

## Recommendation 40.3

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Dear Lt. Altorfer,

Our office has completed its review of the materials related to Recommendation 40.3 that have been submitted to us as part of the collaborative reform process. This package focused on SFPD evaluating its use of patrol beats and using its evaluation to redeploy patrol beats. After reviewing the package and information provided by the Department, the California Department of Justice finds as follows:

Recommendation 40.3: As part of its plan, the SFPD should consider the role of the beat and its place within its priorities. Prioritizing beat-aligned policing would require some realignment of dispatch priorities and directed patrol.

Response to 40.3: Pursuant to San Francisco Administrative Code 2A.86(a), Boundaries of Police Department District Stations, SFPD must complete a comprehensive review of district station boundaries and make adjustments every ten years. The last ten-year cycle and redistricting 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.

On December 10, 2014, SFPD presented its findings to the Police Commission in conjunction with the Public Safety Strategies Group, a private consultant on the project, as part of a data-driven boundary analysis. The public was given 90 days for comment. SFPD published the District Station Boundary Analysis Report in March of 2015. The Department of Emergency Management programmed the new boundaries, including foot beat changes, into the dispatch system (which directs officers for 911 calls).

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

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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 resulted in a significant reduction in larceny (16.9% drop) and assaults (19.1% drop). Finally, SFPD provided individual district station captain emails describing their dynamic deployment of foot beats within their boundaries based on community and business needs, criminal activity, and other factors.

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. Thank you.

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## Collaborative Reform Completion Memorandum

### **Finding # 40:**

The SFPD does not formalize community engagement in support of community policing practices. The SFPD does not have a comprehensive, strategic community policing plan that focuses priorities, resources, programs, and activities for the department. Community policing involves partnerships, problem solving, and organizational transformation. In order to be a true community policing department, the SFPD needs to ensure the entire department is following tenets of community policing systematically and strategically. The SFPD needs to bring the community to the table in order to establish comprehensive community policing resources, programs, and activities.

### **Recommendation # 40.3**

As part of its plan, the SFPD should consider the role of the beat and its place within its priorities. Prioritizing beat-aligned policing would require some realignment of dispatch priorities and directed patrol.

**Response Date: 06.09.2020**

### **Executive Summary:**

#### **The RFI summarized the following:**

Compliance Measures 1 and 2 are not met. It is possible that SFPD has taken action to satisfy this recommendation, but the evidence submitted does not provide clarity on the issue. The file does contain evidence of increased use of foot patrol in beats throughout the city but there is nothing that explains or addresses whether the department considered patrol beat realignment as provided in the recommendation and Compliance Measure 1. The response leaves to the reviewer to decipher whether foot beats, as used by the department, and patrol beats, as used in the recommendation, are one and the same.

#### **Compliance Issues:**

*Is foot beat synonymous with patrol beat?*

Department General Order 3.02 (See Attachment 1) defines the following:

District – An Administrative area composed of patrol sections, sectors, and beats commanded by a Captain.

Beat – An area of foot patrol.



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Field Operations Unit Order No. 06-02 (See Attachment 2) also outlines the Dedicated Foot Patrol Assignment

"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. Further, the Department will take those steps necessary to ensure that sworn members, particularly those performing uniformed patrol duties, receive training in the most effective methods of patrolling foot beats, through Academy training for recruits and advanced officers, as well as by incorporating foot patrols into the Field Training Program".

### **Compliance Measures:**

- 1) Evidence the department considered the role and realignment of patrol beats and how they fit within department priorities.**

The Department is mandated by San Francisco Administrative Code 2A.86 (See Attachment 3) *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.

On 03/06/2020, Cal DOJ had an additional request for SFPD to provide evidence that it has evaluated statistics, such as crime stats and business concerns, to determine where to allocate beat resources.

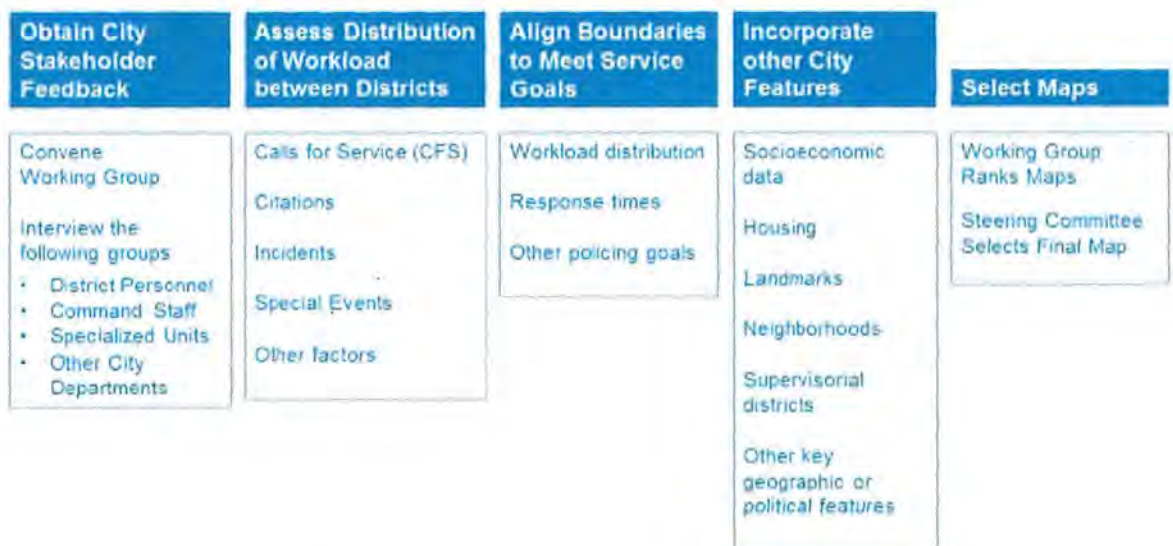


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Three documents are being submitted as evidence to this additional RFI from 03/06/20:

1. **SFPD internal Memorandum** (See Attachment 4), 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 5), 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.

### Analysis Process Overview





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3. On page 8 it refers to the collection of data by the City and SFPD to include *Neighborhood Districts*.

- CAD (2008-2013)
- CABLE (2008-2013 - 20% sample)
- Human Resource Management System (HRMS)
- SFPD Internal Databases (events, homicides, shootings)
- Alcohol Outlets
- Daily Ridership Density on Public Transit
- Employment Density
- Civic Events
- Healthcare Facilities by Type
- Homeless Shelters
- Household Income - Higher than Average
- Household Income - Poverty Level
- Neighborhood Districts
- Parks
- Pedestrian Density
- Pedestrian High Injury Locations
- Population Density
- Population Density - non-white
- Public Housing
- Satellite Maps
- Schools
- Senior Centers
- Senior Density
- SROs
- Supervisorial Districts
- Topographic Maps
- Universities/Colleges
- Violent Crimes
- Youth Density
- TransBASE
- U.S. Census 2010

4. **District Station Boundary Analysis Report** (See Attachment 6), 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 considered the role and



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### 5. realignment of patrol beats.

**Table 1: Project Milestones**

Month	Milestone
October 2013	City selected PSSG as the vendor to work with the City's Team and SFPD to conduct the District Station Boundary Analysis
February 2014	The City's Team and PSSG met to develop the statement of work for the project
April 2014	PSSG conducts interviews with City stakeholders and the Working Group
May 2014	PSSG met with the Working Group and Steering Committee to review the project scope, data requests and review the process
June 2014	SFPD Data Received by PSSG
July 2014	PSSG completed initial mapping showing single line changes as suggested during interviews with SFPD personnel and developed 96 crime maps showing the locations and density of the calls for service and incidents across the City
August 2014	PSSG met with the Working Group for two days to review 30 citywide maps with a variety of district boundary line changes and corresponding data for potential district boundary line changes, then selected nine maps for further review
October 2014	The Working Group met to review and revise nine maps and then selected four maps to forward to the Steering Committee. The Steering Committee met to review, discuss, and edit the final four maps and the Chief selected the final proposed map
November 2014	The Chief submitted revisions to the selected map creating the proposed map for review by the Police Commission
December 2014	Police Commission Meeting – Review of Proposed Map
December 2014 - March 2015	Public Comment/Feedback

The next section provides a summary of the SFPD interviews conducted by PSSG in April 2014.

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 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.

### **2) Statement or evidence that the department, after considering patrol beat realignment, made no change, or if changes made, identifying the change.**

In October 2013, the San Francisco Police Department began the process to realign the police district boundaries guided by Administrative Code §2A.86. - BOUNDARIES OF POLICE DEPARTMENT DISTRICT STATIONS. The San Francisco Controller's Office in partnership with the San Francisco Police Department led the effort to analyze and provide data driven options for San Francisco Police Commission to consider before making a selection as to the district boundaries.

The Controller's Office spent countless hours during the process meeting and working with assigned SFPD Command Staff members and Public Safety Strategies Group, the private consultants on the project. The Controller's Office also created PowerPoint presentations for the Police Commission and the public. They presented the information during the ninety-day public comment period and also placed on the Controller's website for public review. Finally, when requests were made by the Police Commission



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to alter the maps, The Controller's Office provided the information in a timely manner to better inform the Police Commission how the changes would affect the stations and communities involved.

Although, the City Controller had a very public role in redistricting, another group of individuals was instrumental with actual implementation of the new district boundaries. The Department of Emergency Management (DEM) actually programmed the new district, sector, and foot beat changes into the dispatch system. The system automatically enters information from 911 calls and radio traffic to direct officers to calls for service or other enforcement activities. The system also corresponds to the SFPD Crime Data Warehouse (CDW). CDW is the SFPD's report writing system. The system takes the calls into DEM and places the reports in crime mapping as well as assigning the reports to the correct police district for further investigation.

The Department underwent a comprehensive review and subsequent Citywide redistricting in July 19, 2015.

On 03/06/2020, Cal DOJ had an additional request for SFPD to provide documentation about a 2017 increase in beat officers and if there was any information about what metrics were considered for that 2017 increase.

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.

As an example, in 2017, the 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 7) 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". In 2018 the media relations unit issued News Release 18-156 titled "New Report Highlights Effectiveness of SFPD Foot Patrols" (See Attachment 8) which documented the decline of crime using a study published by The California Policy Lab Press release (See Attachment 9). "The California Policy Lab study found the increased SFPD foot patrol routes resulted in a significant reduction in larceny theft and assaults across the city and 10 police station districts: A 16.9 percent decline in larceny theft. A 19.1 percent reduction in assaults. 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".

Also submitted as evidence of the 2017 reallocation of the foot beat officers are the Chief's **FOOT BEAT TALKING POINTS** (See Attachment 10). "In August of 2017, the District Stations had 1 sergeant & 76 officers total assigned to foot beats. In September 2017, the Patrol Bureau Task Force was disbanded, officers were removed from





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Narcotics, and officers were removed from station plain clothes assignments- these officers were redeployed to the district stations to bolster the foot beats". 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 11). 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." Assistant Chief Redmond referred to a COMPSTAT (Compare Statistics) document (See Attachment 12) showing crime statistics during the year 2016-2017. This data depicted a 24% increase in auto boost.

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 13) depicting a September 2017 Sign Up for mandatory beats for each district station.

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:

6<sup>th</sup> Street Beat- 4 Officers

9<sup>th</sup> St Beat- 4 Officers

Mission Street 3<sup>rd</sup> St. through 6<sup>th</sup> St.- 4 Officers

Three emails from local District Stations Captains are provided (See Attachment 14):

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



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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 that 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. 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.

No metrics are available at this time.

### **Attachments:**

Attachment 1: San Francisco police Department General Order 3.02

Attachment 2: San Francisco Police Department Field Operations Unit Order No. 06-02

Attachment 3: San Francisco Administrative Code 2A.86

Attachment 4: San Francisco Police Department Memorandum

Attachment 5: District Station Boundary Analysis 12/10/2014

Attachment 6: District Station Boundary Analysis Report 3/3/2015

Attachment 7: San Francisco Police Department Media Relations Unit News Release 17-131

Attachment 8: San Francisco Police Department Media Relations Unit News Release 18-156

Attachment 9: California Policy Lab Report Press Release

Attachment 10: Foot beat Talking Points

Attachment 11: Email from SFPD Lt. Wilhelm



## **Collaborative Reform Completion Memorandum**

Attachment 12: Compstat Data

Attachment 13: SFPD Memorandums Mandatory Beat Staffing

Attachment 14: Emails by three District Station Captains Regarding staffing of Foot Beats