

Recommendation 40.4

TK

Tanya Koshy [REDACTED]
Wed 3/10/2021 5:04 PM

To:

- McGuire, Catherine (POL);
- Scott, William (POL);
- Debra Kirby [REDACTED]

+8 others

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Dear Acting Captain Altorfer:

Our office has completed its review of the materials related to Recommendation 40.4 that have been submitted to us as part of the collaborative reform process. After reviewing the package and information provided by the Department, the California Department of Justice finds as follows:

Recommendation 40.4: The SFPD should evaluate whether implementation of foot patrol and bicycle patrol would bridge the trust gap and effectively solve crime problems in San Francisco's communities.

Response to Recommendation 40.4:

As required under San Francisco Administrative Code 2A.86(a), SFPD must complete a comprehensive review of district station boundaries and make adjustments every ten years. The last ten-year cycle and redistricting was completed on July 19, 2015. This comprehensive review included a review of foot beat patrols, as is required by the Administrative Code. For this review, the SFPD worked in conjunction with the Controller's Office to provide relevant data for the Police Commission to consider before deciding upon district boundaries. The Controller's Office produced the first document for the re-alignment project on August 19, 2013, which included criteria such as calls for service, incident reports, citations, and response times.

Between ten-year cycles, SFPD can reallocate foot beat officers based on crime trends, complaints, district events, or citywide events. For example, in 2017, SFPD targeted certain areas with high property crime and violent crime with double the number of uniformed foot beat officers, as noted in SFPD News Release 17-131, "The San Francisco Police Department Announces Enhanced Foot Beat Deployment Strategies." SFPD attributed its increase in foot beat patrols to higher rates of auto-burglaries, as reflected in COMPSTAT documents. SFPD has also continued to study the efficacy of its changes to foot beat patrols. On December 5, 2018, the California Policy Lab issued a report on SFPD foot patrols that found that the increase of

almost 70 foot patrol officers in 2017, described above, resulted in a significant reduction in larceny (16.9% drop) and assaults (19.1% drop).

To assess whether foot and bicycle patrol would bridge the trust gap in the community, SFPD conducted a survey in December 2020. The survey asked several questions, including "Have you interacted with San Francisco Police Department Foot and Bike Patrol Officers?" and "Does the deployment of Foot and Bike Patrol Officers enhance safety of the area?" SFPD advertised the survey through various social media outlets, including Twitter and Next Door. SFPD got 47 responses to this survey. Based on the results of the survey, SFPD concluded that most people do not see foot or bicycle patrol officers very often, but that people felt like they deterred crime, that they liked having foot beat officers in their neighborhoods, and that beat officers made them feel safer. Though not required for substantial compliance, the California Department of Justice recommends that SFPD periodically reissue this survey and supplement the survey by asking members of the public and community organizations directly about their experiences with foot and bicycle officers. The California Department of Justice also recommends that SFPD consider other means of increasing the number of survey responses, such as publicizing the survey during the Chief's Report during the Police Commission meetings.

Based upon all of the above, the Department of Justice finds that SFPD is in substantial compliance with this recommendation. Please let us know if you have any questions or would like to discuss these further.

Please let us know if you have any questions or would like to discuss this further. Thank you.

Tanya

Tanya S. Koshy
Deputy Attorney General
Civil Rights Enforcement Section
California Department of Justice
1515 Clay Street, Suite 2100
Oakland, CA 94612





Collaborative Reform Completion Memorandum

Finding # 40.4: The SFPD does not formalize community engagement in support of community policing practices.

Recommendation # 40.4 The SFPD should evaluate whether implementation of foot patrol and bicycle patrol would bridge the trust gap and effectively solve crime problems in San Francisco's communities.

Response Date: 01/14/2021

Executive Summary:

In recent years, in direct response to CRI Recommendations, the SFPD analyzed the effectiveness and importance of foot beat patrol, and made efforts to boost staffing of foot beats, and re-prioritized to maintain minimum staffing of foot beats. A Foot and Bike Patrol survey was launched on the department's website to gauge the question posed by this recommendation: Do foot beats help bridge the trust gap in the community?

Foot patrol is one of the primary tenets of community policing, due to accessibility to uniformed officers and the potential for interaction between members of the community and police officers. These interactions often lead to the sharing of valuable information such as crime reports, suspicious activity, crime prevention information and resource referral as well as the establishment of relationships based on faith and trust in law enforcement. The visibility and accessibility of foot patrol officers is of great value to assuring community members of the presence of police officers in their neighborhoods. The regular staffing of foot patrols at the District Stations is a part of the Department's commitment to community policing. Foot patrols have traditionally allowed for direct contact with a neighborhood's residents and have been demonstrated to help lessen crime and disorder in the community through increased police visibility and greater public confidence. The regular deployment of foot beat officers gives assurance to the residents of an area and helps reduce residents' fear of crime in their neighborhood. The Department is committed to providing consistent foot patrols in all districts of San Francisco whenever resources allow for their allocation.

See Attachment #1 Field Operations Unit Order No. 06-02

Compliance Measures:

1) Evaluate implementation of foot patrol and bicycle patrol

During completion of CRI Recommendation 40.3, evidence was compiled in the role and realignment of the beat, which is done in part by extensive analysis of crime statistics, which in turn can change police station district boundaries.



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The Department is mandated by San Francisco Administrative Code 2A.86 (See Attachment 2) Boundaries of Police Department District Stations to complete a review, no less than once every ten years, that is a comprehensive review of district station boundaries and made adjustments as appropriate. Administrative Code 2A.86(b)(8) stipulates the following factor: Anticipated needs for police resources, including but not limited to adequate staffing for (i) foot beats and community policing efforts, (ii) areas experiencing or at-risk for higher-than average crime, and (iii) areas with a special need for policing services due to lower-than average arrest and conviction rates.

1. SFPD internal Memorandum (See Attachment 3 San Francisco Police Department Memorandum), Subject: Controllers Project for District Boundary Re-alignment. On page 2 of this memorandum it identifies Redistricting criteria that will be analyzed to create data-driven boundary recommendations. Item #8 is SFPD Workload: Calls for Service/Officer Initiated Activities, Incident Reports, Events (Example Fairs), Collisions (vehicle, pedestrians, bicycle), Citations, and Response Times. Review of specific measurements of work load. Data compiled for calls of service which included violent crimes and property crimes. Priority A through C calls (A being highest) were analyzed by district, city wide, density, average call per officer, time spent on each call, and response times. Events are not captured in calls for service.
2. Police Commission Presentation (See Attachment 4 District Station Boundary Analysis), Subject, SFPD District Station Boundary Analysis. On page 2 of the presentation it references a data driven approach. "The San Francisco Police Department and Controller's Office issued an RFP in 2013 to analyze the police district boundary lines. The project required a data driven approach to developing potential line changes as a collaborative effort between the vendor and the City". On page 7 of the presentation it gives an overview of the analysis process and where the data was collected from.
3. On page 8 it refers to the collection of data by the City and SFPD to include Neighborhood Districts.

CAD (2008-2013)
 Public Housing
 CABLE (2008-2013 - 20% sample)
 Satellite Maps
 Human Resource Management System
 Schools
 SFPD Internal Databases
 Senior Centers (events, homicides, shootings)
 Senior Density
 Alcohol Outlets
 SROs

Daily Ridership Density on Public Transit
 Supervisorial Districts
 Employment Density Topographic Maps
 Civic Events
 Universities/Colleges Healthcare Facilities
 Violent Crimes
 Homeless Shelters
 Youth Density
 Household Income- Higher than Average
 Household Income - Poverty Level
 TransBASE
 U.S. Census 2010
 Neighborhood Districts
 Parks



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Pedestrian Density
Pedestrian High Injury Locations

Population Density
Population Density - non-white

4. District Station Boundary Analysis Report (**See Attachment #5**), Page 10 shows a period of public comment/feedback was open from December 2014 through March 2015. This report also contains the raw data used to consider the role and realignment of patrol beats.

Complete Report LINK: [District Station Boundary Analysis Report \(sfcontroller.org\)](http://sfcontroller.org)

SFPD has maintained implementation of foot and bicycle deployment strategy for many years.

Outlined in Field Operations Bureau "Dedicated Foot Patrol Assignment", the department codified minimum staffing in 2006, requiring each station to staff at least two patrol sectors. SFPD has implemented foot patrols for decades, but the policy and procedure was created in 2006 and evolved since.

"Commanding officers shall make every reasonable effort to ensure that foot beats are staffed in their districts, on day and evening watches, in accordance with demonstrated needs and availability of personnel. Commanding Officers shall select the area to be covered by foot patrol officers, consistent with their assessment of the most critical and immediate need for a physical police presence; on a given beat, to address crimes and prevent criminal activity."

The following factors should be considered whenever assignments are made to foot patrol beat:

- Officer safety
- Availability of personnel
- Community issues / concerns
- Incidence of crime
- Impact on response times
- Presence of schools, recreation centers and commercial/retail establishments and services.
- Areas of high population density
- Areas of high pedestrian travel
- Public transit vehicle stops, routes, and stations; e.g. Muni, BART
- Data from Crime MAPS
- Police incident reports
- Calls for service, and
- The community policing goals of the Department.

See Attachment #1 Field Operations Unit Order No. 06-02



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- 2) Evidence, that includes a community outreach component, that department considered whether foot and bicycle patrol will bridge the trust gap in the community.**

Surveys-

On 12/02/2020, the SFPD IT team launched the Foot and Bike Patrol Survey on it's web page utilizing the "SurveyMonkey" tool, aiming to gauge public opinions.

Questions were as follows:

1. Have you interacted with San Francisco Police Department Foot and Bike Patrol Officers?
2. Which San Francisco Police District did you encounter the Foot and Bike Patrol Officers?
3. How often did you see the Foot and Bike Patrol Officers?
4. Would you like to see increase in staffing of Foot and Bike Patrol Officers?
5. Do you believe an increase in Foot and Bike Patrol Officers would enhance safety and deter crime in the area?
6. Based on your experience with Foot and Bike Patrol Officers, has your trust increased in the Police Department?
7. My trust in the San Francisco Police Department increases when I see Foot and Bike Patrol Officers more frequently.
8. Does the deployment of Foot and Bike Patrol Officers enhance safety of the area?
9. Foot and Bike Patrol Officers increase my trust in the San Francisco Police Department because (check all that apply)

- They make officers more accessible to me
- Their presence deters crime
- They are in my neighborhood for longer periods of time
- I see the same Officers on a regular basis
- The Officers are very familiar with my neighborhood
- I know my Foot and Bike Patrol Officers by first name
- Seeing officers assigned to my neighborhood shows the SFPD is committed to public safety
- I felt a closer bond with the Police
- They make me feel safer
- I like having Foot Beat Officers in my neighborhood



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10. Please explain in your own words how the deployment of Foot and Bike Patrol Officers in San Francisco have positively impacted your relationship with the Police Department?

11. Please tell us how the deployment of Foot and Bike Patrol Officers can be utilized to better serve our diverse communities in San Francisco.

LINK- [Community Surveys | San Francisco Police Department](#)

ADVERTISING-

SFPD used social media outlets to advertise and solicit responses from the community (Chief's Twitter, SFPD Twitter, Next Door):



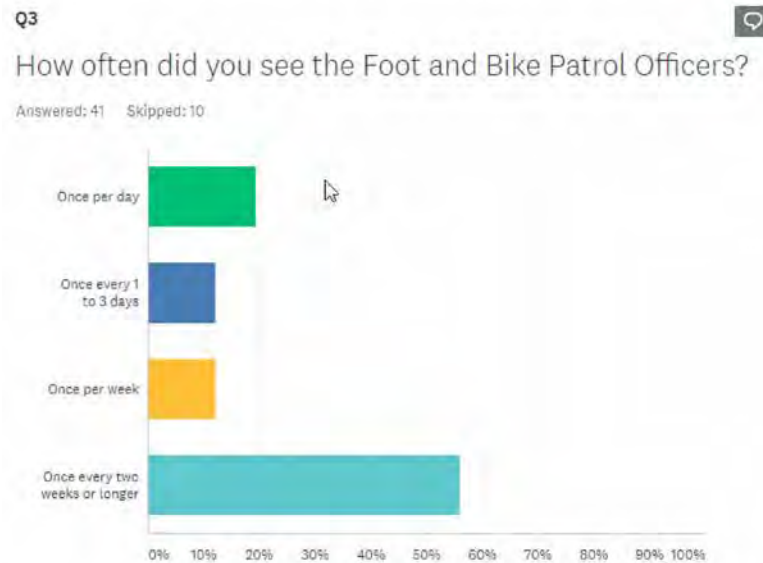


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SURVEY RESULTS-

Survey Results are publicly available on the main community policing survey page at the bottom.

For this recommendation, certain responses should be focused on: How often does the public actually see foot patrol officers? Would you like to see increase in staffing of Foot and Bike Patrol Officers? Based on your experience with Foot and Bike Patrol Officers, has your trust increased in the Police Department? Does a person’s trust with police increase with more police presence on foot? And the benefits of foot beats that could lead to more public trust.





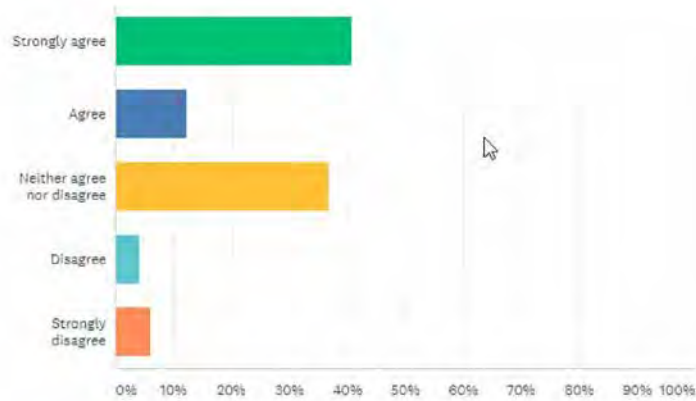
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Q6



Based on your experience with Foot and Bike Patrol Officers, has your trust increased in the Police Department?

Answered: 49 Skipped: 2

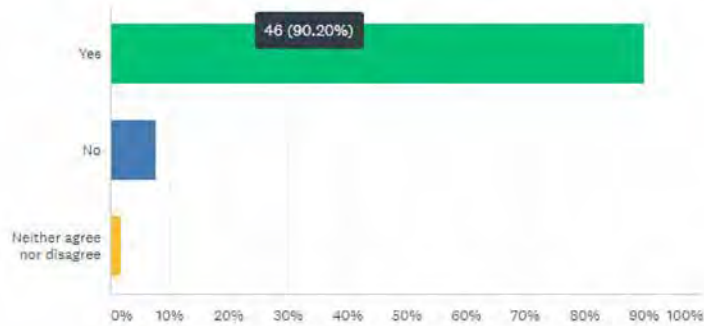


Q4



Would you like to see increase in staffing of Foot and Bike Patrol Officers?

Answered: 51 Skipped: 0





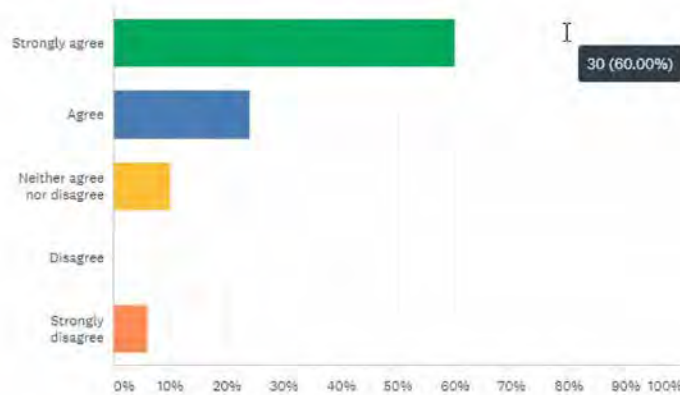
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Q7



My trust in the San Francisco Police Department increases when I see Foot and Bike Patrol Officers more frequently.

Answered: 50 Skipped: 1



Q9



Foot and Bike Patrol Officers increase my trust in the San Francisco Police Department because (check all that apply)

ANSWER CHOICES	RESPONSES
They make officers more accessible to me	57.45% 27
Their presence deters crime	82.98% 39
They are in my neighborhood for longer periods of time	48.94% 23
I see the same Officers on a regular basis	44.68% 21
The Officers are very familiar with my neighborhood	55.32% 26
I know my Foot and Bike Patrol Officers by first name	10.64% 5
Seeing officers assigned to my neighborhood shows the SFPD is committed to public safety	72.34% 34
I felt a closer bond with the Police	40.43% 19
They make me feel safer	68.09% 32
I like having Foot Beat Officers in my neighborhood	78.72% 37
Total Respondents: 47	



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Most people responded that they saw officers on foot/bike infrequently: every two weeks or longer.

Based on experiences with Foot or Bike Patrol Officers, 52 percent Agreed or Strongly Agreed that their trust with police increased, 36 percent neither agreed or disagreed, and around 10 percent disagreed or strongly disagreed.

Public Trust in the SFPD when respondents see foot/bike patrols more frequently: 84% agreed or strongly agreed, 10% neither agreed or disagreed, and 6% strongly disagreed.

As of submission of this recommendation, the foot beat bike patrol survey has been active for about a month. Despite attempts for participation through social media advertising, results are thus far limited but do show consistency and some trends.

It appears that respondents thus far do not see foot and bike patrols very often but overwhelmingly want to see more officers. In the majority, respondents answered that their trust of police would increase with more presence of foot and bike patrols.

In question 9- respondents appeared to select most of the available answers as to why foot and bike patrols would increase their trust in SFPD i.e.- accessibility, deterrence of crime, familiarity with neighborhood, the department as a whole committing to public safety, and they make me feel safer.

Community Engagement Division intends to keep the foot and bike patrol on the Community Surveys page foreseeable future, to await more results, but to also be able to utilize the survey as a tool for community engagement experiences that the public has with foot beats.

Videos-

To highlight some of the departments foot beats and the relationships that they are fostering, the department's media relations unit created some video pieces featuring Tenderloin Station foot beat officers and Taraval Station Officer.

[A Day in the Life of a Foot Beat Officer on Vimeo](#)





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[SFPD Taraval Station Footbeat on Patrol on Vimeo](#)



3) Evidence that the department considered whether foot and bicycle patrol will solve crime effectively.

In response to a redeployment of resources to increase foot beat presence in 2017, the research group California Policy Lab published their findings in 2018:

Executive Summary

We evaluate the effect on reported daily criminal incidents of a sizable reallocation of police officers from plain clothes special-task force assignments to uniformed foot patrol. On September 1st, 2017, the San Francisco Police Department (SFPD) re-assigned 69 officers (roughly 3.5 percent of sworn officers in the department) to various foot patrol assignments across the city's ten police districts. We use microlevel data on criminal incidents to generate daily counts of crime by broad category for the ten most frequently reported offenses (accounting for over 90 percent of incidents reported to the police) for the 120-day period surrounding the September 1st policy change. We conduct an event study analysis to test for a discrete change in the daily level of criminal incidents coinciding in time with the reallocation of police officers. We document discrete and statistically significant declines in the daily number of larceny thefts and assaults reported to the police coinciding with the increase in the number of officers assigned to foot beats. We show that the observed declines are not evident for comparable time periods in earlier years. The decline in larceny theft is geographically broad-based across police districts within the city while the decline in assaults is concentrated in a few districts. We do not observe larger crime declines (either in absolute terms or proportional to pre-change crime levels) in districts that experienced greater increases in foot-beat assignments.



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The more visible presence of uniformed police appears to have substantially reduced thefts and assaults in the two months following a recent police redeployment, according to new research released today by the California Policy Lab and researchers at UC Berkeley. In September 2017, the San Francisco Police redeployed almost 70 officers from mostly "plainclothes" assignments to more visible uniformed foot patrols. The change was made in response to a rise in theft, especially car break-ins, throughout the city. Because of the immediate nature of the redeployment, researchers at the California Policy Lab and UC Berkeley were able to estimate the impact of the redeployment by comparing the periods two months before and after the change. They found that the redeployment seems to have caused significant declines in theft and assault throughout the city and especially in certain neighborhoods.

Policy Lab Results Summarized:

"The study suggests that a greater visible police presence helped reduce certain crimes in San Francisco in the two months following redeployment," said Evan White, Executive Director of the California Policy Lab. "These improvements in public safety are distinct from trends in prior years, and suggest the Police's redeployment made a difference."

The California Policy Lab study specifically found:

- Larceny thefts citywide declined by 22 incidents per day, or 17 percent
- Assaults citywide declined by 8 incidents per day, or 19 percent
- The greatest reductions in larceny theft were in the Ingleside, Mission, Northern, and Richmond police districts
- The greatest reductions in assault were in the Bayview, Central, and Mission police districts

"Our foot patrol strategy is based upon deterrence and engagement with the community and would-be criminals," said San Francisco Police Chief William Scott. "The data from this study supports our approach and shows that the greater number of visible, uniformed officers we are able to bring to our public spaces, the greater the benefit to public safety."

See Attachment #6 California Policy Lab Press Release
[CPL Press Release re SFPD footbeats - 12 4 18 draft v3 \(capolicylab.org\)](#)

See Attachment #7 Complete California Policy Lab Study

[Footbeats - Lievano and Raphael - 12 4 18 - formatted v2 \(capolicylab.org\)](#)

San Francisco Police Department's media relations unit issued News Release 17-131 titled "The San Francisco Police Department Announces Enhanced Foot Beat Deployment Strategies" (**See Attachment 8**) aimed at doubling the number of uniformed foot beat officers to help prevent property and violent crimes. "This strategy was developed to provide a more robust approach to identifying criminal activity and supporting the district station captains and investigators with timely and accurate, data-driven information".



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In 2018 the media relations unit issued News Release 18-156 titled "New Report Highlights Effectiveness of SFPD Foot Patrols" (See Attachment 9)

"The study suggests that a greater visible police presence helped reduce thefts and assaults in San Francisco in the two months following redeployment," said Evan White, Executive Director of the California Policy Lab. "These improvements in public safety are distinct from trends in prior years, and suggest the Police's redeployment made a difference."

Attachment 9: San Francisco Police Department Media Relations Unit News Release 18-156

4) Evidence of the decision and the resulting action, as applicable

Since the large analysis takes place on a 10-year cycle the Department has the ability to reallocate/redistribute foot beat officers between cycles based on crime trends, complaints, district events (planned and unplanned), or citywide events, etc.

SFPD Assistant Chief Redmond issued a mandate requiring designated foot beats to be staffed daily at certain levels. On 5/20/2020 SFPD Lieutenant Wilhelm interviewed Assistant Chief Redmond by phone and memorialized her conversation in an email (See Attachment 10). Lieutenant Wilhelm writes "Leading up to 2017, the Department was utilizing enforcement tactics such as the Patrol Bureau Task Force to target crimes occurring in "hot spot" areas. The Task force would conduct enforcement operations, track criminals, execute search warrants, etc. However, the data was showing an increase in certain crimes like auto boosts which saw a double digit increase over the measured period.

Conversely, the Department saw more success (a decrease in crime) in "hot spot" areas when there was a visible uniformed presence. Hence the decision to redeploy uniformed officers to specific areas.

The San Francisco Police Department has an annual sign up to change staffing shifts every March and September. Assistant Chief Redmond provided SFPD Memorandums (See Attachment 11) depicting a September 2017 Sign Up for mandatory beats for each district station. Each memorandum notes the minimum staffing for that shift sign-up assignment period, and responses from each station about personnel that will staff the positions.

For example, the 2017 September Sign Up Memorandum for Central Station mandatory beats states: Fisherman's Wharf- 6 Officers North Beach- 2 Officers Chinatown- 4 Officers Plus additional 4 Housing Officers (Total 8 assigned to Chinatown) Union Square-8 Officers Embarcadero- 2 Officers Southern Station Mandatory Beat Staffing: Street Beat- 4 Officers 9th St Beat- 4 Officers Mission Street 3rd St. through 6th St.- 4 Officers



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Three emails from local District Stations Captains are provided (**See Attachment 12**): The Captain at Northern Station states "the use of foot beat patrol officers in the Northern Police District is a critically important harm reduction, problem-solving and enforcement tool in the policing of the community. Community expectations and crime trend patterns often dictate what areas are staffed and have dictated which areas are assigned a full-time foot beat versus those areas that are occasionally staffed". Northern station has nine full time beat officers which cover the nine beats. Another seven officers staff three beats depending on patrol needs.

The Captain at Ingleside Station factors the staffing by the needs of the community and businesses, criminal activity, volume of people and traffic, commercial density, and requests by the community. Ingleside station staffs five-foot beat officers to different locations depending on the needs of the community and businesses.

The Captain at Mission Station staffs the district with three major beats and the beats are staffed by where there is most foot traffic or to meet the community's needs. Mission Station has sixteen-foot beat officers that patrol three major beats of the district.

In summary the San Francisco Police Department district station captains allocates and reallocates their foot patrols to the needs of the community, the needs of business owners, and volume of criminal activity in a certain area. As mentioned above in the media relations press releases, the Chief reallocated officers and sergeants to foot beats. This was done during a time that auto burglaries were on the rise. The district station captains were given the extra staffing to mitigate the rise in auto burglaries. Mentioned above in the Crime Lab study the crime rates were brought down with the reallocation of officers to foot beats. As a whole, the San Francisco Police Department analyzes its district boundaries every ten years using statistics, community input, and the resources that the department has to allocate.

Current 2020 staffing numbers examples-

Attached are the most updated District Station Staffing Deployment Matrixes. Patrol members assigned to foot beat assignments are highlighted. Each Station has various foot beat assignments as follows for deployment and are opposite schedules for 7 day coverage-

Central Station- 1 Sergeant, 14 Patrol Officers: Fisherman's Wharf/Pier 39 Beat, North Beach, Union Square, China Town.

Southern Station- 1 Sergeant, 5 Patrol Officers: 6th Street, 8th Street Foot Beats

Bayview Station- 6 Patrol Officers- 3rd Street, San Bruno Ave. Foot Beat

Mission Station-14 Patrol Officers- Castro Street, Mission Street Foot Beats

Northern Station- 7 Patrol Officers- Polk Street- Upper/Lower, Union Street, Chestnut Street

Park Station- 7 Patrol Officers- Haight Street Foot Beat

Richmond Station- 5 Patrol Officers Clement or Geary Street Foot Beats



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Ingleside Station- 2 Patrol Officers- Cortland/Mission Street Foot Beats

Taraval Station- 6 Patrol Officers- Ocean Avenue Foot Beats

Tenderloin Station- 1 Patrol Lieutenant, 3 Sergeants, 24 Patrol Officers- various fixed post locations

Attachment 13: Current District Station Staffing Deployments as of 12/21/2020

SFPD Community Ambassador Program-

SFPD Community Ambassadors are civilian retired sworn members who serve to supplement foot beat patrol presence in business and commercial corridors. The program aims to bridge the gap between SFPD and the community through partnerships with the Community Benefit and Business Improvement Districts to provide increased visibility to reduce crime.

NBC VIDEO LINK:

[Community Ambassadors Help Stores, Shoppers in SF's Union Square – NBC Bay Area](#)



SFPD Community Ambassadors are experienced, retired SFPD officers now serving as non-sworn civilians. SFPD Community Ambassadors utilize their experience with modern training to interface with the community and address issues and concerns. Currently, 10 SFPD Community Ambassadors staff the Union Square during business hours and work in partnerships of two or groups of four at a time. (More details regarding program specifics: **Attachment 14: Police Commission Powerpoint Presentation: SFPD Community Ambassador Program**)

(The SFPD Community Ambassador Program is differentiated from the "Recruitment Community Ambassador Program" which is a civilian group that works with the Recruitment Unit, aimed at expanding community partnerships, relationships, and outreach. This program identifies external partnerships and trains/develops community leaders and stakeholders to aid in recruitment of the most suitable police officer candidates)