Recommendation 88.4

Tanya Koshy
Thu 8/5/2021 4:56 PM

To:

- McGuire, Catherine (POL);
- Scott, William (POL);
- Scott, William (FOL)

+7 others

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Dear Acting Captain Altorfer:

Our office has completed its review of the materials related to Recommendation 88.4 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 88.4:

The SFPD should continually audit and review each phase of the hiring process to ensure there are no unintended consequences that limit the advancement of its diversity goals. Response to Recommendation 88.4:

SFPD has an ongoing, data-driven review process that helps it ensure that there are no unintended impacts on its diversity goals. As a threshold matter, SFPD has a robust data-collection system, as described in its package for Recommendation 81.3, that enables it to determine if there are any disparities at any stage of the hiring process. SFPD holds quarterly meetings with members of the Staff Services Division (the Recruitment Unit, the Backgrounds Unit, and the Staffing and Deployment Unit), the Training Division (the Academy), and DHR. The units discuss the data it collects and to identify ways to address any disparities observed in the data. SFPD also provided evidence that each individual unit separately, and on an ongoing basis, evaluates data to ensure that each hiring phase does not have disparities.

Based on these regular reviews, SFPD identified disparities that it has since taken steps to address. As one example, SFPD noticed that female applicants failed the physical ability test (PAT) at a significantly higher rate than male applicants (SFPD did not notice a statistically significant difference among applicants of different races with the PAT). To address this disparity, SFPD took a number of steps in 2016 and 2017, including

replacing the trigger pull test with a hand grip test, holding regular workout sessions to allow potential applicants practice the PAT components, and taking a 5' foot wall to various locations around the state to enable potential applicants practice the wall agility test. Since implementing these strategies, the PAT passage rate for female applicants went up from 42% to 60%. SFPD notes that it is continuing to identify ways to improve the female applicant passage rate.

SFPD also noted that the City of San Francisco also passed Ordinance 188-19, which required every city agency to prepare a Racial Equity Action Plan to identify specific steps and a timeline to achieve equity within the city agency. Starting in 2022, all city agencies must also prepare an annual report on their progress on achieving their equity goals. SFPD notes that this Racial Equity Action Plan and annual report, coupled with its regular internal meetings evaluating its hiring data, will help SFPD ensure that there are no unintended consequences that limit the advancement of its diversity goals. 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.

Tanya

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Finding # 88	Gender, racial, and ethnic minority recruits were terminated at a higher rate from recruit training than White male recruits.			
Recommendation # 88.4	he SFPD should continually audit and review each phase of the hiring process to ensure here are no unintended consequences that limit the advancement of its diversity goals.			
Recommendation Status	Complete Partially Complete In Progress Not Started No Assessment			

Summary

The department identifies that they and the Department of Human Resources (DHR) work collaboratively to ensure review and consistency in the processes for hiring through the use of data. The department identifies this recommendation is linked to 83.1 as part of the overall data collection and evaluation of fair hiring practices.

Compliance Measure #1 – the department has identified the data collection roles and responsibilities for each of the hiring stages – based upon defined role and ownership in the overall hiring process.

Compliance Measure #2 – the department has engaged in ongoing internal review. First as part of self-directed data analysis and also as part of two formal reviews in 2018 and 2019 that assessed the hiring practices of the department. This includes ongoing review of the testing components and their impact, if any, on diversity.

Compliance Measure #3 – the SFPD identifies analysis of trends and growth in diversity. Specific reference to testing and how it affects progression is noted. For example, fee waivers to allow people to take the test as well as mentorship for applicants. Additionally, the use of the trigger pull test, a POST standard, was evaluated and a new approach was undertaken that limits the impact on diversity, particularly gender.

Compliance Measure #4 – the SFPD identifies ongoing review and adjustments, such as those identified in compliance measure three. Further, there are quarterly meetings with the DHR to evaluate and assess progression. Finally, the department itself remains diverse – the true measure of a goal to diverse representation. The racial equity action plan required by the city is another means by which the department will be held to ongoing review and improvement.

Compliance Measures			Status/Measure Met		
1	Documented plan and process for evaluation of each stage of the hiring process.	√ Yes	□ No	□ N/A	
2	Evidence of ongoing review and evaluation of the progression of hiring.	√ Yes	□ No	□ N/A	
3	Identification of whether there is impact on diversity goals.	√ Yes	□ No	□ N/A	
4	Continuous review and improvement loop.	√ Yes	□ No	□ N/A	

Administrative Issues

Compliance Issues



<u>Finding #88:</u> Gender, racial, and ethnic minority recruits were terminated at a higher rate from recruit training than White male recruits.

Recommendation # 88.4: The SFPD should continually audit and review each phase of the hiring process to ensure there are no unintended consequences that limit the advancement of its diversity goals.

Executive Summary:

The San Francisco Police Department strives to have its police force reflect the diverse communities it serves. Currently, the San Francisco Department of Human Resources (DHR), and the SFPD Background Investigation Unit collect data for applicants at each phase of the hiring process, while the SFPD Staffing and Deployment Unit Analysts complete the audit and review to ensure there are no unintended consequences that limit the advancement of its diversity goals.

Response Date: 04/27/2021

Compliance Measures

1. Documented plan and process for evaluation of each stage of the hiring process. The plan: DHR collects applications and conducts the NTN written test, physical abilities test (PAT) and oral board test. DHR tracks the passage rates of those tests by race and gender. DHR provides access to this data to the SFPD. The Recruitment Unit (RU) working with the Staffing and Deployment Unit evaluate the applications, written test, PAT and oral board testing data. Those Units work together because the Staffing and Deployment Unit has Analysts to conduct the data evaluation and the RU works on implementing improvements to the hiring process if needed.

Once applicants have successfully completed the above components, DHR forwards the applicant's information to the Background Investigation Unit on an eligibility list. The Background Investigation Unit is responsible for scheduling candidates for their background interview, medical examination, drug test, polygraph test, psychological assessment and presenting candidates to a hiring panel for Academy selection. The Background Investigation Unit is responsible for collecting and tracking those passage rates including race and gender of candidates. The Background Investigation Unit also partners with the Staffing and Deployment Unit. The Staffing and Deployment Unit has Analysts to conduct the data evaluation and the Background Investigation Unit works on implementing improvements to the hiring process if needed.

The SFPD/DHR Recruitment & Hiring Committee Quarterly Meetings, is the regularly scheduled forum for all units involved in the hiring process to review all data for identification of trends, issues, process adjustments, etc. These meetings include representatives from the Recruitment Unit, the Background Investigations Unit, the Personnel Unit, the Academy, the Staffing & Deployment Unit, and the Command Staff from the Staff Services Division and the Administration Bureau. Each Unit brings any relevant data reports. The Staffing and



Deployment Unit presents to the group regarding any data which has been analyzed since the last meeting and collects any new data for future analysis.

This plan is currently operating smoothly with effective communication and positive collaboration between all Units involved.

This recommendation has a relationship to DOJ Recommendation 81.3 which asked the department to implement a hiring data collection plan with reporting procedures, to capture passage rates by race and gender for each phase of the hiring process. Those reporting procedures documented in 81.3 is where the evaluation process for 88.4 is currently taking place. Attachment #1 is the reporting procedure language from 81.3.

See Attachment #1 81.3 Reporting Procedure Language

2. Evidence of ongoing review and evaluation of the progression of hiring.

Review of the overall hiring progression process to ensure there are no unintended consequences that limit the advancement of its diversity goals:

Previous reviews: The SFPD self-initiated two extensive hiring process reviews. These reviews assisted the RU in comparing the SFPD's hiring practices with nationwide best practices for recruitment, training, and outreach. The first review began in the beginning of 2018 by , a UC Berkeley Graduate Student in Public Policy. completed her review, "San Francisco Police Officer's Recruiting and Hiring in the New Era," in May of 2018. Attachment 2 is the completed report. Attachment 3 is the abbreviated PowerPoint presentation which was presented on May 5, 018 to the entire hiring process chain of command up to the Administration Bureau Deputy Chief.

The second review was done by Staff Services Senior Administrative Analyst, and Summer Graduate Intern, It was completed and presented on July 31, 2019 to the Command Staff during a separate DOJ meeting. Attachment 4 includes the presentation information which is titled, "Diversity Strategic Plan-Application Process Mapping" It includes the review and presentation information.

See Attachment #2 San Francisco Police Officer's Recruiting and Hiring in the New Era (51 total pages)

See Attachment #3 San Francisco Police Officer's Recruiting and Hiring in the New Era (30 total pages)

See Attachment #4 Diversity Strategic Plan-Application Process Mapping

Current review: The San Francisco Mayor's Office is making efforts to ensure that San Francisco laws, policies, and programs do not perpetuate racial inequities within government and in community. To promote racial equity in San Francisco, the Mayor's Office has assigned the Office of Racial Equity (ORE) to draft a Racial Equity Action Plan (REAP) report which includes directions and guidelines for agencies to follow. The ORE is currently working with all



city agencies to create their own Racial Equity Action Plans. These are some of the areas that the SFPD Racial Equity Action Plan must address:

- Assess current conditions and barriers that impede potential applicants' ability to competitively apply to available positions
- Draft and release an equitable and inclusive hiring and recruitment policy that includes an applicant barrier assessment
- Develop a clear and expansive recruitment process that addresses most basic barriers to access to employment opportunities
- Review, simplify, and standardize job descriptions and minimum qualifications to remove any barriers
- Interrogate necessity of minimum qualifications (MQs) that may disproportionately create racial inequities in hiring and recruitment
- Track and evaluate outcomes including reviewing the application process and resulting hires by race/ ethnicity, to address any fallout due to bias
- Decrease and close lags and long wait times in hiring, interviewing, and onboarding processes

The SFPD has published the Action Plan/Phase 1 for our Racial Equity Action Plan on the SFPD website: https://www.sanfranciscopolice.org/your-sfpd/published-reports. Attachment 5 is the published plan which includes the department's current status on each identified action item. Pages 20-36 are specific to recruitment and hiring. The below Hiring and Recruitment Goal is identified on page 21:

"DEPARTMENT GOAL What is the department's overall goal on Hiring and Recruitment? San Francisco Police Department's overall goal for hiring and recruitment is to identify and dismantle policies, procedures, and practices that impede SFPD from hiring and recruiting diverse candidates with non-traditional backgrounds. The hiring process is complex and the Department shares these responsibilities with the Department of Human Resources (DHR). In order to accomplish our overall goal, SFPD must continue to actively seek out and connect with diverse candidates and work with DHR, Community Base Organizations, Police Employee Groups (PEG), professional networks, re-entry programs, SFUSD and community colleges for diverse candidates. We must continue to track and analyze data on our recruitment pool, hired staff, and hiring and recruitment strategies. Overall, SFPD must continue to be intentional, focused, and strategic to accomplish our goal of dismantling barriers in our hiring and recruiting processes so we can continue to recruit and hire diverse candidates from underrepresented and underserved communities with non-traditional backgrounds to create an equitable and inclusive workforce."

The SFPDs Racial Equity Action Plan will serve as our continuous review of the hiring and testing processes going forward. CM#4 contains more details regarding the requirements and timeline.

See Attachment #5 Racial Equity Action Plan (pages 20-36 are specific to recruiting and hiring)



Review of individual phases to ensure there are no unintended consequences that limit the advancement of its diversity goals.

Review of applications:

Attachment 6 is a recent review of the race and gender of SFPD applicants. Attachment 7 and 8 take that review further by comparing the demographic breakdown between SFPD applicants to the city of San Francisco demographics and Bay Area demographics. All three reports show that in recent years of recruitment (2019-2020 applicants), we have received a much more diverse group of applicants, despite the decline in numbers of applicants. The source of the demographic census data was obtained here:

https://www.census.gov/quickfacts/fact/table/sanfranciscocitycalifornia.US/PST045219

See Attachment #6 SFPD Applicants

See Attachment #7 Compared SF Census Data

See Attachment #8 Compared Bay Area Census Data

Attachment 9 is a further breakdown of applicant source which was also reviewed and evaluated by race and gender to assist in advancement of diversity goals. Reviewing the job source by race and gender allows the RU to continue selecting recruitment efforts which best support our diversity goals.

See Attachment #9 Applicant Source Report

On 4/26/21 SFPD Profession Standards members participated in a conference call with members of Hillard Heintze and the California Department of Justice. During the prescreening, suggestions and guidelines were discussed for this recommendation as described below. Cal DOJ and Hillard Heintze thought that SFPD did a good job on this recommendation, and recommended that Compliance Measure 2 focus on testing components and quarterly hiring meetings:

Review of testing components:

DHR provides SFPD access to the JobAps platform for applicant data collection and review. DHR provides SFPD with the testing data for the written test, PAT, and oral boards test. The Staffing and Deployment Unit reviews the application data along with DHR's testing data. The Background Investigation Unit generates a report after each Hiring Meeting. This report includes data for applicants which have progressed through the Background Investigation testing components.

The Staffing and Deployment Unit reviews all applicant testing data stated above and analyzes it. The most recent review is included in attachment 10. It includes race and gender passage rates for the written test, PAT, the oral boards test, medical examination, drug test, psychological assessment, and Academy selection. A similar review was presented at the 10/15/20 SFPD/DHR Recruitment & Hiring Committee Quarterly Meeting. See attachments 11 and 12 for the previous review and the meeting minutes. That review was lacking some data from DHR. DHR recently provided the needed testing data to complete the newer review in



attachment 10. This completed review will be presented at the next SFPD/DHR Recruitment & Hiring Committee Quarterly Meeting scheduled for 6/2/21. The Hiring Committee will further review the data to ensure there are no unintended consequences that limit the advancement of SFPD's diversity goals.

See Attachment #10 Current Review of Testing Components
See Attachment #11 Previous Review of Testing Components
See Attachment #12 10/15/20 Hiring Committee Meeting Minutes

This recommendation also has a relationship with DOJ Recommendation 81.2 which asked the department to publish annual statistics on the demographics of applicants for each stage of the hiring process. To accomplish this, the Staffing and Deployment Unit had to review all related data.

Passage rate by race and gender for each major selection hurdle of the hiring process and Academy selection by race and gender is now published annually on the SFPD website: https://sanfranciscopolice.org/your-sfpd/published-reports/demographics

On the above webpage scroll down to the following section: Annual SFPD Hiring Demographic Statistics-As part of the Collaborative Reform Initiative, DOJ Recommendation 81.2 states that "The SFPD should publish annual statistics on the demographics of applicants for each stage of the hiring process."

Select: [Annual SFPD Hiring Demographic Statistics] here.

The following report will open:

https://sanfranciscopolice.org/sites/default/files/2021-01/DOJStatisticd.20210114.pdf

See Attachment #13 Annual SFPD Hiring Demographic Statistics Report

3. Identification of whether there is impact on diversity goals.

Applicants-Based on review and analysis of applicant data in attachments 6, 7, and 8, the SFPD maintains a positive trend of recruiting diverse candidates in the last few years. The overall demographic that needs continued recruitment efforts is females. Females currently represent 12% of sworn police forces nationwide. The SFPD is at 15% sworn female representation. In 2018, 18% of the SFPD applicants were female. In 2019, 20% of the applicants were female. Even with SFPDs positive trend of female application rates, female recruitment will remain a consistent and concerted focus for SFPDs recruiting efforts.

The census data also supports the fact that females are underrepresented in the police force. Another takeaway from the census data is that the SFPD currently has 25% White/Caucasian sworn representation while the San Francisco population is at 40% White/Caucasian and the Bay Area population is at 45% White/Caucasian. This means that 75% of sworn SFPD



representation is racially diverse. It should be highlighted that the SFPD representation has surpassed San Francisco's Black/African American population and Hispanic/Latino population.

Written Test-When reviewing and analyzing DHRs written test passage rates, there is no race or gender that is adversely impacted significantly more than another. The significant trend that should be noted is the fact that only about 50% of SFPD applicants move on to the next step and take the written test. This is not a new trend. DHR represents that this has been a consistent trend for many years and is also a consistent trend for the SF Fire Department and SF Sheriff's Department.

To increase the participation rate of the written test, the RU has implemented the "High Touch Approach." The "High Touch Approach," is a process where recruiters provide a high level of mentorship by following up with each individual applicant. This way ALL applicants are offered the same level of one-on-one mentorship. The RU communicates with these applicants by emails, phone calls, text messages, and in person meetings. The RU provides information about the written test over the phone and encourages applicants to take the NTN online practice test.

In addition to DHR financial hardship fee waiver for the written test, the RU has coordinated an event-based fee waiver for the written test. This allows more candidates to move on to the written test without the financial barrier.

PAT-When reviewing and analyzing the PAT data (inclusive of all four components) over the last few years, the SFPD has determined that there is not one single race demographic that is adversely impacted by the PAT test, significantly more than another. The cumulative data between 2014-2019 shows female passage rate has less than 8% passage point range between all races. (The one outlier being American Indian females. The number of applicants is very low so any single pass or fail, significantly effects percentage rates. American Indian females currently have a 75% passage rate, so even though it falls outside the 8% passage point range between all other races, it is considered a positive boost to the overall female passage rates.) The cumulative data between 2014-2019 shows male passage rate has less than 3% passage point range between all races.

The SFPD and DHR have previously identified a significant difference in passage rates between male and female candidates. Historically the overall male passage rate for PAT was in the mid 90% range. Historically the overall female passage rate for the PAT was in the mid 40% range. To address this gender disparity SFPD and DHR partnered together on many improvement strategies. These are the most significant improvement strategies which were implemented:

In 2016, DHR conducted an extensive study regarding the PAT trigger pull component.
This specific component was reviewed because there was a high failure rate for
females. At the conclusion of the study, DHR transitioned from the trigger pull
component to a dynamometer grip strength component in 2017. See attachment 14
which is a DHR report of the comparison data. It shows that the female failure rate for



the hand grip component went from 30.16% (with trigger pull) to 15.22% (with dynamometer). That is a 50% improvement for female candidates passing this one component of the PAT.

- Under the direction of Chief William Scott in 2017, the SFPD held numerous women's forum meetings. Recruitment and retention of female officers was a main topic at all meetings. The attendees were asked to provide suggestions. The responses strongly suggested offering frequent PAT practice sessions. This would allow applicants to assess their ability to pass the actual PAT. It would give an applicant the opportunity to practice any component as many times as needed and also speak with SFPD personnel to get tips on how to improve their performance. If an applicant was not ready for the PAT, they could reschedule with DHR to allow more time to better prepare. This way they did not attend testing unprepared and fail the test, therefore having to wait three months before retesting. Monthly practice PAT sessions began in 2017 and have continued to present.
- Another suggestion from the women's forum meetings was to hold regular workout sessions. Workout sessions provide physical conditioning in preparation of the PAT and also in preparation for the Police Academy physical fitness expectations. The SFPD Recruitment Unit (RU) was already offering them, but based on this recommendation, the RU began being scheduling them monthly. In an effort to bring equitable test prep options for applicants, the RU also began moving the workouts to various locations throughout San Francisco to provide easier access. These workout sessions are still currently offered monthly.
- The last suggestion from the women's forum meetings was to offer mentorship. The mentorship would include phone calls and emails directly from SFPD to the applicants to personally invited them to test prep help. Also to allow applicants to speak to a recruiter about the entire hiring process and potentially identify areas that they should improve upon (i.e. physical conditioning and the PAT). The RU was already mentoring numerous applicants but wanted to offer the same level of service to ALL applicants. This is when the "High Touch Approach," mentioned above was implemented.
- In 2017 the RU constructed a 5' wall and purchased all of the equipment needed to conduct the PAT test. With DHR's approval, the SFPD RU has been able to take the PAT to various locations throughout California. This has allowed the RU to bring the PAT components to some of our workout sessions and also travel to colleges and conduct testing. This greatly benefits the female applicants because they have the ability to practice the testing components before the actual PAT test which improves their performance. It also allows more females to take the test, since the RU has had high female recruitment interest at colleges.

Due to these implemented strategies, the SFPD has been able to improve the gender gap in PAT passage rates. The evidence of success is shown in the female PAT passage rate steadily increasing from 42% in 2014 to 60% currently. The SFPD will continue to search for ways to improve this gender disparity and implement improvements when identified.

See Attachment 14 Trigger Pull vs. Dynamometer Comparison



Oral Board Test and Background Investigation Testing Components-Reviewing and analyzing the oral board test passage rates along with the passage rates for the various testing components during the Background Investigation phase currently shows no obvious adverse impacts to any particular race or gender.

See Attachment #10 Current Review of Testing Components

4. Continuous review and improvement loop.

The continuous SFPD review of each phase of the hiring process will occur at data transfer points between Units, at the Background Investigation Unit Hiring Meetings, at the SFPD/DHR Hiring Committee Quarterly Meetings, when publishing the annual statistics on the SFPD website, when applying the Racial Equity Action Plan requirements and at the frequent internal requests of the Chief of Police and Command Staff for various meetings throughout each year.

The Background Investigation Procedures Unit Order #21-01 has a section titled Hiring Meeting. That section outlines the attendees, the meeting frequency, the applicant testing data review and the reporting procedures following the meetings.

See Attachment 15 Unit Order #21-01 Background Investigation Procedures

The SFPD/DHR Recruiting and Hiring Committee Unit Order #17-05 established the meeting frequency and ensures the committee will work towards approval and implementation of any changes that would be beneficial and more efficient for The San Francisco Police Department in regard to hiring. Any recommendations that the panel makes will be forwarded up the proper chain of command for review and approval.

See Attachment 16 Unit Order #17-05 SFPD/DHR Recruiting and Hiring Committee

The final write up of DOJ Recommendation 81.2 describes the ongoing collection and review of the SFPD applicant testing components passage rates. This is the language from the write up: "The Staffing and Deployment Unit has created a series of interactive dashboards in Tableau that speak to the demographics of each phase of the SFPD hiring process and are available for ongoing internal review. The Annual statistics gleaned from the information contained in these dashboards is also now published on the San Francisco Police Department website and provide a platform for both internal and external review. These demographic hiring statistics will be updated annually by the Staffing and Deployment Unit and published on SFPD's website at the beginning of each calendar year with final statistics for the year that has just concluded. This process is memorialized in an approved memorandum signed by the Deputy Chief of the Administration Bureau." Additionally, this write up identifies the SFPD/DHR Recruiting and Hiring Committee meetings as the venue where SFPD and DHR come together to discuss demographic data and create plans to resolve any identified disparities.

See Attachment 17 Memorandum-Request for Publication or Annual Hiring Statistics on the SFPD Website



On 4/26/21 SFPD Profession Standards members participated in a conference call with members of Hillard Heintze and the California Department of Justice. During the prescreening, suggestions and guidelines were discussed for this recommendation as described below. Cal DOJ noted that the timeline presented in the racial-equity plan could be added. Hillard Heintze thought SFPD could state how the plan is used to review testing. Below is the timeline and an underlined section which mandates the creation of internal metrics to achieve equity. Those metrics are included in attachment 5, pages 22-35. The most applicable sections were mentioned in CM#2 (Assess current conditions and barriers that impede potential applicants' ability to competitively apply to available positions, draft and release an equitable and inclusive hiring and recruitment policy that includes an applicant barrier assessment, and develop a clear and expansive recruitment process that addresses most basic barriers to access to employment opportunities.) Those highlighted "barrier assessments" specifically apply to the hiring process and the testing components.

As required by the Office of Racial Equity, SFPD is responsible to conduct a Racial Equity Action Plan (REAP) in accordance with City Ordinance 188-19. The Ordinance mandates that the following actions must be executed and adhered to:

- By December 31, 2020, each City department shall submit its Racial Equity Action Plan to the Office, the Mayor and the Board of Supervisors, and shall post it on the department's website.
- The Racial Equity Action Plan shall include internal metrics concerning the department's plans to achieve equity within the department and external metrics concerning the department's services to the public.
- The department shall present the REAP publicly through the department's Police Commission.
- The Racial Equity Action Plan shall be updated by December 31 every three years thereafter.
- The department shall integrate the Racial Equity Action Plan into the department's strategic plans.
- Beginning in 2022, the department shall prepare an annual report on the department's progress towards goals set forth in the Racial Equity Action Plan.
- The department shall submit its annual report to the Office of Racial Equity, the Mayor, and the Board of Supervisors by March 1 for the preceding calendar year.
- If the department is not compliant with regards to the Action Plan and annual report, or if progress is not being made to address key Racial Equity disparities, the Board of Supervisors intends to exercise its discretion to withhold spending authority or freeze hiring during the budget process for the following fiscal year.

See Attachment #5 Racial Equity Action Plan (page 16)