CITY AND COUNTY OF SAN FRANCISCO
**POLICE DEPARTMENT**
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June 15, 2021

Board of Supervisors Budget and Appropriations Committee
City and County of San Francisco
City Hall, Room 244
1 Dr. Carlton B Goodlett Pl
San Francisco, CA 94102

Chair Matt Haney and Committee Members:

**Re: Three Core Principles & Action Plan**

The San Francisco Police Department is submitting the following in response to Chair Matt Haney's requests of all city departments during this budget cycle.

The San Francisco Police Department has voluntarily undergone a Collaborative Reform Initiative process since 2016, with the goal to implement and sustain transformative processes that increase public trust, transparency, professionalism, and accountability. These processes not only align with community expectations but are based on policing best practices. To date, the Department has implemented 93% of the USDOJ's 272 recommendations, with a continued commitment to implement the remaining recommendations in partnership with California's Department of Justice (DOJ).

This commitment is persistent and visible within the Department's Strategy Statement, that reads:

"San Francisco Police Department stands for Safety with Respect for all. We will engage in just, transparent, unbiased and responsive policing; do so in the spirit of dignity and in collaboration with the community; maintain and build trust and respect as the guardian of constitutional and human rights."

The Department understands its role in the criminal justice system and will work collaboratively with city partners and community stakeholders to uphold public safety in the City of San Francisco.

I. **Eliminate Corruption and Waste**

1. **How are you setting a "tone at the top" that demonstrates ethics, transparency, and the public interest?**

In addition to the Chief and Command Staff's commitment to the Collaborative Reform Initiative, SFPD has a robust policy compliance culture. The Department has written directives approved by a citizen oversight body at public hearings. The adherence to these written directives is audited by the Department of Police Accountability, an independent city agency. The Department's written directives set the direction of the organization and detail protocols of daily operations, which are consistent with the overall objectives of the city and county. Command Staff and the executive leadership, communicate ethics and values formally through Department General Orders, Unit Orders, and notices. These are further instilled through trainings and award recognitions that promote honesty, integrity, and the values of community policing.

**2. What protections do you have to ensure transparent and effective contract and spending oversight?**

The Department relies on four oversight processes to ensure transparency in contract and spending actions.

The City & County of San Francisco require that every public employee or elected official who makes or influences governmental decisions must submit a Statement of Economic Interest (Form 700) on an annual basis. This provides transparency and accountability by providing information to the public about the person's financial interests and possible conflicts of interest. For contract proposals, review committees, of which 50% would be composed of non-Department individuals, are comprised of individuals who have expertise in the subject area and who are be able to apply their independent, professional judgement in the selection process. Through the Controller's Office, a Post Audit of city departments is conducted every year. This audit monitors and reviews financial transactions to ensure city departments are complying with standard policies and best practices.

The Department's Internal Affairs Division conducts impartial investigations of alleged misconduct by members. Internal affairs staff are bound by stringent rules when performing their roles to investigate complaints of employee misconduct.

**3. How do you evaluate and measure performance on contracts?**

There are many different methods to evaluate and measure performance on contracts and the appropriate method is contingent upon the goods or services being procured. The most important part of ensuring adequate performance is having reasonable and sufficient language in the contract that conforms to SMART-oriented (Specific, measurable, achievable, realistic, and time-bound) criteria.

A procurement contract for commodities is evaluated by performance metrics tied to timeliness of delivery. A procurement contract for services is evaluated by performance metrics that are centered around objective milestones completed/rendered.

**4. When was your latest audit or performance audit? How did the results of those audits or performance audits impact your work?**

The Budget Legislative Analyst Office conducted a performance audit in June 2018. The performance audit was an independent assessment of the Police Department's operations to determine if specific programs or functions are working as intended to achieve stated goals. The report included eight recommendations covering personnel staffing, shift schedules, and overtime management. Matrix Consulting completed a staffing study of the SFPD in March 2020 and recommended a staffing level of 2,176 sworn personnel and 492 professional staff positions. Shift schedules require meet and confer process with affected union groups and presently, the majority of staff are on either an 8 or 10 hours per day work schedule. The Department has enacted several changes to improve overtime management. These include:

- Consolidating of all overtime requirements into one Department Notice,

- Adding a new section on overtime authorization and management,

- Providing a list of factors supervisors should consider prior to authorizing overtime,

- Emphasizing the shared responsibilities of all members on managing overtime costs, and

- Developing a PowerBI overtime management dashboard to assist commanding officers with how overtime has been used.

Other SFPD forms of audit include:

- The Department of Police Accountability's (DPA) charter mandated external audits of SFPD, mostly around use-of-force. On October 5, 2020, the DPA, in collaboration with the Controller's Office, released the results of an audit of whether SFPD collects and reports on use of force data adequately and effectively. The report includes 37 recommendations for improving use-of-force reporting and data collection process. The Department is actively working on the recommendations.
- The State's Racial and Identity Profiling Advisory (RIPA) Board audits SFPD (and other Wave 1 and 2 agencies) stop data for the previous year of reporting. It provides recommendations to enhance policies, practices, and trainings on topics that intersect with bias and racial and identity profiling. The annual report was issued on *January 1, 2021.*
- San Francisco Administrative Code Chapter 96 and 96A.5 mandates the Department provide quarterly reports that include stops, searches, arrests, use of force, alleged bias-related complaints, and victim demographics data. The most recent quarterly report was issued on *June 8, 2021.*
- The Controller's Office conducts a Post Audit of city departments each year. The Post Audit Program is designed to review departments internal controls, accounting procedures, and compliance with City rules and regulations by auditing selected accounting transactions on a regular basis. The Controller's Office most recent Post Audit report was issued *on March 2021*.
- SFPD conducts internal monitoring of data to ensure outliers, as they happen, are identified and addressed, as necessary.

5. What are you doing to reduce the number of positions that are either temporary or interim within your department?

Temporary positions are used for as-needed police work (Police Officer Standards and Training certificate required) and to backfill where vacancies exist and can be used in lieu of on-duty staff member overtime usage needed to carry out the mandated work. The temporary position salaries cost the general fund less than the full time on-duty regular equivalents. Most temporary positions on staff are retired sworn and are allotted 960 hours of work each fiscal year. Regardless of what rank they retired; their temp hourly rate is set at Q2 step 1 which equals approximately $50,000/year. In comparison the equivalent of an on-duty staff member working 960 hours in overtime hours equals $87,000. Further, an on-duty staff member, working 960 hours with benefits (retirement, health, paid vacation and sick days) would cost the general fund $92,000. Work areas performed by temporary positions include Moving Property & Evidence (including weapons and drugs), performing Background Investigations for hiring, and Academy Trainers. As temporary positions in the above-mentioned scenarios are less of a burden on the general fund, the Department is not currently reducing the number of temporary positions in certain units.

## II. Rebuild a Better City

1. Who within your department's service portfolio was especially impacted negatively during pandemic--how are you targeting your resources to help them recover, make them whole, and protect them in the future? Please address Black, Latino, Asian, and LGBTQ residents specifically.

Throughout the pandemic, the City has experienced increases of certain crime categories. Between March 2019 and May 9, 2021, victims of gun violence are up by 149%, burglaries are up 20%, motor vehicle thefts are up 11%, and arson cases are up 24%. District 10 residents' exposure to community violence (shootings, homicides, and gun violence) was estimated to be four times higher than the citywide rate (SFPD, CAU). While District 10 accounted for only about 8% of the total San Francisco population, this district alone accounted for 26% of all violent firearm crimes in 2018 and 29% of all violent firearm crimes in 2019. A review of 2 years of ShotSpotter, over 2,700 shooting incidents, revealed that the hottest blocks for shootings in San Francisco occurred in District 10.

Through the California Violence Intervention and Prevention (CalVIP) grant program, the Department is collaborating with community-based organizations to support evidence-based gun violence reduction initiatives in District 10. Current research from this project on homicides and gun violence suggests that group dynamics contribute to the majority of serious violence in San Francisco. A majority of gun homicides (53%-70%) and non-fatal shootings (50-77%) are driven by or connected to street group dynamics. Those at the highest risk of gun violence in San Francisco are primarily 18-35, Black and Latino men with extensive justice system histories (13-15 prior arrests); and social connections to these groups and conflicts. The work from the CalVIP grant program is ongoing and SFPD continues to work with non-profit partners to support violence intervention and prevention activities to assist communities disproportionately affected by gun violence.


The Department has also created a Community Liaison Unit to assist in fostering relationships between the Department and historically marginalized and Limited English Proficiency (LEP) communities in San Francisco. The unit's primary focus is to gain the trust of the community, improve reporting of crime, support victims and their families, and seek information that leads to the resolution of hate crimes and prejudice-based incidents. This team of officers will be responsible for SFPD's tracking of prejudice-based incidents, identifying patterns, and intervention techniques, and helping the community navigate the criminal justice system. They will serve as a liaison to San Francisco's diverse communities, including the Asian and Pacific Islander, African American, LGBTQ, Muslim, Latino communities, community members with Limited English Proficiency (LEP), and older San Franciscans.


2. What inequities and gaps did you identify during FY 2020 and 2021?

The historical application of traditional policing has resulted in a larger impact to black and brown communities, those hit hardest by the pandemic and accompanying economic crisis. However, with the reform work, and the level of increased analytical information regarding social specific connections, SFPD has been able to adjust its approach to addressing violent gun crimes. With that adjustment comes a more targeted enforcement approach to reduce homicides and shootings, decrease violent recidivism and victimization while lowering the overall net use of arrests, and to build trust and legitimacy between SFPD and residents that are most impacted by gun violence.

In 2018, the California Legislature passed SB1421, Peace Officer Release of Records Act, which expanded the California Public Records Act by giving the public the right to inspect records relating to certain categories of records related to the investigation and discipline of peace officers no matter how old the records are. The term "record" relates to all documents related to the requested incident, including any report created by the Department, investigations, photos and video evidence and the disciplinary decisions. This legislation has resulted in an exponential

increase in records requests submitted to the Department, requiring greater staff resources to locate, review, redact and release requested documents. The legislation enables the public to be more informed about the Department in order to advocate for improvements.

The Department currently has ten (10) temporary positions that assist SB1421 compliance. These 10 temporary positions are set to expire at the end of FY21. The state law enacted in 2018 does not provide reimbursement for any costs incurred to comply with the statute. The Department is submitting a budget request for the City to add these positions as Permanent Civil Service (PCS) positions to continue supporting the work required to adhere to the requirements of SB1421.

3. How is your budget aligned to address those gaps, inequities, and inefficiencies?

Our Budget is aligned with addressing inequities through the work being conducted to implement reforms. Additional funds are needed to ensure a more robust and ongoing analysis of disparities in all interactions with the public and, the next step would be in understanding the underlying trends in circumstances of a response to crime that might give rise to disparate treatment. To reach those goals, we need analytical staff, technological staff (programmers), and additional technology investments.

The Department has applied for and been awarded several grants (Crime Gun Intelligence Center grant, CalVIP grant) to address the gun violence in the City and is strategizing with non-profit partners to support violence intervention and prevention activities in areas of the City disproportionately affected by gun violence.
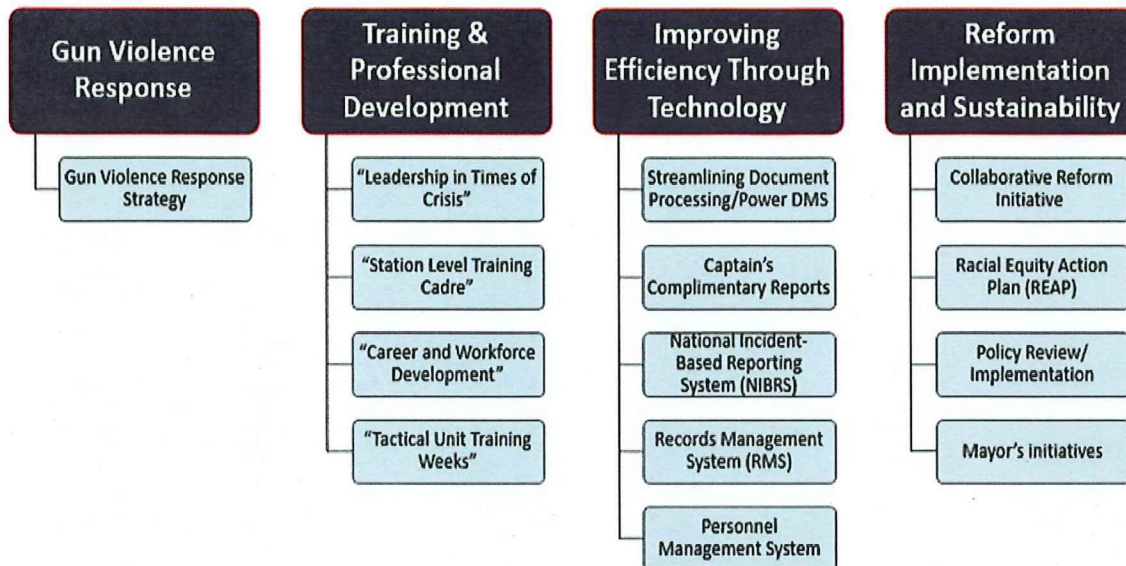
4. What is your department doing to support our city's small businesses and improve the climate for small businesses in the City?

The SFPD has created the Community Ambassador Program to increase its public safety presence, contingent upon funding. Community Ambassadors are civilian retired sworn members who serve to supplement foot beat patrol presence in business and commercial corridors. The goal of the program is to bridge the gap between SFPD and the community through partnerships with the Community Benefit and Business Improvement Districts to provide increased visibility and reduce crime. This program is currently un-funded. Staffing helps support small businesses immensely – the ability to get to know business owners and patrons by talking to them assumes that officers have time to do anything other than respond to calls for service and document the response, outcomes, and findings of those calls.

5. How are you planning for the future? What are the big goals and outcomes you have for the next 3-5 years?

We hope to continue our gains on collaborative reform and to build on the success of our recruitment efforts that has improved the diversity within our membership for the past four years.

## 2021 Strategic Priorities

| Gun Violence Response | Training & Professional Development | Improving Efficiency Through Technology | Reform Implementation and Sustainability |
|---|---|---|---|
| Gun Violence Response Strategy | "Leadership in Times of Crisis" | Streamlining Document Processing/Power DMS | Collaborative Reform Initiative |
| | "Station Level Training Cadre" | Captain's Complimentary Reports | Racial Equity Action Plan (REAP) |
| | "Career and Workforce Development" | National Incident-Based Reporting System (NIBRS) | Policy Review/ Implementation |
| | "Tactical Unit Training Weeks" | Records Management System (RMS) | Mayor's Initiatives |
| | | Personnel Management System | |

San Francisco Police Department                                                                 8

**III. Innovate by Focusing on Impact**

1. What big systems changes do you have planned for 2021-2022 that will make your work more efficient, proactive, and impactful?

- Reform recommendations are the foundation of Safety with Respect. Fully implementing those recommendations puts SFPD light years ahead of other jurisdictions in what all communities are asking for.

- Outstanding needs in reform include improving efficiencies that have been eroded by the patchwork implementation of various technologies. Some goals in reform are met, but could be made better, while others have not yet been made and require a technology investment and ongoing service costs, specifically:

   o Implementation of NIBRS-compliant system of records management. All of our incident data and reporting mechanisms have to be re-structure and re-programmed. This points to the procurement of an off-the-shelf system that would replace the current Crime Data Warehouse that serves as an unfinished Police Records Management System

   o Implementation of a personnel management system that not only tracks and monitors performance of personnel (using crime and other workload data and supervisor input), but also tracks training. This system would also track well-being indicators and provide an evidence-based approach to monitoring when officers are at risk of hurting themselves or someone else. This system would also help replace portions of at least two legacy, obsolete, and unsupported systems.

- Complete policy revision which looks at every DGO, and with current eyes, ongoing, every five years. In the middle of the first cycle, which revises policies that are, in many cases, over

20 years old. Including equity lens throughout these revisions to ensure impact is not felt more by any one group over another.

2. How do you measure your impact in a way that aligns your funding to the greatest impact for our residents?

The work on the Collaborative Reform Initiative has resulted in many positive outcomes. To date, the Department has completed and submitted 93% (253 recommendations) for external review and validation. The Department's commitment and work on reducing use-of-force incidents through revising policies and improving training has shown a reduction in total use-of-force incidents.

Another area that has shown great impact to the community has been improvements in our recruitment efforts. SFPD is dedicated to creating a culture of diversity and uses racially equitable strategies when recruiting and hiring new police officers. The hiring process is complex and the Department shares these responsibilities with the Department of Human Resources (DHR). The hiring qualifications for peace officers are defined by the California Commission on Peace Officer Standards and Training (POST) and the standard is used by law enforcement agencies throughout California. SFPD understands that our employees are our greatest assets and an essential part of the Department's success. Part of that success centers on the ability of our employees to connect with the various communities we serve, and to build partnerships between the Department and communities to reduce crime and increase trust. SFPD is dedicated to creating a culture of diversity and using racially equitable strategies when recruiting and hiring new police officers.

Several years ago, SFPD established a Hiring Committee with various City agencies and stakeholders and performed a two-year review of police officer hires to create more effective and successful recruiting practices. These changes include:
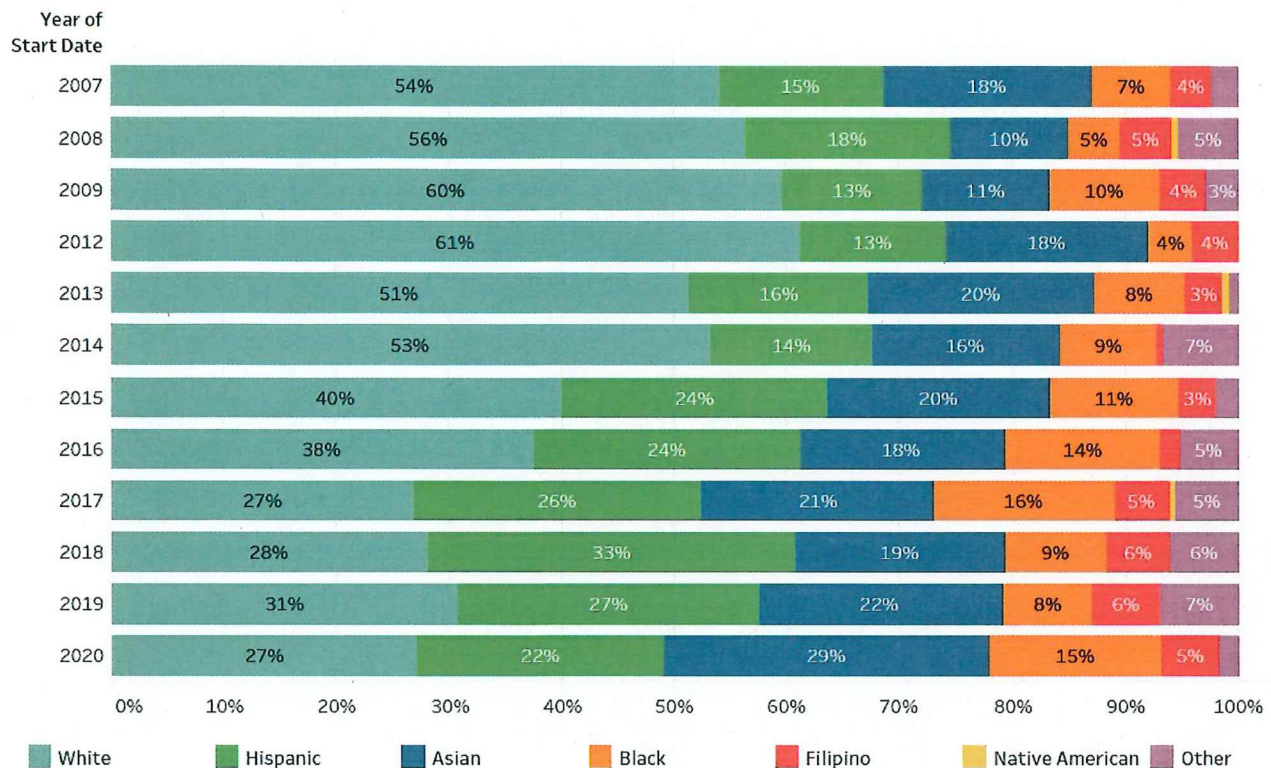
- Supporting candidates to prepare for the POST physical agility test (PAT) requirements

- Working with DHR to create a modern testing standard

- Increasing capacity of the Recruitment Unit

SFPD recruitment strategies to help diversify include:

- All advertising, including print and video, emphasize a diverse range of San Francisco Police Officers.

- Recruiting Unit actively uses social media to engage and recruit candidates.

- College recruiting put us in contact with a diverse group of highly educated candidates and a ready labor pool.

- Testing on the Road saves applicants time and money and engages more diverse candidates in the hiring process.

- Recruiting Unit provided free test prep help during all phases of testing.

- Recruiting Unit provides active mentorship to all applicants throughout the application and testing process.

- Recruiting Unit Conduct surveys to collect suggestions for new/diverse recruitment locations (we survey new recruits, community members, Police Officers, Community Engagement Division, Police Employee Groups).

These collective efforts have shown great promise at improving the diversity of recent hires in the Department. A review of the demographics of recruit classes from the past ten years helps to illustrate the significant diversity gains that have been achieved through the changes implemented from the collaborative reform process.

**Recruits Entering the Academy by Race**

Year of Start Date

| Year | White | Hispanic | Asian | Black | Filipino | Native American | Other |
|---|---|---|---|---|---|---|---|
| 2007 | 54% | 15% | 18% | 7% | 4% | | |
| 2008 | 56% | 18% | 10% | 5% | 5% | | 5% |
| 2009 | 60% | 13% | 11% | 10% | 4% | | 3% |
| 2012 | 61% | 13% | 18% | 4% | | | 4% |
| 2013 | 51% | 16% | 20% | 8% | 3% | | |
| 2014 | 53% | 14% | 16% | 9% | 7% | | |
| 2015 | 40% | 24% | 20% | 11% | 3% | | |
| 2016 | 38% | 24% | 18% | 14% | 5% | | |
| 2017 | 27% | 26% | 21% | 16% | 5% | | 5% |
| 2018 | 28% | 33% | 19% | 9% | 6% | | 6% |
| 2019 | 31% | 27% | 22% | 8% | 6% | | 7% |
| 2020 | 27% | 22% | 29% | 15% | 5% | | |

Legend: White, Hispanic, Asian, Black, Filipino, Native American, Other

The Department acknowledges that there is still a lot of work to be done to build community trust and respect through collaboration with the community and the Department remains committed to these efforts.

3. How do you collaborate with Digital Services or the Office of Civic Innovation? Have you utilized user/human centered design in your service delivery?

The Department worked with the Office of Civic Innovation (OCI) on developing the Department's Strategic Plan in 2017 through the Civic Bridge program. Civic Bridge recruits private sector professionals to volunteer their time to work alongside government employees on critical City issues. Pro-bono, private-sector support can increase the City's capacity to identify and analyze pain points, provide agile and iterative solutions, as well as increase interest in cross-sector collaborations.

Prior to impacts of the COVID-19 pandemic, the SFPD worked with OCI to determine if Peace Corps Volunteers would be a good place to find candidates for sworn vacancies. The SFPD Recruitment Unit reserved advertisement placement and a feature article in the WorldView magazine, which supports the NPCA (National Peace Corps Association) and the greater Peace Corps community, and also placed job postings to three job boards:

- Return Peace Corps Volunteers Career Link
- National Peace Corps Association Job Board
- AmeriCorps Alums Job Board

In 2021, the SFPD continued its collaboration with OCI and have been partnered with Accenture for its planned Strategic Plan 2.0 update.

4. How can San Francisco residents participate actively in supporting your department's work?

Residents can participate in our Community Police Advisory Boards (CPAB), which are composed of community volunteers who live and/or work in a specific geographical police district. A CPAB member's role is to advise the district station Captain about public safety, crime and quality of life issues that affect their community. CPAB members play a vital role in communication and problem-solving efforts undertaken by district stations. CPABs meet on a monthly basis with station Captains.

Residents may also sign up to participate in policy community working groups. These are groups of no more than 11 people, preferably community members who do not work for SFPD partner agencies. They are tasked with reviewing and contributing to Department policy updates. Working group members may be asked to present to the Police Commission at time of policy adoption. Residents may submit their interest in participating by emailing SFPDChief@sfgov.org.

Residents may also remotely attend Police Commission meetings or call in during public comment.

5. How are you being more transparent in 2021-2022 with data that you share publicly that will help residents understand your goals and impact?

SFPD has a robust new website that allows us to post many data sets, reports, etc. One desired goal is to get many of the data sets that are included in the Quarterly Analytical and Data Report (formerly 96A) into an interactive dashboard on our website such that the Department analytical team can turn to more sophisticated, proactive analysis that will use these data to understand issue such as root causes of disparity and linkages of use of force with other circumstances in an incident. However, currently, the teams are only staffed to respond to public records requests, board of supervisors and mayoral requests/inquiries, and adhering to mandated reporting. SFPD needs the personnel resources to do all of these things.

Respectfully submitted,

**WILLIAM SCOTT**
Chief of Police

cc: Police Commission