

[REDACTED]

From: Tanya Koshy [REDACTED]
Sent: Monday, May 10, 2021 1:51 PM
To: [REDACTED]
Subject: Recommendation 52.3

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Dear Acting Captain Altorfer:

Our office has completed its review of the materials related to Recommendation 52.3 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 52.3: The SFPD should engage in data collection and analysis to measure the effectiveness of strategies aimed at all community policing issues, particularly its response to the homeless community. The analysis should be part of an ongoing review and publication and reflect the commitment to greater transparency and community engagement.

Response to Recommendation 52.3:

SFPD's primary support for its compliance with this recommendation is its participation in the Healthy Streets Operation Center (HSOC), which is a collaboration among SFPD, the Department of Homelessness and Supportive Housing, the Department of Public Health, and Public Works to address homelessness in the city. HSOC provides coordinated outreach to people experiencing homelessness and people struggling with behavioral health issues. The California Department of Justice agrees with Hillard Heintze that SFPD plays an integral role in this collaborative but that it does not drive the process. Given that, it is reasonable that SFPD would not be the stakeholder that leads HSOC's work on the data collection and analysis recommended here.


SFPD has nonetheless provided support that it engages in data collection and analysis as part of its role in HSOC. Prior to the implementation of the HSOC, most city departments involved in addressing homelessness tracked related data in siloes. HSOC centralized data collection and analysis within the City Controller's Office, which is now in charge of maintaining dashboards that provide statistics on various issues related to HSOC's work, including the number of people whom SFPD encounters in response to calls for service and the number of people whom HSOC team members proactively interact with to provide referrals or connections to care. It is important to note that, due to the pandemic, the City Controller's Office reallocated its staff resources elsewhere and currently only maintains data and dashboards related to the number of tents and occupied vehicles in the city.

The San Francisco Police Department's HSOC Unit chief, along with the HSOC management team, reviews the dashboard to ensure that the SFPD and other HSOC staffing levels are adequate and deployed appropriately. The HSOC management team reviews the dashboards to ensure that the appropriate resources and outreach efforts are being deployed appropriately and effectively. The HSOC partners also have daily calls during the week in which they discuss that day's efforts at outreach and any need for additional outreach. As part of that daily call, the HSOC partners plan for outreach the next day and determine the appropriate level of resources to deploy and the locations of outreach, among other issues. Managers from each of the HSOC partner agencies also meet on a weekly basis to discuss updates on outreach efforts, resources, and the need for any policy revisions, among other issues.

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 this further.

Tanya

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Finding # 52	The SFPD has not fully engaged with all institutional and community partners to coordinate service provision to the homeless community.
Recommendation # 52.3	The SFPD should engage in data collection and analysis to measure the effectiveness of strategies aimed at all community policing issues, particularly its response to the homeless community. The analysis should be part of an ongoing review and publication and reflect the commitment to greater transparency and community engagement

Recommendation Status	Complete	Partially Complete	In Progress
	Not Started	No Assessment	

Summary

The City and County of San Francisco established the Healthy Streets Operations Center (partners), a collaboration of city agencies to address the city’s overall response to issues affecting the homeless community. The San Francisco Police Department has an integral role in the city’s response but does not drive the process. Through the HSOC, the partners work to ensure intelligence-led decisions are made with respect to the allocation of resources and services to the homeless. Daily review and evaluations allows the partners to adjust resources as necessary. The internal and external agencies provide long term evaluations of partner services to the homeless.

The response to this recommendation is designated as complete. The team and external partners will monitor this issue throughout our engagement to ensure the practice of using data to drive decisions regarding the homeless is institutionalized.

Compliance Measures		Status/Measure Met
1	Evidence of data collection and analysis to measure community policing effectiveness, particularly as it relates to the homeless community, and consistent with actions in Recommendations 39.1, 46.1 and 46.2.	√ Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
2	Evidence that analysis is ongoing and data and strategies are published in an accessible format.	√ Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
3	Evidence that data analysis results are used to drive strategic decisions.	√ Yes <input type="checkbox"/> No <input type="checkbox"/> N/A
4	Review or audit to ensure process is ongoing and drives continued improvement.	√ Yes <input type="checkbox"/> No <input type="checkbox"/> N/A

Administrative Issues

Compliance Issues



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Finding # 52: The SFPD has not fully engaged with all institutional and community partners to coordinate service provision to the homeless community.

Significant amounts of SFPD resources are directed at responding to issues involving the homeless community. The SFPD needs to assess and ensure that these resources are being used to their greatest value.

Recommendation # 52.3: The SFPD should engage in data collection and analysis to measure the effectiveness of strategies aimed at all community policing issues, particularly its response to the homeless community. The analysis should be part of an ongoing review and publication and reflect the commitment to greater transparency and community engagement.

Response Date: 11/16/2020

Executive Summary: The San Francisco Police Department is called to deal with a multitude of community problems however many of those problems are either non-law enforcement related or would be better resolved with the assistance of strategic partnerships.

Key community issues such as homelessness were generally dealt with SFPD officers being dispatched to make contact with the homeless individuals and reassessing the issue. Generally, non-emergency homelessness issues are low priority calls for service which means response times may be delayed for more pressing matters. Non-emergency homelessness issues may also not be a law enforcement issue and may require other services SFPD officers are not trained or equipped to handle.

As a model of strategic partnerships, on January 16, 2018, Healthy Streets Operations Center (H.S.O.C.) was activated in an effort to promote unity among city departments and external agencies to address homelessness across the city.

San Francisco Police Department, Department of Homelessness and Supportive housing, Department of Public Health, and Public Works take the lead in addressing homelessness across the city and helping people experiencing homelessness. In partnership with the City Controller's Office data is collected and analyzed to measure the effectiveness of strategies aimed at all community policing issues, particularly its response to the homeless community. The analysis shows an ongoing review and publication and reflects the commitment to greater transparency and community engagement.



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Compliance Measures:

1) **Evidence of data collection and analysis to measure community policing effectiveness, particularly as it relates to the homeless community, and consistent with actions in Recommendations 39.1, 46.1, and 46.2.**

For an example of evidence of internal data collection and analysis to measure, community policing effectiveness H.S.O.C. uses a monthly dashboard report to measure the progress towards objectives (See Attachments #1-5). The San Francisco Police Department's H.S.O.C. unit Operations section chief, along with the H.S.O.C. Management Team, reviews the dashboard to measure the productivity of H.S.O.C. overall and the individual officer's output. The section chief then ensures that the San Francisco Police Department H.S.O.C. staffing levels are adequate and deployed appropriately. The H.S.O.C. Management team reviews the dashboards to ensure that the appropriate resources and outreach efforts are being deployed appropriately and are effective.

The Dashboard is maintained by the City Controller's Office and it is published on the interactive Dashboards online at the City Controller's website (<https://sfgov.org/scorecards/H.S.O.C.>). The City Controller's Office uses this data to continually analyze the effectiveness of H.S.O.C, and all the city partners that work within the H.S.O.C. team. This information is used evaluate the effectiveness of outreach to the unhoused and that resources are available and being used appropriately. This data collection and analysis is continuous and ongoing.

The Dashboard is broken down into four sections:

1. **Intake:** This dashboard focuses on how H.S.O.C. receives and responds to service requests, and answers questions including:
 - How many service requests does H.S.O.C. receive?
 - How many calls on a given day does H.S.O.C. close? How long do calls stay open?
 - Which departments are responding to calls?
2. **Street Response:** This dashboard focuses on how H.S.O.C. engages with individuals on the street. Engagements may be related to call response or to proactive outreach. The dashboard answers questions including:
 - How many street engagements are occurring across departments?
 - How many street engagements result in a connection to services?
 - What is the service acceptance rate among engaged individuals?
 - How many planned Encampment Resolutions occur (multi-department response for large encampments)?



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- How many people are connected to services as a result of Encampment Resolutions?
 - What types of services are most individuals connected to?
 - How many bag & tags and/or seizures occur?
 - How many people are cited or arrested for illegal lodging or other violations?
3. **Tents and Vehicles:** This dashboard provides statistics resulting from tents and inhabited vehicle counts, which are conducted quarterly. The dashboard answers questions including:
- How many tents or structures are there? How many inhabited vehicles are there?
 - How effective is ERT at resolution? What does success look like for individuals (e.g., placement) vs. a location (e.g., re-encampment prevention)?
 - How many "large encampments" are there? How many "large vehicle encampments" are there?
 - How many "resolved" areas are re-encamped at the subsequent tent count?
4. **Service Connection:** This dashboard shows how H.S.O.C. connects individuals living on the street to services such as shelter, housing, healthcare and other resources.
5. **Neighborhood Conditions:** H.S.O.C. uses a variety of inputs to plan its proactive engagements. The Neighborhood Conditions tool uses a weighted array of factors to help indicate which neighborhoods may need to be prioritized for H.S.O.C. response. This tool is used informationally only and does not dictate H.S.O.C. activities. Factors focus on the health of individuals experiencing homelessness, locations where individuals tend to stay, and locations where other San Francisco residents may make service requests related to homeless individuals. Weighting is subjective and may be adjusted.
- 2) **Evidence that analysis is ongoing and data and strategies are published in an accessible format.**

Evidence that analysis is ongoing and data and strategies are published in an accessible format H.S.O.C. uses a monthly dashboard report to measure the progress towards objectives (See Attachments #1-5). The San Francisco Police Department's H.S.O.C. unit Operations section chief, along with the H.S.O.C. Management Team, reviews the dashboard to measure the productivity of H.S.O.C. overall and the individual officer's output. The section chief then ensures that the San Francisco Police Department H.S.O.C. staffing levels are adequate and deployed appropriately. The H.S.O.C. Management team reviews the dashboards to ensure that the appropriate resources and outreach efforts are being deployed appropriately and are effective.

The Dashboard is maintained by the City Controller's Office and publishes the interactive Dashboards online at the City Controller's website



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(<https://sfgov.org/scorecards/H.S.O.C.>).

Another example of evidence that analysis is ongoing and data and strategies are published in an accessible format is the daily H.S.O.C. conference calls, with each city partner involved in operations, including other government agencies (i.e. CHP, Caltrans) to discuss the most recent and upcoming outreach efforts. The phone calls discuss the effectiveness of the prior day's outreach and that day's morning outreach, including the successes and any need for additional outreach to specific areas. Then it is strategized amongst members of these phone call to plan outreach efforts for the next day, to ensure each partner is notified regarding location, current conditions and issues, and what resources will be needed to deploy. (See Attachment #6).

There is also a weekly conference call amongst managers of each city partner involved in operations that discusses any policy revisions, resources needed, updates on outreach efforts and results and to update each other on any issues particular to the individual city partner agency.

3) Evidence that data analysis results are used to drive strategic decisions.

Evidence that data analysis results are used to drive strategic decisions is the H.S.O.C. Dashboard. H.S.O.C. uses a monthly dashboard report to measure the progress towards objectives (See Attachments #1-5). The San Francisco Police Department's H.S.O.C. unit Operations section chief, along with the H.S.O.C. Management Team, reviews the dashboard to measure the productivity of H.S.O.C. overall and the individual officer's output. The section chief then ensures that the San Francisco Police Department H.S.O.C. staffing levels are adequate and deployed appropriately. The H.S.O.C. Management team reviews the dashboards to ensure that the appropriate resources and outreach efforts are being deployed appropriately and are effective.

The Dashboard is maintained by the City Controller's Office and it is published on the interactive Dashboards online at the City Controller's website (<https://sfgov.org/scorecards/H.S.O.C.>). The City Controller's Office uses this data to continually analyze the effectiveness of H.S.O.C, and all the city partners that work within the H.S.O.C. team. This information is used to drive strategic decisions and to evaluate the effectiveness of outreach to the unhoused and that resources are available and being used appropriately. This data collection and analysis is continuous and ongoing.

Another example of evidence that data analysis results are used to drive strategic decisions is the H.S.O.C. Daily Operation's call. The daily H.S.O.C. Operations Call occurs Monday-Friday, with each city partner involved in operations, to discuss the most recent and



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upcoming outreach efforts. The phone calls discuss the effectiveness of that day's outreach including the successes and any need for additional outreach to specific areas. Then it is strategized amongst members of these phone call to plan outreach efforts for the next day, to ensure each partner is notified regarding location, current conditions and issues, and what resources will be needed to deploy. (See Attachment #6). There is also a weekly conference call amongst managers of each city partner involved in operations that discusses any policy

4) Review or audit to ensure process is ongoing and drives continued improvement.

An example of an internal review or audit to ensure process is ongoing and drives continued improvement is the review of the "Healthy Streets Operations Center, A Case Study on Coordinating San Francisco's Response to Encampments and Street Behaviors" published by the City & County of San Francisco, Office of the Controller on March 19, 2019 (See Attachment #7). The report, in section four located on page 38, discussed the future strategies, tactics, and improvements H.S.O.C. would need to make. The report said H.S.O.C. needed to increase the use of data at the operational level to drive tactical planning, increase consistency in the operational response processes, create a performance management structure to help keep staff focused on achieving well defined results, the use of technology systems such as applications to help enhance work load, and lastly increasing transparency to address easier communication with the public. This information was used to improve outreach efforts to the unhoused and processes were put in place to ensure that we reached, or will reach these recommendations.

As an example of an external review or audit to ensure process is ongoing and drives continued improvement was when, at the end of 2019, the principals at H.S.O.C. joined in collaboration with Bloomberg/Harvard City Initiative to review and evaluate the operations at H.S.O.C. This was part of the review loop to evaluate the current policy and structure of H.S.O.C. towards the goal of improving operations and outreach efforts. Due to COVID 19 the collaboration with Bloomberg/Harvard was redirected to evaluate the changes needed due to the pandemic. The report was revised to meet the new impacts that COVID-19 was unleashing on the City and County of San Francisco. The mission of the report was to have City departments and community partners, coordinated through the Healthy Streets Operations Center, work to improve conditions in the public spaces and reverse the growth in unsheltered homelessness caused by COVID-19. Updated on July 9, 2020, Bloomberg/Harvard City Leadership Initiative prepared the "Healthy Streets Operation Center, A healthy San Francisco for everyone" report (See Attachment #8). The report set forth three goals:

1. To reduce the number of unsheltered homeless individuals.
2. To improve health and safety in public places, especially in highly impacted neighborhoods.
3. To advance H.S.O.C. operations so the collaboration can reduce the use of the San Francisco Police Department resources so that they could be used elsewhere during the pandemic.



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On October 16, 2020 a revised report from the Bloomberg/Harvard City Leadership Initiative was presented to the Mayor's office with some changes to the H.S.O.C. goals and a list of tasks were developed (See Attachment #9). A total of 15 tasks were given to the working group, including tasks to "develop resources needed to fulfill H.S.O.C.'s mission", "implement a plan to reduce unsheltered homelessness to below 5,200 people by January 2021", "Identify service gaps citywide", and "Establish clear metrics, and improved system for data collection and accountability tracking". A status report of our current efforts was included in the report with steps that should be taken to ensure continued improvement.

On 11/12/2020 during a prescreen call with Hillard Heintze and California Department of Justice to discuss Recommendation # 52.3:

Recommendation 52.3: The SFPD should engage in data collection and analysis to measure the effectiveness of strategies aimed at all community policing issues, particularly its response to the homeless community. The analysis should be part of an ongoing review and publication and reflect the commitment to greater transparency and community engagement.

The draft package specifically discussed the Healthy Streets Operations Center (homelessness-related community policing initiative) and Cal DOJ asked Hillard Heintze whether SFPD needed to discuss data collection and analysis with respect to other community policing issues. Hillard Heintze clarified that this recommendation and Finding 52 relate specifically to homelessness so SFPD's focus on HSOC was sufficient.

For Compliance Measure 4 (Review or audit to ensure process is ongoing and drives continued improvement), SFPD will spell out more clearly how the July 2020 report by Bloomberg/Harvard constituted a review or audit to ensure that data collection and analysis is ongoing and drives continued improvement. SFPD noted that the HSOC team has taken into consideration the Bloomberg/Harvard evaluation and has taken steps since then to improve its practices. SFPD will also note in the revised Form 2001 the role that the City Comptroller's office has played in ensuring that data collection and analysis is ongoing.

Response:

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Attachments:

- Attachment #1 H.S.O.C. Intake Dashboard Report
- Attachment #2 H.S.O.C. Street Response Dashboard Report
- Attachment #3 H.S.O.C. Tents and Vehicles Dashboard Report
- Attachment #4 H.S.O.C. Service Connection Dashboard Report