Recommendation 47.1



To:

- Gabriel Martinez
- McGuire, Catherine (POL);
- Scott, William (POL)

+8 others

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Dear Acting Captain Altorfer:

Our office has completed its review of the materials related to Recommendation 47.1 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:

<u>Recommendation 47.1</u>: The SFPD should develop and implement a community policing practices review and development process within 90 days of the issuance of this report so SFPD units can collaborate regarding community policing efforts.

Response to Recommendation 47.1:

Since 2017, SFPD has conducted two separate surveys (one in 2017 and the other in 2020) to assess the community's perception of SFPD's service to the community. The 2020 survey is posted on SFPD's website in a section entitled "Community Surveys" and community members can still take this survey. SFPD's Executive Sponsor Working Group on Bias (Bias Working Group), which has been tasked with developing a strategic plan on bias and revising SFPD's policies related to bias, developed the 2020 survey questions. To advertise the 2020 survey, district station captains advertised it in their newsletters, community meetings, and SFPD's social media (including Twitter). One month after this advertising campaign, the Commander for the Community Engagement Division (CED) asked district station captains to send direct emails to community members on their mailing lists to encourage survey participation.

After receiving 86 responses, the Bias Working Group reviewed the results, though it acknowledged the survey results were not comprehensive. At the time that SFPD prepared this package, 83.67% of survey participants had never experienced biased policing in San Francisco.

As of the date of this email, SFPD has received roughly 198 responses and 74.09% of survey participants had never experienced biased policing in San Francisco. As part of the survey, SFPD asked survey participants to rank the tools or methods to decrease bias in order of importance. These tools or methods include training, hiring/recruitment, and data collection and analysis. Survey respondents overwhelmingly listed training as the most important. SFPD notes that its Bias strategic plan, drafted by the Bias Working Group, provides recommendations for the Department on each of the tools or methods listed in the survey.

The CED is working with the Media Relations Unit to coordinate quarterly social media and other advertising campaigns to garner responses to this survey, among others. This suffices as ongoing use of surveys to measure fair and impartial policing.

Based upon all of the above, the Department of Justice finds that SFPD is in substantial compliance with this recommendation. While SFPD is substantially compliant with this recommendation, the California Department of Justice has previously recommended that the survey be modified.

As a threshold matter, the California Department of Justice commends SFPD for working with the Bias Working Group to design this survey and believes that the survey questions are a good starting point. It is the California Department of Justice's understanding that the Bias Working Group designed the questions with the perspective that SFPD would refine them at a later point. Given this, the California Department of Justice recommends that the SFPD revisit these survey questions and identify more specific questions that will better help it measure the fair and impartial treatment of community members. SFPD could refine the questions through the Bias Working Group or it could first work with other entities or stakeholders, like an academic researcher or the Department of Police Accountability, to develop new survey questions and then ask the Bias Working Group's feedback and edits to those questions.

Regardless of how the SFPD revises these questions, the Department of Justice recommends that the survey questions seek information about respondents' experiences with specific forms of biased policing, if any. For example, rather than asking the survey participant if they have "personally experienced biased policing in San Francisco," the survey could ask participants something more direct, such as "Do you believe that SFPD officers have discriminated against you because of [insert identity group, such as race, gender identity, or religion]?" The survey could also provide survey participants an opportunity to describe their experiences in a narrative field and provide a link to the process for filing a civilian complaint, as the California Department of Justice has previously recommended.

Finally, the California Department of Justice recommends that SFPD reconsider asking questions about the survey participants' awareness of various SFPD policies and practices related to bias. (For example, there is a question that states: "Did you know that the SFPD has convened a public stakeholder working group to develop a strategy to minimize bias across all dimensions of its work and to update its policies on investigative detentions, bias-free policing, and discrimination, retaliation, and harassment?") While these types of questions may be helpful in giving SFPD some context as to the survey participant's perspective on SFPD and whether the SFPD has effectively communicated

their work on bias, these questions are not designed to aid the Department in measuring whether officers are providing fair and impartial treatment. Instead, SFPD could preface these types of questions by providing survey participants the specific reasons why SFPD is asking these questions.

Finally, the California Department of Justice recommends that SFPD evaluate survey responses not just in the aggregate but also evaluate responses within specific City districts as well as among people within certain identity groups (such as evaluating survey responses of all people who identify as transgender). These types of evaluations will better help the Department identify any gaps in its services.

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

Tanya

Tanya S. Koshy (she/her)
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Finding # 47	The SFPD does not consistently seek out feedback or engage in ongoing communication with the community relative to its policing practices and how the community perceives its services.		
Recommendation # 47.1	The department should conduct periodic surveys to measure whether the SFPD is providing fair and impartial treatment to all residents and to identify gaps in service (see recommendation 46.5).		

Recommendation Status	Complete	Partially Complete	In Progress
	Not Started	No Assessment	

Summary

The SFPD has engaged in ongoing improvements for community engagement and bias. This work continues. Specific to this recommendation, we see the work to date as early as it reflects essentially two surveys and the overall work of the department in growing its internal focus and strategies on community policing and inclusion. Ideally, this recommendation and the surveys it recommends become part of an open, ongoing process that supports the continued improvement of the SFPD in reaching out to its constituency and seeking input regarding police services and the community's perception of those services.

Compliance Measure #1 – the department provides sufficient evidence of ongoing surveys regarding policing practices and the potential bias. There are three surveys on the "community survey" link for the SFPD's website. In 2017, the department relied upon an initial survey to inform the initial Executive Working group on Bias. In 2020, the survey was refocused. In 2017, it appears approximately 80 respondents were consistently engaged in the survey. The more recent one on the web has approximately 170 participants who seem to have been actively engaged. The update and availability of the survey helps the SFPD establish compliance with this compliance measure. For this recommendation, going forward, the department should consider better advertising and support for the community to access and take the survey – ideally through the community meetings at the district levels to help problem solve on issues raised.

Compliance Measure #2 – the department provides analysis of the survey pool to date to demonstrate there is an overall positive view of the SFPD being fair and impartial. While the direct answers provides analysis used by the department to review the perception of bias, it is a limited pool of respondents. As noted above, publicizing the survey and providing for refined data collection around question #25 would help the department maintain an ongoing measurement of the responses and trends over time – this analysis is not present in the package. Did community perception of bias improve since 2017? Even tracking yearly with connectivity to outreach programs would be beneficial in informing the department of whether they are doing well. This would help the department assess how it is engaging with the community. Within the parameter of this compliance measure the SFPD is compliant, however, the comments preceding this sentence provide valuable insight as to ongoing improvement in obtaining the type of information and outcome originally sought in this recommendation.

Compliance Measure #3 – the department has identified what it calls as recommendations in its review of the open narrative supplied by survey respondents. These appear to be rational and related to the survey areas. However, as evidence of the review it references attachment #4 which is a tabulation of the answers to the survey questions. This is a start to a robust, ongoing review process of the actions of the SFPD, as discussed in the executive summary in support of this recommendation. However, future work and analysis should look to the range of responses by district, demographic data and the trend in time for responses to better inform the ongoing work of the department on its strategic plans. Survey data is an easy way to capture and measure engagement over time – it is not perfect, but it is one source of communication with the population serviced by the SFPD.

Finally, the CRI technical assistance discussion on the surveys identified that the department should work to better publicize the surveys. This action was not incorporated in the materials submitted for review. The limited number of survey respondents limits the overall value of the data and the department would benefit from making these easier to access and ensure they are communicated more fully to residents, particularly at local district and community policing events.

Compliance Measures		Status/Measure Met		
1	Evidence of ongoing community surveys.	√ Yes	□ No	□ N/A
2	Evidence of survey result evaluation to determine if department provides fair and impartial treatment.	√ Yes	□ No	□ N/A
3	Evidence of survey result evaluation to identify gaps in service.	√ Yes	□ No	□ N/A

Administrative Issues

Compliance ssues

The CRI technical assistance discussion on the surveys identified that the department should work to better publicize the surveys. This action was not incorporated in the package. The limited number of survey respondents limits the overall value of the data and the department would benefit from making these easier to access and ensure they are communicated more fully to residents, particularly at local district and community policing events.



<u>Finding # 47:</u> The SFPD does not consistently seek out feedback or engage in ongoing communication with the community relative to its policing practices and how the community perceives its services.

Recommendation # 47.1 The department should conduct periodic surveys to measure whether the SFPD is providing fair and impartial treatment to all residents and to identify gaps in service (see recommendation 46.5).

Response Date: 04/14/2021

Executive Summary:

A guiding principle of the San Francisco Police Department is its commitment to treating all people with dignity, fairness, and respect. It is crucial for members to carry out their duties in a manner free from bias and eliminate any perception of policing that appears biased. DGO 5.17 outlines the policy for bias-free policing. A fundamental right guaranteed by the Constitution of the United States is equal protection under the law. Along with this right is the fundamental right to be free from unreasonable searches and seizures by government agents as guaranteed by the Fourth Amendment. Department members are charged with protecting these rights for all people, regardless of race, color, ethnicity, national origin, age, religion, gender identity or expression, sexual orientation, mental or physical disability, or socioeconomic status. Police action that is biased is illegal and violates these rights. Biased policing is unsafe, unjust, and ineffective. It also alienates the public, fosters distrust of police, and undermines legitimate law enforcement efforts.

Attachment #1 DGO 5.17 Bias Free Policing Policy

It is the goal of the SFPD to achieve open dialogue and discussion so understanding, input, praise, criticism, improvement, and change may be reached with regards to community policing practices and policing strategies. To accomplish this goal, data from community must be collected. The Department is utilizing a web-based survey on the San Francisco Police Department's website to collect feedback from the community, to determine whether the SFPD is providing fair and impartial treatment to all residents and to identify any gaps in service.

Compliance Measures:

1) Evidence of ongoing community surveys

In 2017, The SFPD Bias Executive Sponsor Working group conducted surveys for community feedback to measure Bias and suggestions for the department to move forward. The purpose of the survey was to collect data that could be utilized by the Bias ESWG towards the development of the SFPD Bias Strategic Plan, which is still in progress.

In September 2020, the Department launched a new survey webpage on the Department webpage. This provides the Department the tool to conduct community surveys on an ongoing and periodic basis, to seek out feedback and engage in ongoing communication with the community. Through surveying the community, the Department can identify any gaps in service and gain knowledge on how the community perceives SFPD service of the community. Attachment #2 ESWG Bias Survey Results



The Survey webpage currently has an ongoing Implict Bias Survey to measure progress in the Department's commitment to impartial policing and procedural justice. The survey data will be provided to the Bias ESWG additional data points to identify gaps in service for the Bias Strategic plan.

Many of the questions provided a useful template in creation of the updated implicit Bias ongoing surveys that were published on the SFPD website at <u>Community Surveys</u> | <u>San Francisco</u> <u>Police Department</u>

Community Engagement Division (CED) utilized help from Information Technology to create survey links on SFPD department website, as well as real time results published on the same survey page.



The current survey consists of 26 questions:

- -Have you personally experienced biased policing in San Francisco?
- -Have you personally experienced biased policing outside San Francisco?
- -Has someone you know experienced biased policing in San Francisco?
- -Has someone you know experienced biased policing outside San Francisco?
- -Have you read about biased policing in San Francisco?
- -Have you read about biased policing outside San Francisco?
- -Do you believe that policing is illegitimate and unable to be reformed?
- -Did you know that the SFPD has convened a public stakeholder working group to develop a strategy to minimize bias across all dimensions of its work and to update its policies on investigative detentions, bias-free policing, and discrimination, retaliation, and harassment?
- -Did you know the SFPD has been training officers about cultural diversity since 1965?
- -Did you know the SFPD formally apologized to the LGBTQ community for biased laws, policing and police culture?
- -What suggestions do you have for how the SFPD could work to minimize bias across all dimensions of its work?



How important do you think each tool is in decreasing blased policing?

Unawe Not Important Some Importance Very Important

Training

Outreach/Communication

Community Policing

Best Practice Research

Measure Blas

Hiring/Recruitment

Identifying and reducing the risk of bias in high discretion of crime controlled focus activities

Truth telling and

To advertise the surveys and get participation and responses from the community, District Stations advertised the surveys in their newsletters, community meetings, community police advisory boards, and SFPD social media.



After about a month of awaiting survey responses, the Commander of Community Engagement (CED) sent out an email to District Station Captains to attempt to get more participation. The Commander of Community Engagement asked stations to utilize their email mailing lists to send direct emails to community members, which CED believed could get more participation.





The San Francisco Police Department is committed to excellence in law enforcement and is dedicated to the people, traditions, and alwestly of our City. Our mission is to provide service with understanding, response with compassion, performance with Integrity and low enforcement with vision.

As pall of our angoing outreach to engage with the community and measure our success, the Department has arealed a community survey this to obtain valuable community feedback, which will assist the Department in the development of our strategies to meet the needs of the community.

The Department has developed a Foot Seat/Bixe Patriol survey to gather valuable community feedback on the effectiveness of the Foot Seat/Bixvole Patriol, as it relates to community policing and crime strategies and an implicit Bias survey to measure progress in the Department's commitment to impartial policing and procedural justice.

Please take the time to till out the Foot Beat/Bloycle and implicit Blas survey. If you have already filled out a survey, thank yout Your response will help SFPD better serve our City and continue to support our community through Safety with Respect.

SFPD Foot and Bike Patrol Survey

SFPD Implicit Bias Survey

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Evidence of survey result evaluation to determine if department provides fair and impartial treatment.

The Bias ESWG is drafting a Bias Strategic Plan. For the Strategic Plan, the Bias ESWG analyzed their survey and provided recommendations for responses.

COMMUNITY PERCEPTIONS OF POLICE

"Just like any organization, education and exposure to different communities is what changes hearts and minds." -anonymous survey respondent

Improving community perceptions of police requires a commitment to reform, responsiveness to community concerns, and communication with the public. By volunteering to implement all of the 272 recommendations contained within the DOJ COPS report, updating and creating policies to minimize incidences of biased policing, and folding bias awareness training into its curricula, the San Francisco Police Department has demonstrated a willingness to change. The department has also endeavored to respond to changing dynamics, particularly those identified as important by the public. While the incremental nature of reforms may frustrate some advocates and observers, the establishment of a public working group on bias and parallel engagements with community-based groups and advocates has shown a commitment to responsiveness.



While work remains to improve the speed with which necessary reforms are implemented, efforts to communicate the real progress made over the past several years to the public could improve. First and foremost, a comprehensive communication plan should be developed in which the Department publicizes milestones to City leaders and the public alike. Second, the Department should develop targeted outreach approaches, both online and in-person, that take into account the ways that different groups perceive the department.

To this end, the Executive Sponsor Working Group devised and disseminated a survey to gauge public awareness of various SFPD efforts to minimize bias. The survey, deployed via SurveyMonkey, received 86 responses and is roughly representative of San Francisco in terms of age groups, ethnicity, sexual orientations, and income levels. While not comprehensive, this survey provided a rough baseline that helped the group identify areas to target in improving the community's perception of police. Additional work, potentially via independent researchers, will be necessary to validate and expand upon our initial findings.

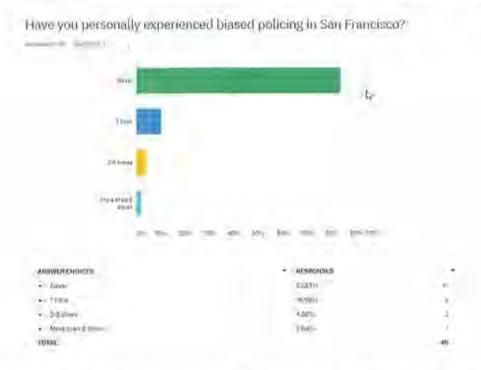
Attachment #3 Draft Bias Strategic Plan- Relevant Sections

To promote transparency, current survey results are also made publicly available on the same web page. Attachment #4 Survey Results as of 1.12.21



In the current survey, 83.67% of respondents never experienced biased policing in San Francisco, 10.20% responded 1 experience, and 2.04% (1 person) responded they experienced biased policing more than 5 times.





Similar numbers are reflected in the question "Has someone you know experienced biased policing in San Francisco?"

"Do you believe that SFPD is impartial in policing its diverse communities?"

54 % responded Yes, 22% responded No, and 24% responded I don't know.

From the Bias ESWG Strategic Plan results evaluation:

Outreach and Communication: Our survey showed that 88.16% of respondents had read about bias in the SFPD, compared to 32.47% who had personal experiences or 50% who knew someone with a personal experience. This shows that San Franciscans are more likely to form their opinions about bias within the SFPD from the media than from personal experiences. Therefore, positive outreach and communication through the media would likely have the greatest impact on the public's perception of the SFPD.

3) Evidence of survey result evaluation to identify gaps in service.

A ranked survey question asks respondents to weigh in what tools are important in decreasing biased policing:



Community members ranked the tools for decreasing bias in the following order of importance:

- 1. Training 80.56% ranked it very important with a weighted average of 4.57
- Outreach/Communication 68,06% ranked it very important with a weighted average of 4.31
- 3. Hiring/Recruitment 66.67% ranked it very important with a weighted average of 4.25
- Truth Telling and Reconciliation Work 66.67% ranked it very important with a weighted average of 4.14
- Community Policing- 60% ranked it very important with a weighted average of 3.97
- 6. Best Practice Research 49.3% ranked it very important with a weighted average of 3.79
- Measure Bias/Data Collection Analysis-51.39% ranked it very important with a weighted average of 3.78
- Identifying and Reducing the Risk of Bias in High Discretion of Crime Controlled Focus Activities - 51.39% ranked it very important with a weighted average of 3.5349

Attachment#3 Draft Bias Strategic Plan- Relevant Sections

Current survey results as follows:

	UNSURE	NOT IMPORTANT	SOME IMPORTANCE	VERY IMPORTANT	TOTAL	WEIGHTED AVERAGE
Training	2,45%	13.79% 4	\$1,0356	51,7235 15	29	191
Outreach/Communication	10,34%	13,79%	24.14%	51,72%	22	817
Community Policing	6.90% 2	20.69%	17.24% #	55,97% 76	29	121
Best Practice Research	6,90%	24,14%	24.1456	44.8398	29	307
Measure Blas	13,79%	44.83% 13	11.79%	27.59% E	29	288
Hirling/Recruitment	1.45%	20.69%	20.69%	55.1756 18	29	3.22
identifying and reducing the risk of blas in high discretion of crime controlled focus activities	12.79%	31.03% 9	24,14%	31.03%	29	272
Truth telling and reconciliation work	13.795i 4	24,1455	20.69%	41.3859	29	2.90

Generally, respondents found all categories in some degree of importance. Although in current results, measuring bias stood out as least important at 44%.

The Bias Strategic Plan, although in draft form, provides a recommendations and metrics for how to maintain and improve Biased policing and perception, through measures listed in the survey. Listed are some sections from Attachment #3 Draft Bias Strategic Plan-Relevant Sections



<u>Training for SFPD Employees:</u> The SFPD should not only continue bias training in the academy and during ongoing professional development trainings, but also educate the public about these trainings. Only 40% of the community knew that the SFPD has been training officers about cultural diversity since 1965. Ongoing cultural opportunities that enable the SFPD to learn about the ever-changing diversity of San Francisco should be increased and shared with the public.

Outreach and Communication: Our survey showed that 88.16% of respondents had read about bias in the SFPD, compared to 32.47% who had personal experiences or 50% who knew someone with a personal experience. This shows that San Franciscans are more likely to form their opinions about bias within the SFPD from the media than from personal experiences. Therefore, positive outreach and communication through the media would likely have the greatest impact on the public's perception of the SFPD.

The SFPD should work on educating the public about its diversity, its training process, types of employees (officers, cadets, patrol special, etc) and recent reforms. For example, only 47% of those surveyed knew that the SFPD has officers who speak over 300 languages. While the community is requesting more outreach and communication, comments in the survey demonstrate that education is not the same as building trust. In the words of one respondent, 'you don't just get credit because those things exist." The Community Police Academy is an important program to help members of the community to learn more about the SFPD and to build trust.

Community Policing: Survey respondents want "more visibility and outreach to the different organizations, communities and specially at risk kids." The SFPD should provide bias training for community watch groups and neighborhood patrols, increase opportunities to support students in schools and to work with communities with historical tensions with the SFPD and diversify the methods used to advertise community events like coffee with a cop. Survey respondents simultaneously expressed that they wanted the SFPD to participate in more community events and that they mistrusted the motives of publicizing or communicating the results of these events.

Recommendations.

- Build upon the success of current programs such as the Police Athletic League
- Work with local youth organizations to promote law enforcement officers as a resource rather than a source of punishment
- *Increase police outreach at community events, especially those affiliated with historically marginalized populations
- •Remain mindful of how the publicization of these activities may be misunderstood or misconstrued

Prior to the Covid-19 Pandemic, the Bias ESWG was meeting frequently. During the meetings, the ESWG discussed matters surrounding the initial Implicit Bias Survey. (See Attachment #5 Bias ESWG Meeting Notes & Agendas). The ESWG discussed Community Perception of the police and strategies surrounding use of community surveys with the implementation of the November 2020 Implicit Bias Survey. PSPP requested Commander Ewins add the survey to the agenda for the next meeting for discussion and evaluation. (See Attachment #6 ESWG Agenda Email). While the Bias Strategic Plan is in draft form is in draft form, evaluation of the past and present surveys is a vital tool for the recommendation and strategies that will be reported in their final draft.



The results of Community Policing surveys will be reviewed quarterly as a metric of Community Policing strategies. Community Engagement Division (CED) is tasked with discussing various engagement strategies periodically for improvement and audit such as events surveys, the Implicit Bias survey, youth programs, etc.

In alignment with the Community Policing Strategic Plan, surveys are one of the communication channels that SFPD commits to utilizing for transparency and continuous improvement.

CED has already established a relationship with Media Relations Unit (MRU) for conveying the department's goals and successes in community policing efforts and outreach. CED will also coordinate with MRU regarding quarterly social media and advertising posts to garner participation in the surveys. MRU has various outlets and access to multiple community groups and messaging platforms so that messaging, specifically quarterly advertisements of the surveys, will reach a diverse population.

Moving forward, the Implicit Bias survey launch has been a recent tool that allows SFPD to gauge public perception and gives the public an outlet for fair and impartial treatment. The survey remains open, allowing for long term trends to be measured. The SFPD has done extensive work in completing Bias recommendations that are designed for continuous improvement.

ATTACHMENTS

Attachment 1- DGO 5.17 Bias Free Policing Policy

Attachment 2- ESWG Bias Survey Results

Attachment 3- Attachment Draft Bias Strategic Plan- Relevant Sections

Attachment 4- Survey Results as of 1.12.21

Attachment 5- Bias ESWG Meeting Notes & Agendas

Attachment 6- Attachment #6 ESWG Agenda Email