (25 percent of the annual bookings into the county jail are of people being booked for the first time in San Francisco), there will be a need to replace the beds at County Jail #4 in order to close County Jail #4. Any construction choice the City selects will take two to three years at a minimum to accomplish. The Sheriff also notes that the City will likely be in the position of being forced to close County Jail #4 and send 300 inmates for housing in a neighboring county. At this time, the only jail with room for San Francisco inmates is Alameda County in Santa Rita.

Policy Options

1. The Board of Supervisors could: (a) request that the Controller's Office present the results of the civilianization study upon its completion, (b) request that the Police Department develop a plan that addresses the study's findings and recommendations, and (c) request that the Police Department report to the Board every six months on its progress on civilianization until completion.
2. As the Police Department's officer staffing levels increase once new officers complete Academy training, the Board of Supervisors could consult with the Department to ensure these new resources are allocated to address the Board's areas of priority (for example, neighborhood crime units, community officers and foot patrols, Traffic Company, or uniformed patrols on Muni). These areas are discussed in more detail in the following sections.
3. The Board of Supervisors could request that the Police Department identify potential causes of, and solutions to, address the low and declining clearance rates for property crimes, and that the Department regularly report to the Board on its progress on improving property crime clearance rates.
4. The Board of Supervisors could request that the Police Department identify potential solutions to address the inability of the Department to meet its target response times for Priority A calls, and that the Department regularly report to the Board on its progress on improving response times to Priority A calls.
5. The Board of Supervisors could request that the Department continue to report on vehicle break-ins at each district station and in the City overall, as well as new strategies and other initiatives to address vehicle break-ins.
6. The Board of Supervisors could consider urging the Mayor's Office to increase funding for community and neighborhood public safety programs like SF Safe and the Community Ambassadors Program pending input from the Public Safety and Neighborhood Service Committee, which is holding a hearing on April 25, 2019 regarding the City's response to open air drug dealing in the Tenderloin, Mid-Market, and South of Market areas, which includes these programs.
7. The Board of Supervisors could request that the Police Department and Sheriff's Department present the implementation strategy to the Board once it has been developed.
8. The Board of Supervisors could consider funding permanent staffing to continue support of the Department's public safety efforts related to domestic violence restraining orders and firearm possession.

9. The Board of Supervisors could consider urging the Mayor's Office to increase funding for youth services, vocational services, and skill certification programs as an early-intervention approach to public safety.
10. The Board of Supervisors could direct DCYF, OEWD, and the Recreation and Parks Department to provide information on outcome data such as the number of credentials, certificates, and program completion by Supervisorial district.
11. The Board of Supervisors could request that the SFMTA report annually on its strategic plan goal to achieve a five percent decrease in security incidents involving SFMTA employees, including: (a) progress on the rollout of live surveillance footage technology; (b) number of security incidents and incident types; and, (c) any additional security improvements under consideration.
12. The Board of Supervisors could consider urging the Mayor's Office to increase funding in the proposed budget for non-infrastructure Vision Zero strategies outlined in the Vision Zero 2019 Action Strategy.
13. As the Police Department's officer staffing levels increase as new officers complete Academy training, the Board of Supervisors could consult with the Department to ensure these new resources are allocated to address the Board's areas of priority, which may include Traffic Company staffing and targeted enforcement operations to achieve Vision Zero Action Strategy actions.
14. The Board of Supervisors could take action based on the findings and recommendations in the forthcoming public hearing to be held by the Public Safety and Neighborhood Services Committee on April 25, 2019 related to the City's response to open-air drug dealing in the Tenderloin, SOMA, and Mid-Market neighborhoods.