



*SAN FRANCISCO
DEPARTMENT ON THE
STATUS OF WOMEN*

December 2019

PATHWAYS TO PROMOTION

*A Gender Analysis of the San Francisco
Police Department*



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Acknowledgements

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This gender analysis could not have been completed without the cooperation and good faith of the San Francisco Police Department, especially Chief William Scott, Assistant Chief Robert Moser, and Lieutenant Nicole Jones. We thank all the SFPD staff who helped compile data in response to the many questions asked of them. Special appreciation also extends to the sworn women who shared their experience and suggestions through focus groups and interviews. This project was informed by the participation of the Police Officers Association Women's Action Committee, who provided input throughout the process to assist in the formulation of the questions, review of the findings, and development of the recommendations. We are sincerely grateful for their time, expertise, and support of this work. Lastly, we thank the Department of Human Resources, and Janie White in particular, for their comments, suggestions, and feedback.

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CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT ON THE STATUS OF WOMEN

Under San Francisco's landmark 1998 Women's Human Rights Ordinance to implement the principles of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), our Department has conducted gender analyses of 11 City departments and programs as a preventive tool to identify and address gender disparities. These studies have also served to keep the City informed, accountable, and purposeful in promoting the rights of women and girls. I am proud to share with you this most recent gender analysis of sworn women's advancement in the San Francisco Police Department (SFPD).

This departmental gender analysis differs from others in its depth, focus, and design. The following report focuses solely on employment issues facing sworn members of the SFPD. From the beginning, we worked side by side with police women. We heard their concerns around a range of SFPD matters, including hiring, assignments, promotions, training, recognition, and other important areas, and worked closely with SFPD leadership to assess data and practices for gender equity. Sworn women participated in the study to help refine the questions, understand the results, and capture their experiences in focus groups and interviews. We owe a debt of gratitude to the dozens of sworn women who gave their time, stories, and ideas to improve the SFPD for themselves, their colleagues, and future policewomen. We also incorporated the larger context of research around women in male-dominated professions, and police forces in particular. The issues facing sworn women in San Francisco are not unique, but we are uniquely positioned to address them.

As the following report illustrates, sworn women in the San Francisco Police Department are rising in the ranks and pursuing leadership positions, yet they also continue to face barriers to opportunities that would help advance their careers. A greater proportion of women than men are working in administrative units and very few women serve in specialized units. These realities reflect gender stereotypes that can affect the types of training opportunities received, the awarding of commendations, and the recruitment of more women to the field. Addressing these issues not only serves to increase gender equity within the SFPD, but also to improve the field of policing and the safety of San Francisco as research finds that women are well suited to police work, better able to neutralize escalating situations, and less likely to use excessive force.

The openness of Chief William Scott and his team to participating in this analysis and hearing the concerns of women in the SFPD demonstrates an important opportunity for improvement and change. The SFPD has already implemented a number of initiatives to address gender and racial equity since the start of data collection, analysis, and developing recommendations. Further, the Commission and Department on the Status of Women stand ready to work together with the SFPD to ensure that San Francisco lives up to its promise to eliminate all forms of discrimination against women.

Sincerely,

A handwritten signature in black ink, appearing to read 'Emily M. Murase'. The script is fluid and cursive.

EMILY M. MURASE, PHD
DIRECTOR



CITY AND COUNTY OF SAN FRANCISCO
POLICE DEPARTMENT

RESPONSE FROM THE SAN FRANCISCO POLICE DEPARTMENT

The San Francisco Police Department appreciates the opportunity to provide an overview of efforts made in the last few years to improve the disparity that currently exists in regard to gender. The Police Department plans to respond in more depth to each of the recommendations contained in this report upon its release.

In 2016, as part of its assessment, the United States Department of Justice commended the San Francisco Police Department for its diversity in overall staffing as it relates to race/ethnicity. However, when reviewing the figures for gender, there is a definitive gap between the number of male and female sworn police officers.

Although efforts in this arena have been ongoing for more than a decade, over the past three years, the Police Department analyzed its current organization-wide diversity initiatives related specifically to recruiting, hiring, and retaining a diverse and high-performing workforce.

As a result, there was a reorganization of staff responsible for recruitment, hiring, staff development, and personnel deployment under one command: the Administration Bureau.

This shift of responsibilities consolidated and streamlined efforts of several department units (Recruitment Unit, Background Unit, Training/Academy Division, and Staffing and Deployment Unit) as well as allowed for better coordination for recruitment and hiring strategies between the Department of Human Resources (DHR) and the Police Department.

To meet the need for qualified applicants to fill future upcoming academies, DHR established a process which allows for the hiring of sworn police officers to be on a continuous basis. As part of the effort to recruit a diverse workforce, recruitment activity strategies were developed with an emphasis on targeting underrepresented groups. From recruitment outreach to making contact with individual applicants, staff has assisted hundreds of candidates prepare for the rigorous testing and background process required for sworn police officers.

In the past year, staff diversified recruitment strategies to include traditional as well as non-traditional forums to acquaint potential applicants to the hiring process. Several advertising campaigns were adopted to announce the continuous hiring for police officers, including several geared toward attracting female applicants to apply. The "We Can Do It" campaign was designed to highlight the determination and strength of women in law enforcement and to celebrate the accomplishments of our members since the first SFPD female officer joined the ranks in 1975.

During recent assessments of the hiring process, studies indicate that applicants are eliminated for several reasons. Making direct contact with applicants identified common concerns expressed by candidates related directly to the strenuous testing and application process. Staff developed a series of preparation assistance strategies including "boot camps" to help individuals prepare for the physical agility test. The Recruitment Unit also offers test preparation sessions for the written test as well as the oral board interviews.

Although female applicants continue to pass the written test at the same rate as males, there was a significant disparity in the passage rate of the physical agility test for females, specifically the trigger pull. As a result, in July 2017, modifications to the testing process were made and the trigger pull was replaced with a grip strength test which has resulted in a higher rate of passage for female applicants.

To address concerns and issues facing women in law enforcement, especially as they relate to advancement opportunities, an advisory group was formed in 2017. Hosted by the Chief's Office, informational meetings open to all members of the Police Department are now coordinated as a means to listen to and gather ideas on how to encourage females to seek higher opportunities, including promotions.

As a result of input from the Women's Advisory Forum, the Police Department has sent members to trainings/conferences to gather information regarding female officer recruitment and retention including the International Association of Chiefs of Police conferences, the International Association of Chiefs of Police Women's Leadership Institute, the National Association of Women Law Enforcement Executives 23rd Annual Conference, the Bay Area Women's Summit, and the City's Empowerment 2020 Conference.

In April 2018, the Police Department formed the Staffing and Deployment Unit (SDU) to be a centralized and impartial unit that collects, maintains, and analyzes personnel data. Its goals are to inform and realize staffing decisions, create repeatable and transparent staffing-related processes, and serve as the repository for all staffing-related information and data. With personnel data now centralized and easily accessible, staff is able to monitor demographic trends and organizational diversity, conduct barrier analyses, and provide key information to decision makers.

SDU has prioritized the comprehensive tracking of the Police Department's demographic data. Through the creation of new systems and modifications to existing ones, SDU is now able to track the employee history of a particular position in order to monitor demographic goals as well as determine the position history of a particular employee in order to track their professional development. Additionally, demographic data, assignment data, and rank data are now combined in interactive dashboards that Command Staff can utilize to monitor trends and goals and glean any necessary information for staffing decisions.

The efforts listed above highlight just a few of the many initiatives the Police Department has undertaken to prioritize and improve diversity within the department. Data is being analyzed on an ongoing and regular basis to help inform decisions, identify which strategies are successful, and provide direction as to where the Police Department can improve and grow. Significant effort is being poured into the development and execution of new strategies with the focus on furthering diversity and equity.

San Francisco Police Department

December 12, 2019

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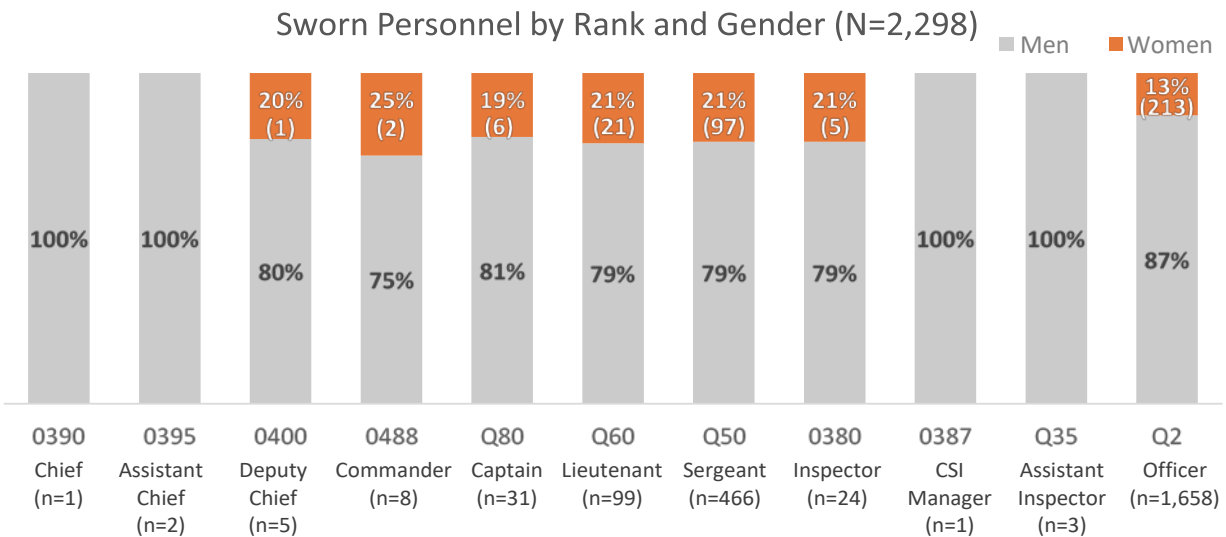
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Executive Summary

The San Francisco Department on the Status of Women conducted a gender analysis of the opportunities and barriers for women's advancement in the San Francisco Police Department (SFPD) through extensive analysis of internal data, focus groups and interviews with sworn women, and a review of additional research and literature. The objective of this gender analysis was to help ensure sworn women have equal opportunity and access to promotion and advancement opportunities as their male peers. The data and findings reflect a point in time and serve to surface ongoing issues and identify areas where gender equity has improved. Research finds that women are well suited to police work, better able to neutralize escalating situations, and less likely to use excessive force than men.¹ Increasing women's representation in hiring, patrol, and leadership is not only the right thing to do for gender equity but also can improve the work of the SFPD.

Main Findings

Women made up 15% (345) of the SFPD's nearly 2,300 sworn personnel in May 2018, comparable with other police departments across the state. White women comprised about half of all sworn women, while about 20% were Latinx women, 13% were black women, and 10% were Asian women. Notably, Asian women are above parity with their participation in the law enforcement labor force, making up 2% of sworn members, but not well represented considering they are 19% of the overall San Francisco population.



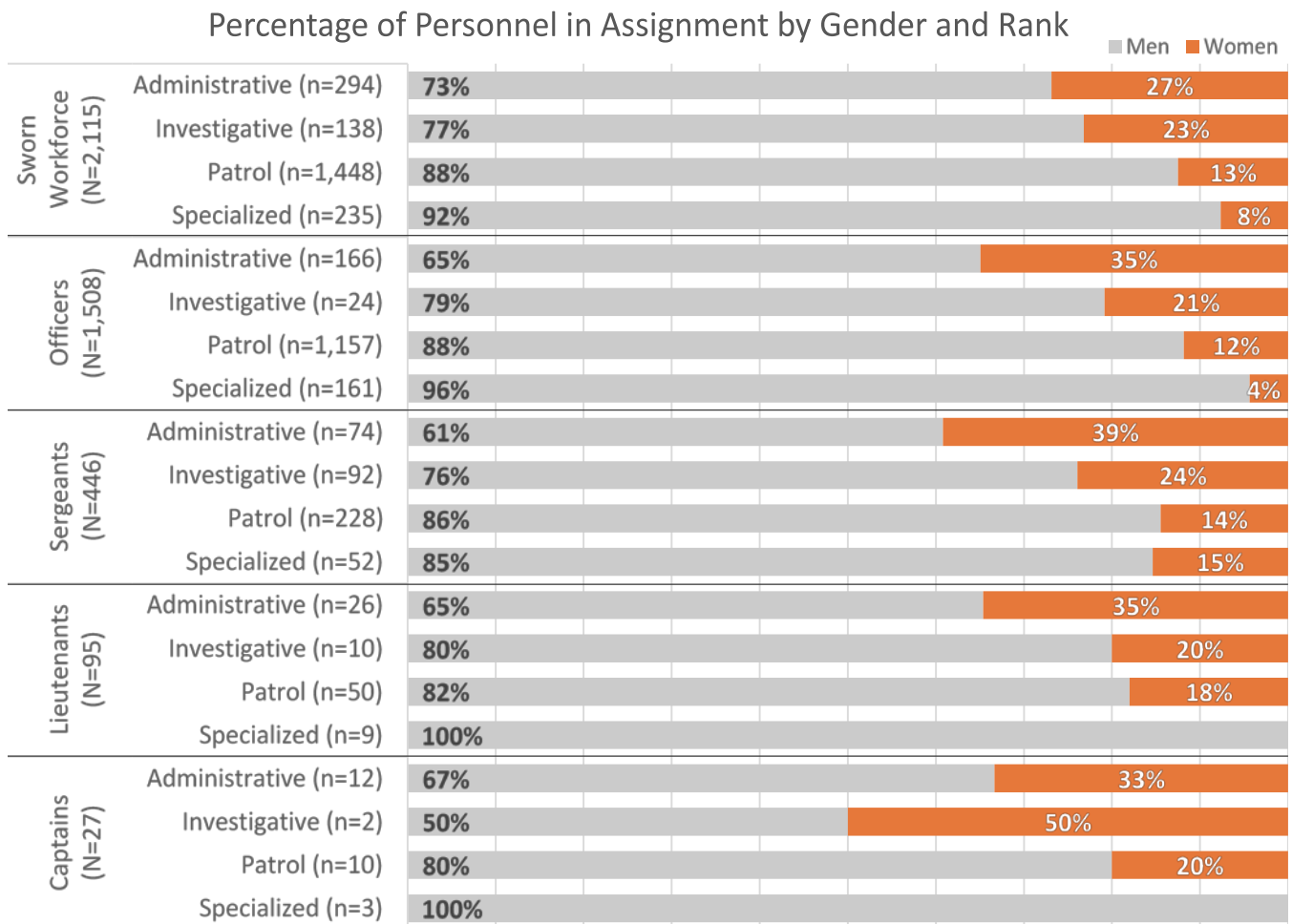
Source: San Francisco Police Department, May 2018.

Sworn women have been advancing through the ranks of the SFPD. Women comprised 13% of Officers and around 20% of the next highest ranks of Sergeant, Lieutenant, and Captain. Two out of the eight Commanders were women and one out of the eight executive positions of Deputy Chief, Assistant Chief, and Chief was held by

¹ Joseph Balkin, "Why Policemen Don't Like Policewomen," *Journal of Police Science & Administration*, (1988). Dr. Kim Lonsway, Margaret Moore, Chief Penny Harrington, Eleanor Smeal and Katherine Spillar, "Men, Women, And Police Excessive Force: A Tale of Two Genders," *National Center for Women & Policing* (2002).

a woman. However, the higher ranks had fewer women of color. White women filled seven out of the nine positions held by women from the rank of Captain and above, while black women held the other two.

While women were represented across the ranks at or above their overall proportion in the SFPD workforce, sworn women identified unit assignments as a major barrier in developing skills and gaining experience that created a pathway to leadership positions. They reported that where women work in the SFPD often aligned with gender stereotypes and attitudes that women belong behind a desk rather than on the street. Grouping units by primary function and skills, assignments fell into four categories: administrative, investigative, patrol, and specialized. Women more often worked in administrative or investigative assignments. Meanwhile, men were assigned to patrol or specialized units in far greater numbers than women. These disparities held true for nearly every category at every rank. Even within the 13% of women in patrol units, many sworn women felt that they were more likely to be asked to serve in administrative roles at the station. Meanwhile, some sworn women believe that getting into specialized units is nearly impossible.

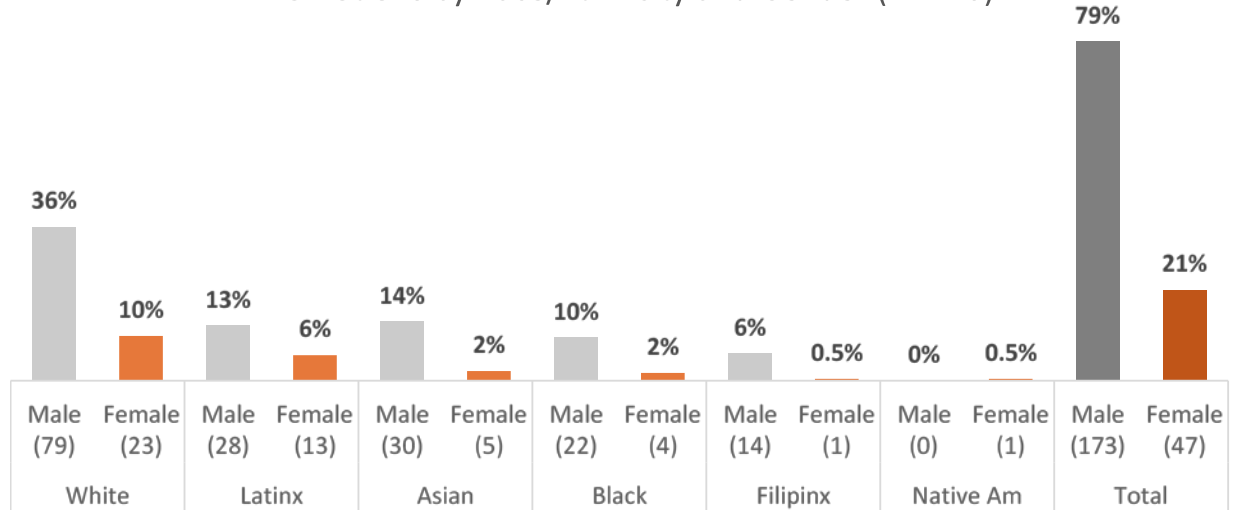


Source: San Francisco Police Department, May 2018.

Overall, sworn women were promoted at rates proportionate to their availability in the workforce in recent years. Out of all sworn women, 14% were promoted compared to 9% of sworn men over the past three years. Across nearly every rank, women had high success rates for promotion. This was especially visible in 2017, when more than half of those promoted were people of color and more than one-quarter were women. These

promotions were evidence of the SFPD's commitment to recruitment and retention strategies that include diverse groups, as well as the quality of the diverse candidates within the sworn workforce.

Promotions by Race/Ethnicity and Gender (N=220)

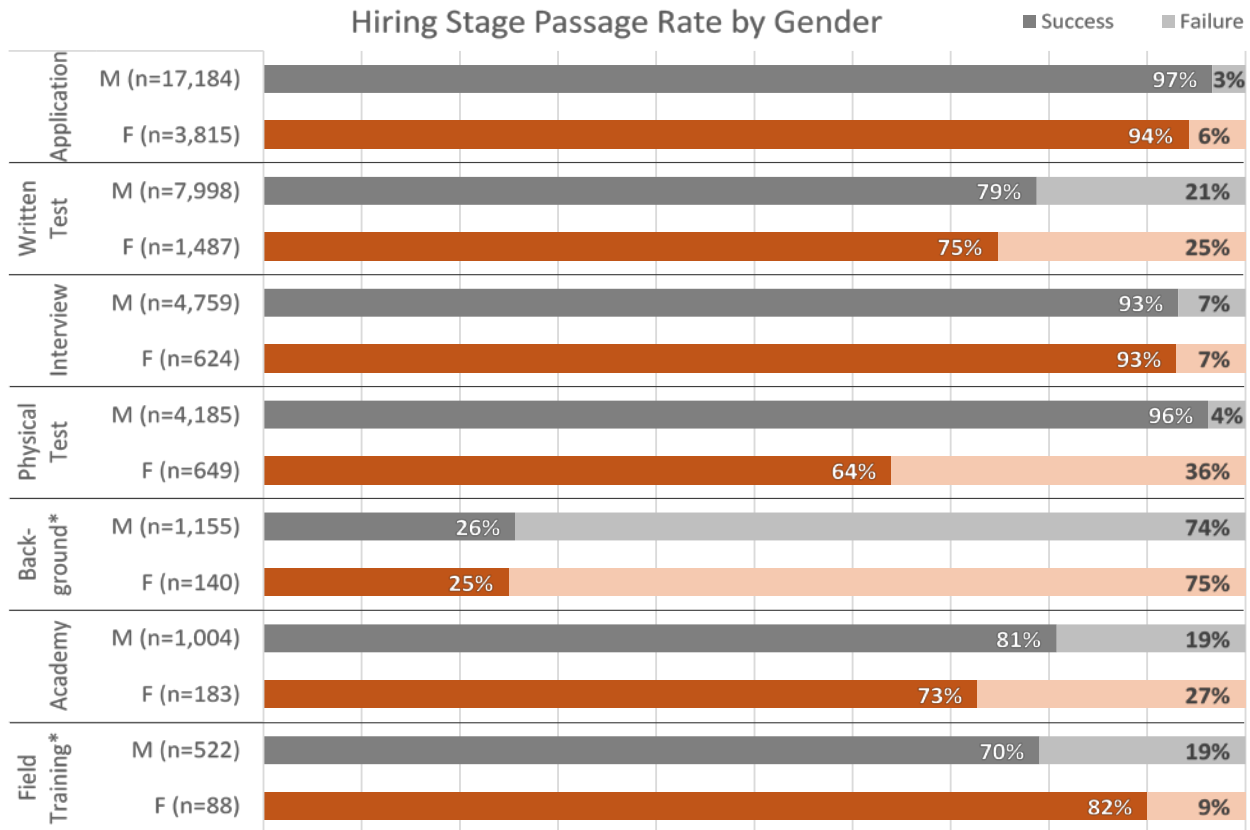


Source: San Francisco Police Department, 2015-2017.

However, the disparities in assignment and the larger proportion of women in administrative units continued through promotions. Not only were a greater proportion of women than men assigned to administrative units upon promotion, their percentages increased in subsequent assignments while the percentages remained substantially the same for sworn men. For specialized assignments, the reverse was true.

The challenge of increasing the number of women throughout the ranks at SFPD begins at the hiring stage, where only 17% of applicants were women. This falls slightly below the availability of women in the relevant labor pool (21%), however it is much less than their representation in the San Francisco population (49%). Slightly fewer women passed the application and written test than men. The physical test had the largest gender gap, with nearly all men successfully passing the test compared to less than two-thirds of women. Women also struggled more than men in the Academy where 73% of women successfully completed training compared to 81% of men. A major challenge for women was the Emergency Vehicle Operations Course, which was the reason nearly one-third of female recruits did not complete the Academy. However, one bright spot was that for women who made it through the Academy, they completed Field Training at greater rates than men.

SFPD has taken some steps to discover and address implicit gender bias in its selection process. Actions such as changing the physical ability test by replacing the trigger pull with a grip strength test shift the focus to testing ability rather than task specific experience. Following changes to the selection process, the Department of Human Resources found that applicant pass rates for women have increased since 2013.

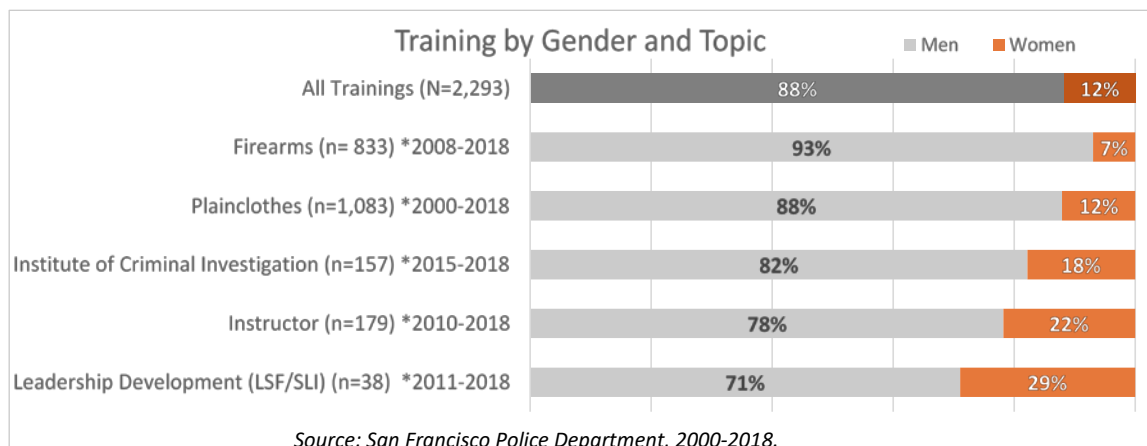


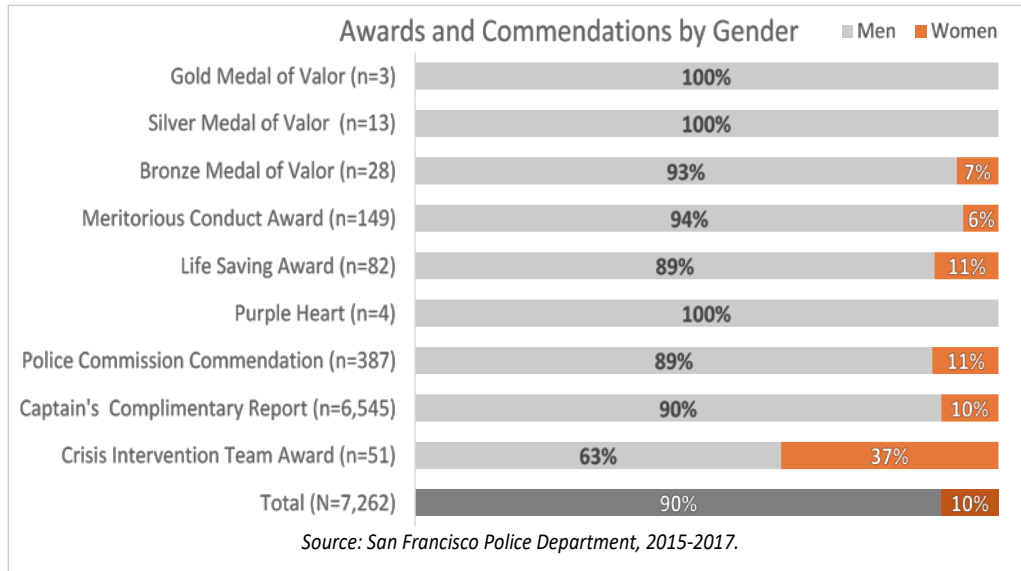
Source: San Francisco Police Department, San Francisco Department of Human Resources, 2012-2018.

*Note: Background data from May 2016-December 2017, Field Training data from 2015-2018.

Nevertheless, sworn women reported disparities in the treatment of women after hire. The interplay between assignment and opportunity for sworn women was further expressed through training and commendation inequities. While the SFPD made leadership development training particularly accessible to sworn women, sworn women made up just 12% of participants in plainclothes trainings and 7% of those in firearms, which are most relevant for patrol and specialized unit assignments. Only 58 sworn women completed firearms trainings in the past decade, compared to 775 sworn men. Sworn women reported a culture at certain stations that discouraged participation in training and a lack of transparency and communication about available training opportunities. Those who were on administrative assignments were sometimes denied requested training

because it was perceived they did not need it, and those on patrol were denied training due to staffing constraints.



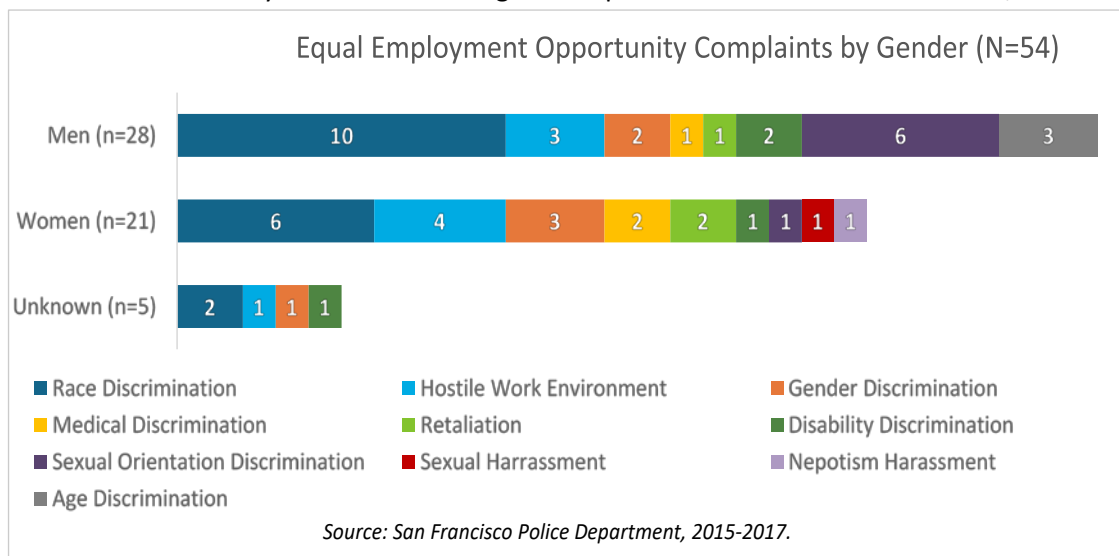


Patrol and specialized unit assignments are also where acts of bravery are more commonly called for, resulting in recognition in the form of awards and commendations. Only one out of ten commendations and awards in the past few years went to women and no women received the highest levels of awards (Gold

and Silver Medals of Valor). White women received more than half of the recognitions awarded to sworn women, and two-thirds of the 44 Police Commission Commendations sworn women received. Similarly, white men also received more than half of all recognitions awarded to sworn men and even more so among the higher-level awards. While the SFPD includes many people in the review process for awards and commendations, sworn women reported a lack of consistency in what acts are deemed worthy of recognition and a tendency toward valuing physical abilities and conduct traditionally associated with masculine behavior. The newly created Crisis Intervention Team awards were welcomed by sworn women, yet many felt they were not regarded as highly as other types of recognition.

Data on discrimination complaints revealed more race discrimination complaints than gender-based complaints. This was the case for both sworn men and sworn women. On the whole, a greater number of sworn women (8) than men (5) reported sexual harassment, hostile work environment, and gender discrimination. Veteran sworn women from all backgrounds had stories of being ignored, personal property vandalism, and having their qualifications questioned for reasons they attributed to being female police officers. On the other hand, several

sworn women with less tenure had not experienced this type of behavior, and nearly all sworn women agreed that the culture towards women was improving.



Overall, sworn women who participated in the focus groups and interviews were highly motivated to serve their community, do their job to the best of their abilities, and advance to leadership positions. They also expressed frustration at perceived double standards when it came to expectations of sworn women compared to men. Sworn women felt they had to prove themselves again and again to be taken seriously and afforded the same opportunities as sworn men. Some reported that doors to opportunities were closed to them no matter how hard they worked. While they acknowledged that the SFPD had improved for women in many ways, they believe opportunities exist for greater equity in hiring, assignments, training, recognition, and senior leadership. Eliminating gender bias and stereotypes in the SFPD can also have broader impacts from increasing the recruitment of diverse candidates to an improved response to violence against women and reducing incidents of excessive force. Efforts to advance gender equity are proven to create a more just and equitable society for all.

Recommendations

I. Establish formal and informal means of support and guidance for female officers.

Many sworn women, especially new officers, highlighted mentorship as an important way to address feelings of isolation associated with being the only woman, or one of a few women, on a shift. They also desire more opportunities for information sharing and guidance to help navigate the professional and social experience of being women police officers.

II. Increase diversity in assignments and diversify units.

Without diverse experiences, sworn women cannot be as competitive for advancement opportunities as their male counterparts. Further, expanding the knowledge of all sworn personnel will strengthen the workforce. To do so, it is necessary to be intentional and consistent with efforts to monitor assignments for gender bias, including administrative positions at stations, and to develop strategies for increasing the number of women in specialized units.

III. Implement recruitment strategies to attract diverse candidates, promote transparency, and expand communication in the hiring process.

Increasing the number of women in the SFPD must begin before the hiring, application, and training process. As early as pre-school, the department can promote policing as a viable career choice for women. Creating a home workout video series, evaluating the background checking process, physical test, and driving course for bias, and increasing communication with applicants will better support women and other diverse candidates going through the selection process.

IV. Increase transparency and communication in promotions.

Many sworn women desired greater feedback and guidance on how to reach their career goals, especially for those units that are traditionally dominated by men.

V. Encourage professional development and ensure equity in training opportunities.

Improved communications and encouraging professional development and training opportunities will equalize access career development opportunities. Monitoring the denial of training as well as the completion of training will to help identify and address the barriers and challenges facing sworn women.

VI. Enforce completion of performance reviews and review potential bias in commendations.

Sworn women's contributions to the SFPD are likely to be overlooked without consistent performance reviews and equity in commendations and awards. Further, updating the system for conducting performance reviews will benefit the entire department.

VII. Increase flexibility and transparency in scheduling.

Equalizing access to overtime opportunities, increased notice before transfers and schedule changes, and encouraging men to utilize policies for scheduling flexibility will reduce the stigma and bias against sworn women associated with being caregivers.

VIII. Address specific needs of women and implementation of accommodation policies.

Issues of pregnancy, lactation, and menopause often require women to modify many aspects of their lives including in the workplace. While federal, state and local laws guarantee accommodations and protections for pregnant and lactating women, sworn women expressed concern about damaging their reputations or career development to accommodate these life changes. Involving more women in developing policies and procedures around pregnancy and lactation accommodation, leaves, and uniform and equipment standards will ensure that the SFPD serves the specific needs of sworn women.

IX. Foster a culture of equality and inclusion.

Women in traditionally male-dominated fields face incredible hurdles just to do their job—from higher rates of harassment to stereotyping and work-identity conflict. Fostering an inclusive workplace culture and addressing disparities requires leadership to remain intentional and prioritize inclusion throughout the organization.

Introduction

In 1998, San Francisco passed a local ordinance reflecting the principles of the United Nations' Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), also known as the "Women's Human Rights Treaty." The San Francisco CEDAW Ordinance requires City government to take proactive steps to ensure gender equality, specifying *gender analysis* as a preventive tool to identify and address discrimination. Since then, the Department on the Status of Women (DOSW) has conducted gender analyses of 11 City departments and programs and has helped the City remain informed, accountable, and purposeful in promoting the rights of women and girls. In response to general concerns voiced by sworn women regarding a lack of equal advancement opportunities, in June of 2017, the DOSW initiated a gender analysis of the San Francisco Police Department (SFPD). The analysis focused on employment issues. This report is the result of that effort.

The San Francisco CEDAW Ordinance defines discrimination as including, but not limited to:

Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women...of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.²

It further establishes the right of women and girls to the same opportunities for employment, promotion, job security, work conditions, pay for work of equal value, and protection of health and safety as men and boys.

In a gender analysis, it is important to note the difference between a person's sex and a person's gender. Sex is characterized as the biological difference between the male and female body. Gender is a term that encompasses the roles and responsibilities of women and men that are created in families, social institutions, and culture. Moreover, gender does not necessarily align with a person's sex as assigned at birth. This gender analysis made efforts to include transgender and non-binary sworn personnel in assessing gender equality; however, all personnel were categorized as either female or male in the data provided by the SFPD. Further, gender equality cannot be achieved without addressing racial inequality. Data was analyzed by race and gender whenever available, and inequities were reported where found for any group.

Throughout the report, issues of gender roles, gender stereotypes, and gender and racial bias are discussed. As such, it is helpful to understand that historical divisions of labor by gender and continued differences in work, activities, and responsibilities in the home between men and women (gender roles) have informed individual and societal beliefs about men's and women's attributes and personality traits. Further, these attributes and traits are often generalized to an entire group creating stereotypes. Research has found that gender stereotypes impact individual and societal perceptions of men's and women's abilities and achievements leading to gender bias. For example, a woman deemed as highly qualified may be judged as competent as a man, yet is still liked less and less likely to be hired than a man of similar qualifications. Gender stereotypes are learned early and reinforced regularly through the media so that even when individuals and organizations believe in gender equality, these values do not always result in corresponding behaviors and actions. Gender bias is so engrained that women, too, often hold onto implicit associations of men with the workplace and women with family.

² San Francisco Administrative Code Chapter 33.A.

Women also are more likely to negatively view women in positions of power. Additionally, individuals are not viewed by gender or race alone, but rather gender is racialized and race is gendered leading to differing sets of stereotypes and operations of bias for women of color.³

It is also important to understand the difference between gender equality and gender equity. The terms are often used interchangeably, but they are not one and the same. Gender equality means that women and men enjoy the same status, conditions, and opportunities. Gender equity applies to the development of policies and the distribution of resources to redress historic discrimination and enable people of all genders to achieve full equality with cis (non-trans) men in practice. Equity can be understood as the means, and equality as the end.

Background

The San Francisco Police Department's mission is to be:

Committed to excellence in law enforcement and ...dedicated to the people, traditions and diversity of our City. In order to protect life and property, prevent crime and reduce the fear of crime, we will provide service with understanding, response with compassion, performance with integrity and law enforcement with vision.⁴

There are six bureaus organized within the SFPD: Administration, Airport, Field Operations, Investigations, Special Operations, and Strategic Management.⁵ In Fiscal Year 2017-2018, the SFPD's annual budget was \$583,289,269, with funding for 2,993 full-time employees, of which 81 percent were sworn law enforcement officers, while the remaining 19 percent were civilian personnel. The SFPD is led by a Chief of Police, currently William Scott, and overseen by the seven-member Police Commission appointed by the Mayor and Board of Supervisors. The Commission sets policy and manages discipline cases involving police misconduct as charged by the Chief or the Department of Police Accountability (formerly the Office of Citizen Complaints).

Women's history in policing dates back more than a century. In the United States, the first woman sworn to uphold the duties of a police officer was Lola Baldwin in Portland, Oregon in 1905.⁶ Nonetheless, the role of a police officer typically remains associated with masculine traits. In 1973, a lawsuit charged that the SFPD discriminated against women, people of color, and immigrants in hiring and promotions. At the time, minorities made up 14 percent of the police force and women were 4 percent, compared to Census data showing a minority population of 29 percent and 52 percent women in San Francisco.⁷ The lawsuit was settled by a consent decree in 1979, which required the City to employ good faith efforts to achieve specific goals for the employment of women and minorities in the SFPD, and prohibited the use of selection methods that had an adverse impact on women and minorities unless the City proved they were valid. As a result of the consent

³ Perception Institute, "The Science of Equality, Volume 2: The Effects of Gender Roles, Implicit Bias, and Stereotype Threat on The Lives of Women and Girls" (October 2016).

⁴ San Francisco Police Department, "Mission Statement," <http://sanfranciscopolice.org/mission-statement>.

⁵ The SFPD Bureaus changed during the course of preparing this report, adding a sixth bureau that is reflected in this list.

⁶ National Center for Women and Policing, "History of Women in Policing."

⁷ Susan Sward, "S.F. Police Dept. Consent Decree to End/All Parties Now Agree on Hiring and Promotion," *San Francisco Chronicle* (October 2, 1998), and U.S. Census Bureau, 1970, retrieved from <http://www.bayareacensus.ca.gov/counties/SanFranciscoCounty70.htm>.

decree, the SFPD made a deliberate effort to recruit minorities and women with a large degree of success. The representation of minorities more than doubled to 37 percent and the percentage of women increased to 16 percent over the consent decree period from 1979 to 1998.⁸

A major challenge for the City and County of San Francisco, and other public employers seeking to diversify their workforce, is Proposition 209. It was adopted by California voters in 1996 to prohibit “preferential treatment” on the basis of sex, race, or ethnicity in public employment, education, and contracting.⁹ This measure effectively bans affirmative action programs that were designed to bring greater ethnic and gender diversity to the workplace and college campuses. Although public employers are forced to walk a fine line with regard to proactive measures to hire diverse candidates under Proposition 209, the City is not prohibited from setting goals, dedicating efforts, or reviewing policies and procedures to eliminate bias and increase diversity.

This study examines the status of women in the SFPD at a specific point in time. Over the last 50 years, the representation of women in higher education, male-dominated professions, and leadership roles has increased. However, barriers remain for women in nearly every job and industry across the workforce. We acknowledge that the historical context is important and also that significant changes have been made within the SFPD and the culture at large for women and gender equity in the workplace. This report highlights areas of progress and identifies ongoing challenges with the aim of further advancing equality for all.

Methodology

Using the CEDAW framework, the DOSW adapted its gender analysis guidelines to specifically address issues of employment and advancement within the SFPD with input from an advisory committee of sworn women.¹⁰ The DOSW submitted a request to the SFPD for data to respond to gender analysis questions in May 2018. The SFPD provided raw data for nearly all areas of inquiry and shared limitations where they existed. It should be noted that in most cases, the DOSW requested data from the three previous years. However, the SFPD provided a decade or more data for some topics and others were only available for a single year. Census data from the American Community Survey provided a comparison to the SFPD internal data for population and labor force statistics. Academic and historical research added additional context to the findings and recommendations.

Given the small numbers of women and officers of color, especially in some ranks and units, the addition or subtraction of a few individuals had a large impact on percentages. Therefore, charts, graphs, and descriptions of quantitative analysis include raw numbers as much as possible to provide a more accurate interpretation of the results. Nonetheless, the large disparity between the numbers of men and women and individuals of certain racial groups necessitates the use of percentages for comparison with the largely white, male workforce.

To bolster the quantitative analysis, the DOSW held focus groups, received written comments, and conducted interviews with a total of 45 sworn women in June and July of 2018. These participants reflected the diversity of

⁸ Susan Sward, “S.F. Police Dept. Consent Decree to End/All Parties Now Agree on Hiring and Promotion,” *San Francisco Chronicle* (October 2, 1998).

⁹ “Analysis of Proposition 209,” Voter Information Guide Archive, <http://vigarchive.sos.ca.gov/1996/general/pamphlet/209analysis.htm>.

¹⁰ The gender analysis guidelines are available at the San Francisco Department on the Status of Women, <https://sfgov.org/dosw/node/369>.

sworn women as 25 percent were Latina, 23 percent were black, 5 percent were multiracial, 10 percent were Asian/Pacific Islander, and 38 percent were white.¹¹ They held a range of assignments and nearly half (45%) were Officers, 35 percent were Sergeants, 15 percent were Lieutenants, and 5 percent were Captains. Quotes from these participants appear in the report to highlight the experiences of sworn women. However, it is important to avoid making broad generalizations from these anecdotes as their experiences were not universal.

This report used the racial and ethnic categories provided by the SFPD with minor modifications. The DOSW chooses to use Latinx rather than Hispanic, as it describes a broader population and is typically preferred by communities of Latin-origin in California. Latinx is a recent variation of the term Latino to be more gender expansive. The SFPD data identified some individuals as Filipino, and for gender expansion, term Filipinx was used. On rare occasions where individuals were categorized as Pacific Islander, the DOSW used Filipinx for consistency. Additionally, the SFPD uses the term American Indian while the DOSW prefers Native American. Lastly, where race was categorized as “Unknown,” those individuals were added to the category “Other” to simplify analysis, unless no individuals were identified as “Other” and in those instances they remain as “Unknown.”

The analysis of assignment relies on an assessment of the type of work performed in a unit as well as the skills and training required of personnel to qualify for entry into a unit. These categories were determined by DOSW with input from sworn women based on the function, requirements, and experiences of sworn personnel within the unit. The units within each category do not necessarily align with SFPD’s determination of which units are administrative, investigative, and specialized. Page 69 in the Appendix shows the units and demographics within each assignment category.

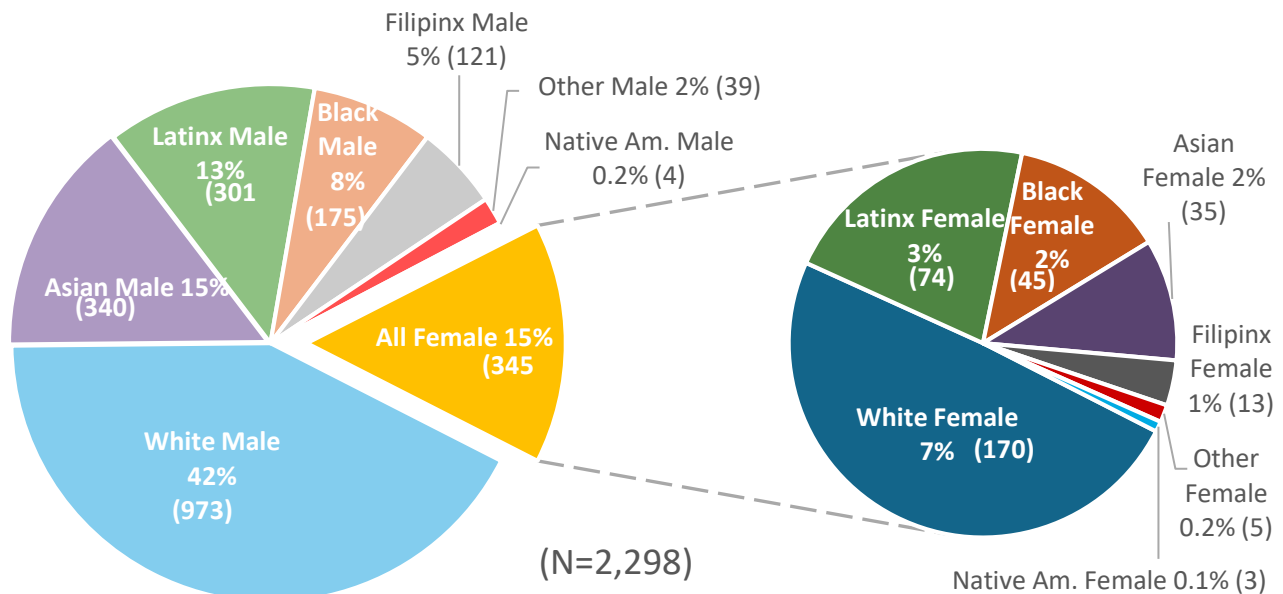
¹¹ Total adds up to more than 100% due to rounding.

Findings

Demographics

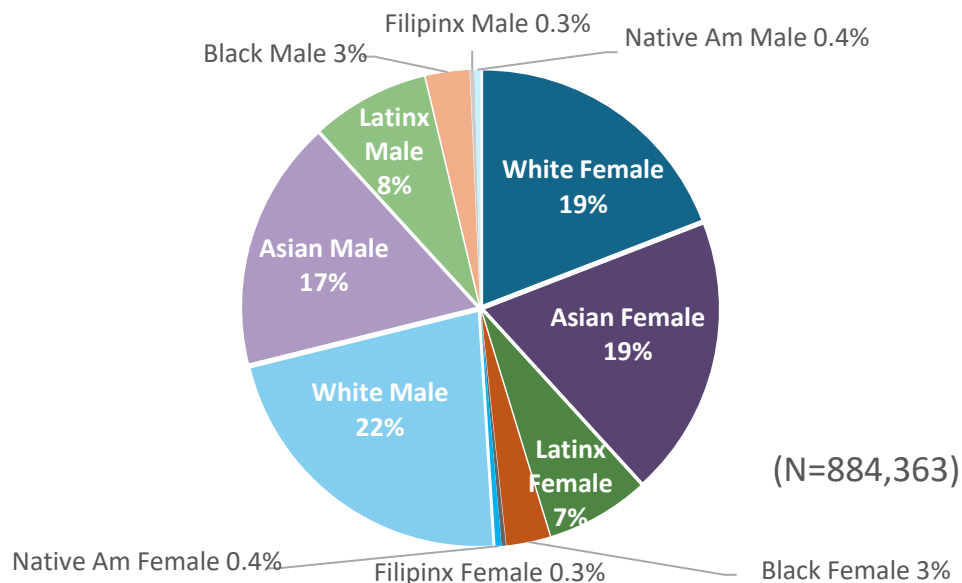
As of May 2018, the SFPD sworn workforce totaled 2,298 individuals, including recruits in the Academy. Women made up 15 percent, or 345 of sworn personnel, and men comprised 85 percent, or 1,953 sworn personnel. Below is the breakdown of the sworn workforce and the San Francisco population by race/ethnicity and gender.

Figure 1: Demographics of SFPD Sworn Personnel



Source: San Francisco Police Department, May 2018.

Figure 2: Population of the City of San Francisco by Race/Ethnicity and Gender

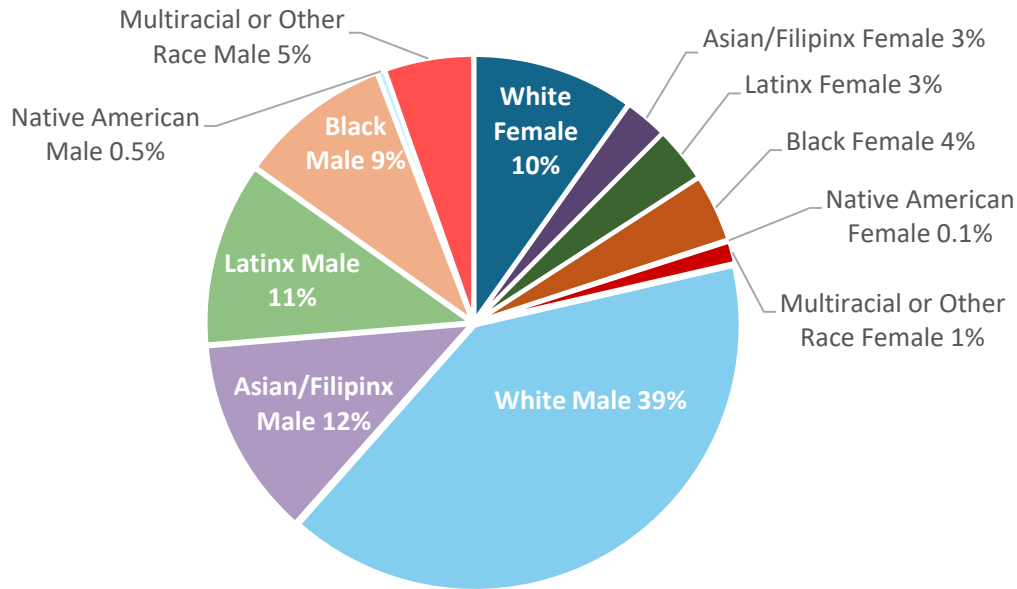


Source: U.S. Census Bureau Annual Estimates of the Resident Population by Sex, Race Alone or in Combination, and Hispanic Origin for the United States, States, and Counties: July 2017.

Among the 345 women in the sworn police force, about half were white (49%). Latinx women made up the next largest ethnic group at 21 percent of sworn women, followed by black women at 13 percent, Asian women at 10 percent, Filipinx women at 4 percent, Native American women at 1 percent, and women of some other race at 1 percent. Sworn men were also half white (50%), with Asian men comprising the next largest ethnic group at 17 percent of sworn men, Latinx men made up 15 percent, black men were 9 percent, Filipinx men were 6 percent, and 2 percent of sworn men were of some other race, including 13 sworn men of unknown race.

While the representation for all women falls short of population percentages, Asian women in particular were far below proportion with just 2 percent in the SFPD sworn workforce compared to 19 percent of all San Franciscans. White women were also 19 percent of the San Francisco population, yet 7 percent of sworn SFPD personnel. Latinx women were 3 percent of sworn personnel compared to 7 percent of San Franciscans. Black women were 2 percent compared to 3 percent of the City's population. Meanwhile, men in every racial category in the SFPD exceeded their percentages in the population. White men far exceed their representation at 42 percent of the sworn workforce while making up just 22 percent of the San Francisco population.

Figure 3: Regional Sworn Protective Service Labor Force by Race/Ethnicity and Gender



Source: U.S. Census Bureau American Community Survey Estimates, Sworn (04) and Unsworn (05), 2013-2017.

A breakdown by race and gender for the available labor force seen above provides a more accurate comparison for the demographics of the SFPD. The Department of Human Resources (DHR) compares the City's workforce to the labor force in the 11 surrounding counties for those currently working in or available to work in each occupational category. Among protective service workers, men of nearly all racial groups are represented in SFPD at greater percentages than their availability; however, women of all racial groups are represented at lower percentages than their availability, with the exception of Latinx women.

The SFPD does not collect data on transgender and non-binary (a person who does not identify as either male or female) employees. All personnel are categorized as male or female depending upon how they identify on their

employment forms. However, sworn personnel who participated in the study reported that trans and non-binary people were a part of the SFPD workforce.

The experience of sworn women in the SFPD was described by participants in focus groups and interviews as one of both pride and frustration. Sworn women were highly motivated to serve their community and work hard to do their job to the best of their abilities. They also expressed a perception of double standards when it comes to expectations of sworn women compared to men. Sworn women felt they had to prove themselves and work extremely hard to be taken seriously and get the same opportunities as sworn men.

...You have to be the hardest worker as a woman...I worked really hard. I had a strong reputation on my work ethic alone...but why should it be so damn hard? It should not just be the woman [working hard to be respected].

-Focus group participant

Academic research on women in police departments finds that women often experience tension between their professional aspirations and the stereotypes associated with their gender, which is not valued in masculine work environments.¹² As a result, female officers may disengage from work environments and team members, which can negatively impact work outcomes.¹³ Further, although female officers express career aspirations equal to their male colleagues, female officers may choose not to pursue promotion because of fear of bias from the administration or being viewed as a token.¹⁴ These findings align with the experiences shared by women in the SFPD and highlight the importance of increasing gender inclusivity for the success of sworn women and the SFPD overall.

Through discussions with sworn women, mentorship was identified as essential for recruiting, retaining, and advancing sworn women. It was often described as having a catalyzing effect on sworn women's satisfaction and career aspirations within SFPD. Male mentorship was valued but sworn women especially desired greater female mentorship. Sworn women also highlighted the need to have access to the advice and guidance of more senior women through panels or discussion-based events, rather than a one-on-one format. Forums like these could equalize access to information and develop a culture for mentoring women. Research confirms that mentorship can help increase inclusivity in work environments for underrepresented groups and encourage professional development.¹⁵

¹² Loes Meeussen, Colette Van Laar, Karen Phalet, Jenny Veldman, "Women (Do Not) Belong Here: Gender-Work Identity Conflict among Female Police Officers," *Frontiers in Science* (2017).

¹³ Ibid.

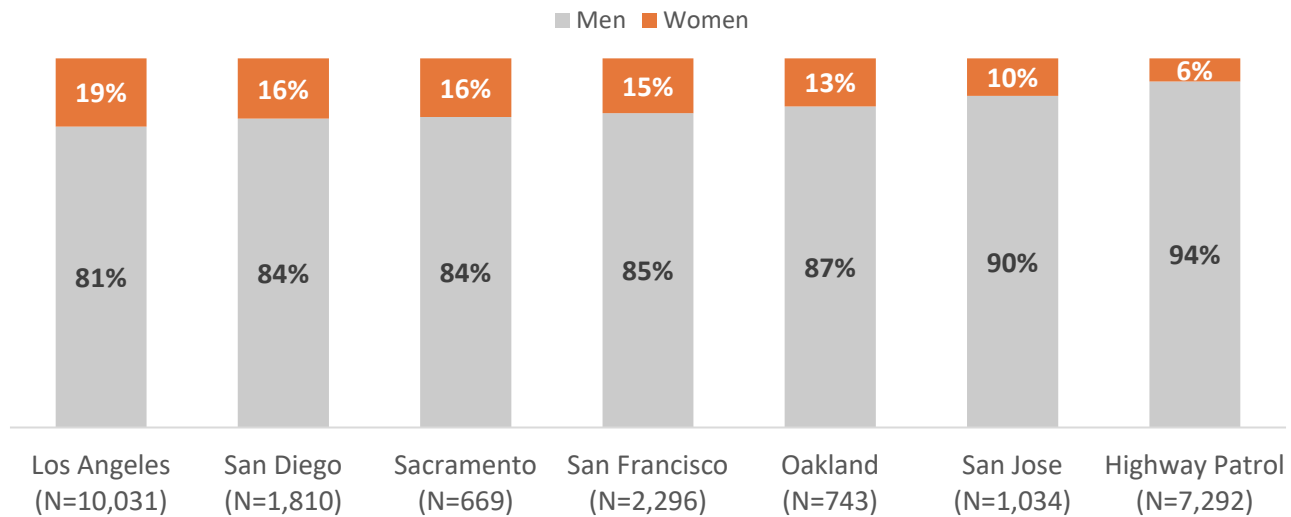
¹⁴ Carol Archbold, Comparing Aspirations of Female and Male Police Officers, *International Journal of Police Science and Management* (2010).

¹⁵ Loes Meeussen, Colette Van Laar, Karen Phalet, Jenny Veldman, "Women (Do Not) Belong Here: Gender-Work Identity Conflict among Female Police Officers" *Frontiers in Science*, (2017) and Europol, "The Female Factor- Gender Balance in Law Enforcement" (2013).

Comparative Context

The disproportionate representation of sworn women in the SFPD compared to the overall female population in the City is not unique to San Francisco. Nationwide, approximately 1 in 8, or 13 percent, of local police officers are women, up from 8 percent in 1987.¹⁶ Among the largest metropolitan police departments in California, San Francisco falls in the middle. The Los Angeles Police Department employs the largest percentage of sworn women at 18.5 percent and the California Highway Patrol has only 6 percent women in its ranks. Nearby neighbors in Oakland and San Jose fall below San Francisco with 13 percent and 10 percent women respectively, while Sacramento exceeds San Francisco slightly with 16 percent.

Figure 4: Sworn Personnel by Gender in Largest California Law Enforcement Agencies



Source: San Francisco Police Department, 2018. *Note: Sacramento data is from 2016.

Comparing the availability of women in the labor pool to work in certain occupations with the proportion of women in those jobs provides a measure of under or overrepresentation known as a workforce utilization rate. A group of people employed at the same level of their availability in the labor market is considered to be at parity with a utilization rate of 100 percent. Any discrepancies between the labor market availability and the employment of a particular group of people within the City's workforce are described as overutilization or underutilization. Using data on sex by occupation for the nine-county Bay Area counties, women make up 20 percent of law enforcement workers and supervisors in the labor pool.¹⁷ This includes police, sheriffs, and correctional officers, security guards, and parking enforcement, transportation security, and animal control workers. With women comprising 20 percent of this workforce and 15 percent of SFPD sworn personnel, the workforce utilization rate for sworn women in the SFPD is 74 percent. This suggests that there are more women who are qualified and capable in the local labor market than currently employed in the SFPD. The Department of Human Resources similarly reports on the labor market availability using the Census Bureau's American

¹⁶ Brian A. Reaves, "Local Police Departments, 2013: Personnel, Policies, and Practices," *Bureau of Justice Statistics Bulletin* (May 2015).

¹⁷ American Community Survey, 5-Year Estimates (2016).

Community Survey, Five-Year Estimates in the 11-county area where City employees reside. The 2018 Workforce Utilization report finds women make up 21 percent of the available Protective Service Workers labor force and 14.5 percent of the Police Officers labor market, yet women are underutilized comprising 16.2 percent of Protective Service workers and 12.6 percent of Police Officers in the City workforce. The SFPD relies on these numbers from DHR to establish its goals, still the department remains below parity.

Rank

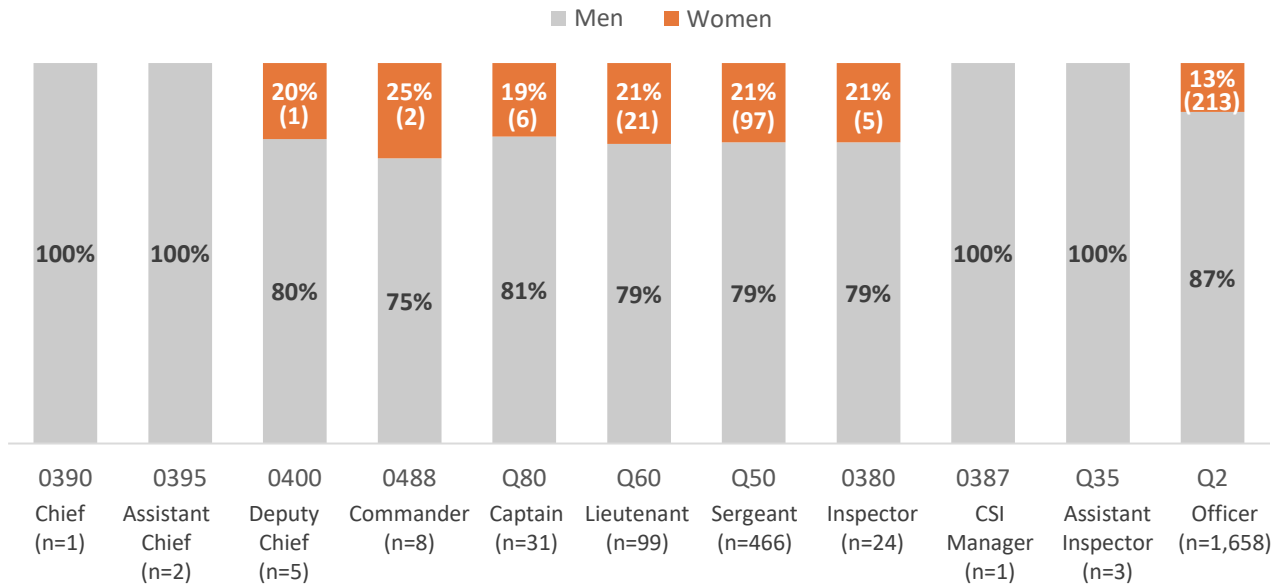
Police Officers patrol an area, respond to calls for service, and enforce the law through investigations, citations, or arrest. There were 1,658 Officers (rank Q 2) in SFPD, including recruits in the Academy, comprising nearly three-fourths (72%) of the 2,298 sworn personnel in May 2018. Sergeants (rank Q 50), are first-line supervisors responsible for directing, training, and evaluating Officers, overseeing incidents, maintaining stations, and managing cases. They made up 20 percent of the SFPD's sworn personnel with 466 individuals holding that rank. Lieutenants, who are mid-level management, oversee shifts at a station or within a unit, coordinate operations, assign, train, and evaluate personnel, and manage investigations. There were 99 Lieutenants (rank Q 60). Captains are senior managers responsible for a station or unit, who direct personnel and analyze procedures. There were 31 Captains (rank Q 80) and when combined with Lieutenants, they make up another 5 percent of the sworn SFPD workforce. The remaining 3 percent of SFPD's sworn personnel either serve in executive leadership, also known as Command Staff, or hold other positions. The other positions include one Crime Scene Investigations (CSI) Manager (rank 0387), 24 Inspectors (rank 0380), and three Assistant Inspectors (rank Q 35). The Command Staff is comprised of the Chief (rank 0390), two Assistant Chiefs (rank 0395), five Deputy Chiefs (rank 0400), and eight Commanders (rank 0488). Command Staff oversee and manage the operations of large areas of the SFPD organized by bureaus or divisions. Unlike most other positions in the SFPD for which applicants take a Civil Service exam and are evaluated by standardized criteria, the Chief appoints the Command Staff, while the Chief is appointed by the Police Commission and Mayor.

If you don't see a woman who's either a Sergeant, Lieutenant, [or] Captain, are you thinking...that the next level is attainable?

-Focus group participant

Sworn women were 13 percent of Officers and were better represented among the higher ranks of Sergeants and Lieutenants with 21 percent women in each of those ranks. There was a slight drop at the rank of Captain to 19 percent, where women were 6 out of the 31 Captains. Likewise, sworn women comprised 19 percent, or 3 out of the 16 sworn members in the Command Staff. Out of all sworn women in SFPD, 62 percent were Officers, 28 percent were Sergeants, 6 percent were Lieutenants, and 2 percent were Captains. Among sworn men in SFPD, 74 percent were Officers, 19 percent were Sergeants, 4 percent were Lieutenants, and 1 percent were Captains.

The smaller proportion of women in rank and file positions suggests both that sworn women are ambitious and want to rise in the ranks to leadership positions, as participants in the study affirmed, and that it is a challenge to recruit new women officers. The percentage of women in the SFPD has plateaued since the end of the Consent Decree, and even fallen slightly. Several focus group and interview participants cited the importance of seeing women as police officers, especially in leadership positions, to encourage them in their careers. They also stressed the need for the public, and young women and girls in particular, to see women police officers on patrol to encourage more women to choose policing as a career.

Figure 5: SFPD Sworn Personnel by Rank and Gender

Source: San Francisco Police Department, May 2018.

Reviewing the data by race and gender illustrates particular disparities for certain groups.¹⁸ Overall, sworn women at the higher ranks were less diverse while the opposite was true for sworn men. However, it is important to note that changes in the makeup of sworn personnel by a single person at the rank of Captain and above results in large percentage shifts. While the following demographic breakdown is helpful to understand the leadership pipeline for people of different backgrounds, it does not account for the length of time in the SFPD, experience, training, and other factors that contribute to promotion of sworn personnel.

¹⁸ This analysis relies on data provided by the SFPD that is collected at the time personnel first enter the Department. In some cases, focus group participants corrected their racial or ethnic background as listed in SFPD personnel records. Many did not know how they were identified. SFPD personnel records should be reviewed periodically for accuracy.

Figure 6: SFPD Sworn Personnel by Rank, Race/Ethnicity, and Gender

		Officers (Q 2)		Sergeants (Q 50)		Lieutenants (Q 60)		Captains (Q 80)		Command Staff (0390, 0395, 0400, 0488)	
		#	%	#	%	#	%	#	%	#	%
White	Female	95	6%	53	11%	14	14%	4	13%	3	19%
	Male	695	42%	206	44%	41	41%	12	39%	6	38%
	All	790	48%	259	56%	55	56%	16	52%	9	56%
Asian	Female	25	2%	10	2%	-		-		-	
	Male	246	15%	68	15%	14	14%	7	23%	1	6%
	All	271	16%	78	17%	14	14%	7	23%	1	6%
Latinx	Female	49	3%	19	4%	3	3%	-		-	
	Male	234	14%	47	10%	11	11%	2	6%	3	19%
	All	283	17%	66	14%	14	14%	2	6%	3	19%
Black	Female	30	2%	8	2%	4	4%	2	6%	-	
	Male	134	8%	26	6%	7	7%	3	10%	3	19%
	All	164	10%	34	7%	11	11%	5	16%	3	19%
Filipinx	Female	8	0.5%	5	1%	-		-		-	
	Male	93	6%	22	5%	5	5%	1	3%	-	
	All	101	6%	27	6%	5	5%	1	3%	-	
Native American	Female	1	0.1%	2	0.4%	-		-		-	
	Male	4	0.2%	-		-		-		-	
	All	5	0.3%	2	0.4%	-		-		-	
Other/ Unknown	Female	5	0.3%	-		-		-		-	
	Male	39	2.4%	-		-		-		-	
	All	44	3%	-		-		-		-	
Overall	Female	213	13%	97	21%	21	21%	6	19%	3	19%
	Male	1445	87%	369	79%	78	79%	25	81%	13	81%
	Total	1658		466		99		31		16	

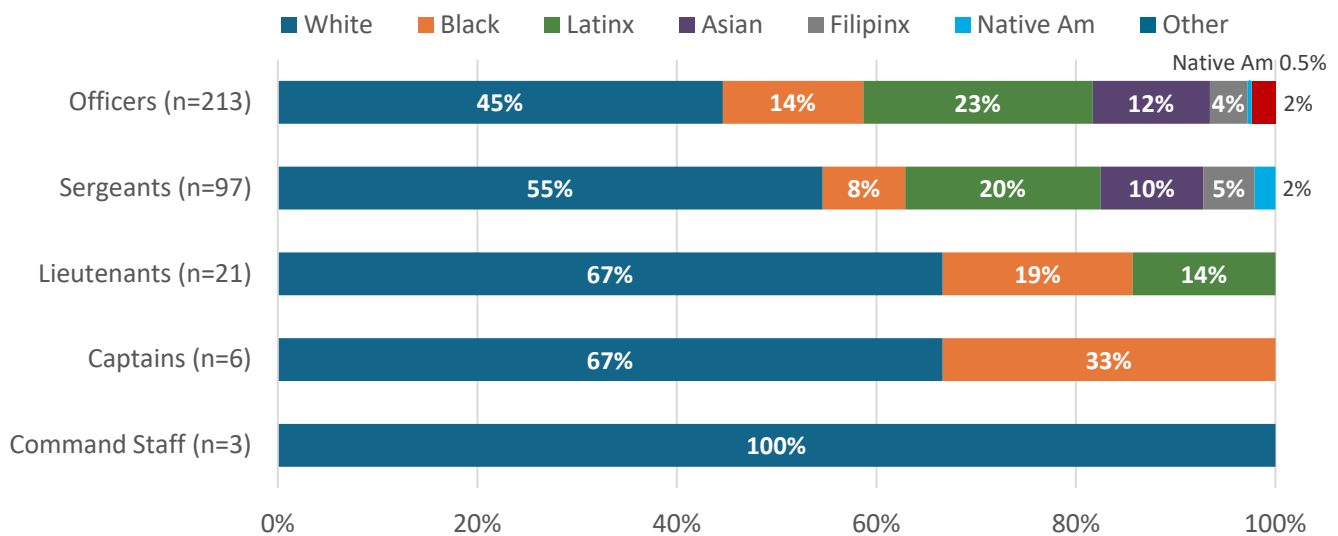
Source: San Francisco Police Department, May 2018.

White women's representation grew at higher ranks, from 6 percent of Officers to nearly double that for Sergeants (11%) and increased for Lieutenants (14%), Captains (13%), and Command Staff (19%). Meanwhile, women of color are not as well represented at higher ranks, particularly Asian women, who were one in ten female Officers and Sergeants but not reflected in Lieutenant and higher ranks. Latinx women were adequately represented compared to their numbers in the SFPD sworn personnel up through the rank of Lieutenant, but there were no Latinx women as Captains or members of the Command Staff. Black women were well-represented among Lieutenants and Captains but held no positions in the Command Staff.

For sworn men, much of the situation is reverse. White men's representation decreased as they moved up in rank. Asian men were about 15 percent of Officers, Sergeants, and Lieutenants, and nearly 25 percent of Captains. However, their representation dropped to 6 percent among Command Staff. Latinx men, who were 14 percent of Officers, decreased in representation at the rank of Sergeant (10%), Lieutenant (11%), and Captain (6%), but jumped to 19 percent of Command Staff. Meanwhile, black men's representation dipped slightly from 8 percent of Officers to 6 percent of Sergeants but then increased up the ranks to 19 percent of Command Staff.

In the figure below, the representation of women at each rank was broken out by race and ethnicity. This illustrates the advancement of white women over women of color. There was a pipeline of black women advancing up the ranks, although none reached the Command Staff level. Sworn women of Latinx, Asian, Filipinx, and Native American racial and ethnic backgrounds were well-represented at the Sergeant level but were not yet reflected in the policy-making roles at the higher ranks. Again, it bears repeating that a single person at the higher ranks can greatly affect the percentages of representation for a demographic group. Although white women were 100% of sworn women represented in the Command Staff, there are only three women in this group.

Figure 7: Representation of SFPD Sworn Women by Rank and Race/Ethnicity



Source: San Francisco Police Department, May 2018.

It is impossible for every demographic group to have representation at the highest ranks given the small number of senior positions. Still, the few opportunities to diversify the higher ranks, and the failure to do so in the past, was a key factor in the frustration of many sworn women. Some sworn women felt that the limited number of positions at higher levels meant there was only one spot for a woman, which created a competitive environment that pit women against each other. While the appointment of civilian women to senior positions in the past few

In terms of the promotion of female officers, I long for the day when women can vie for any position and not the one and only vacancy from the retirement of another female. It creates an environment of The Hunger Games between female candidates.

-Interview participant

years is laudable for improving gender equity among leadership in the SFPD, it did not expand advancement opportunities for sworn women and could be interpreted as reinforcing gender stereotypes that police work is men's work. Research finds that a dominant masculine culture and gender bias may cause female officers to assimilate through being highly competitive with female colleagues and expressing disdain for feminine traits.¹⁹ Thus, female characteristics are further viewed as incompatible with being an officer and stereotypes are perpetuated. However, many younger women in the SFPD reported that this dynamic was changing and that as more women advanced through the ranks, they were supporting those coming up behind them.

Assignments

The SFPD is organized by bureaus, divisions, stations, and units that have primarily administrative, investigative, patrol, or specialized functions.²⁰ The type of work performed in the unit as well as the skills and training required of personnel to qualify for entry into a unit informed the assignment analysis below (see page 63 in the Appendix for unit demographics by assignment category). Assignments are made by the Chief; however, officers can make requests for transfers to certain units. Officers are first assigned to a unit for one year as Field Training Officers (FTO), and once that training is completed, they are assigned to a unit for one year of probation. After probation is completed, Officers and Sergeants can put their name on the list for transfer to a unit, and requests are granted based on seniority of sign-up when there is an opening. These units include the airport, all district stations, and specialized units such as the K-9, Mounted (horseback), and Motorbikes. All Lieutenants, Captains, and Commanders can be transferred at any time by the Chief. Although not all officers qualify to work in positions within a given unit, examining who is assigned to what type of unit showed that some types of work were more likely performed by women compared to men.

Overall, a large number of sworn women were assigned to administrative units (27%) and investigative units (23%). Fewer women were assigned to patrol and specialized units, where women made up 13 percent and 8 percent of the sworn personnel in those units, respectively. As shown in the following figure, the overrepresentation of women in administrative assignments was more striking when viewed by rank with at least one-third of sworn women assigned to administrative units. Women were 13 percent of all SFPD Officers, but 35 percent of the Officers assigned to administrative units. Women were 21 percent of Sergeants but made up 39 percent of the Sergeants in administrative units. Among Lieutenants, women comprised 21 percent, yet filled 35 percent of administrative assignments among that rank. Sworn women were 19 percent of Captains and one-third of those administrative assignments. Investigative and patrol assignments were more aligned with the proportion of women in each rank, although few female Sergeants were in patrol assignments at 14 percent. Meanwhile, most specialized assignments were held by males, except among Sergeants where 15 percent were sworn women.

¹⁹ Belle Derks, Naomi Ellemers, Colette Van Laar, "Do Sexist Organizational Cultures Create the Queen Bee?" *British Journal of Social Psychology* (2011).

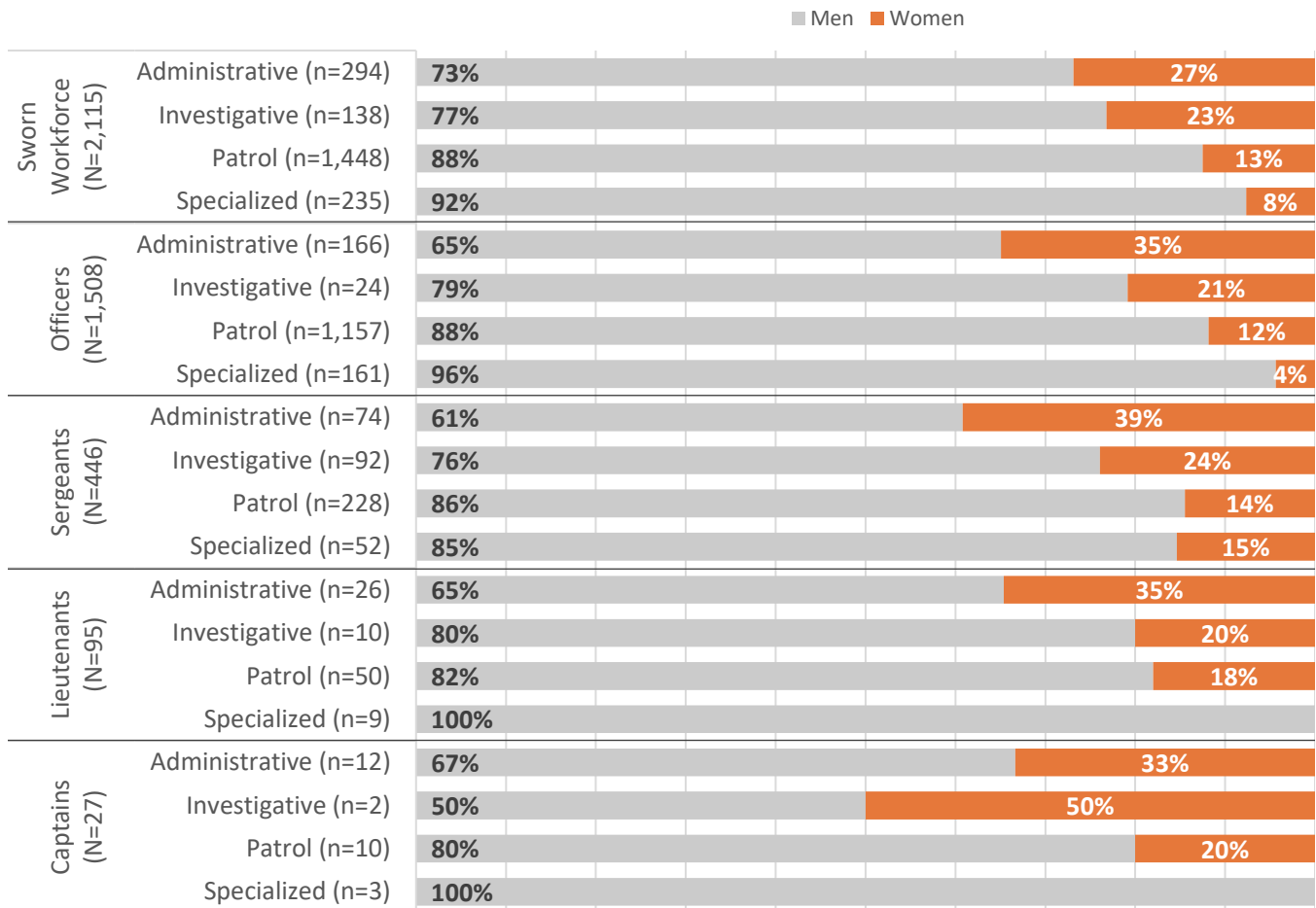
²⁰ These categories were determined by the Department on the Status of Women with input from sworn women based on the function, requirements, and experiences of sworn personnel within the unit. The units within each category do not necessarily align with the San Francisco Police Department's determination of which units are administrative, investigative, and specialized.

Certain units had a greater gender disparity that reflected stereotypes sworn women reported of men as “real cops,” while women were “secretaries.” Sworn women comprised around half of some administrative units, such as Legal (45%, or 5 out of 11), Staff Services (48%, or 10 out of 21), and the Chief’s Office (55%, or 6 out of 11). A large number of women assigned to investigative units worked in the Special Victims Unit (32%, or 16 out of 50), which primarily deals with violence against women, children, and the elderly. Among patrol units, the number of women was strikingly low in the Airport Field Operations Bureau (5%, or 6 out of 114) and Bayview Station (7%, or 10 out of 144). Two of the seven specialized units had no women – the 17-member Gang Task Force and the 4-person Special Operations Bureau – while just 1 woman and 16 men made up the Narcotics unit.²¹

You’re there as the buyer or VICE girl, never on the arrest team learning how to write search warrants.

-Interview participant

Figure 8: Proportion of SFPD Sworn Men and Women in Assignment Type by Rank

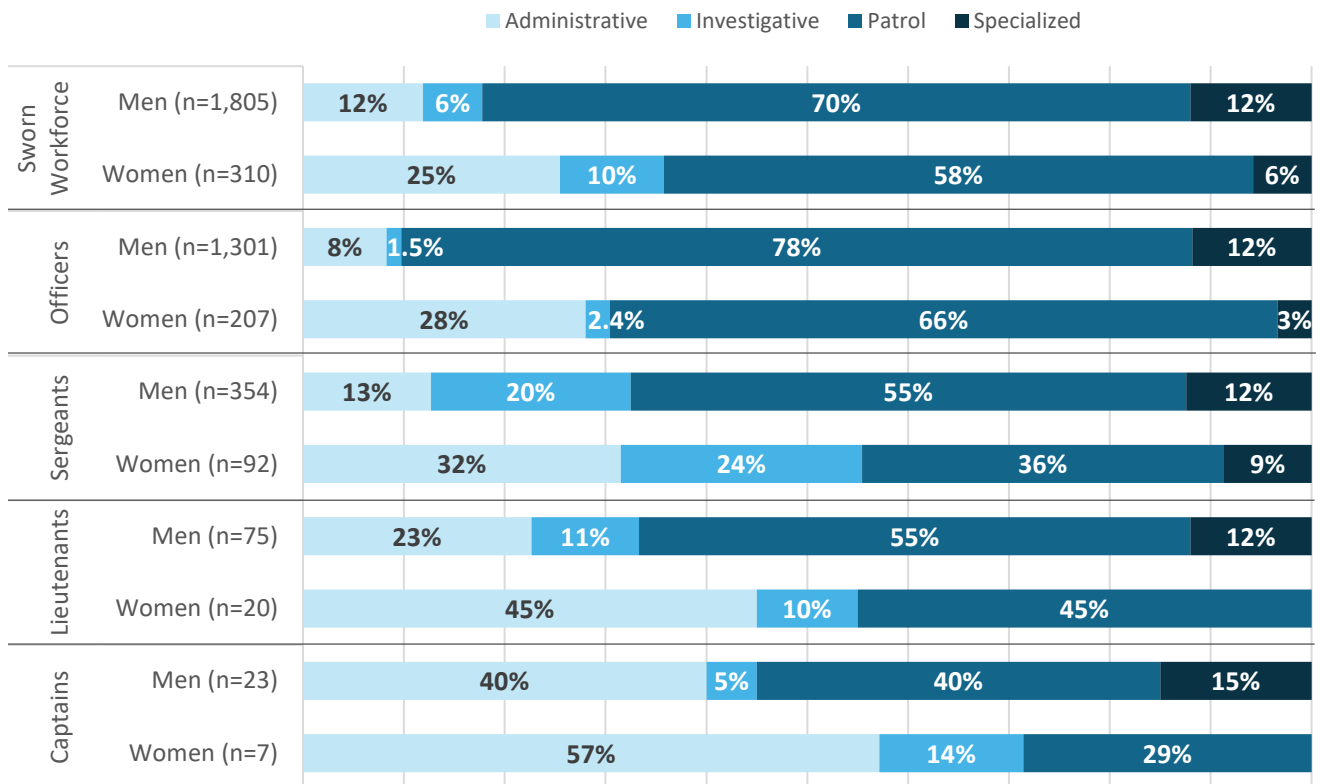


Source: San Francisco Police Department, May 2018.

²¹ The San Francisco Police Department considers the Special Operations Bureau to be an administrative unit; however, given its role overseeing specialized units, this report includes it within the specialized category for analysis purposes.

Examining the distribution of assignments by gender also shows a higher proportion of sworn women serve in administrative units than sworn men. Out of all sworn men, 12 percent were in administrative units compared to 25 percent of sworn women. An even larger gap emerges at the rank of Officer, where sworn women were more than three times as likely to work in administrative units. Meanwhile female Sergeants were more than twice as likely, and female Lieutenants were nearly twice as likely, as men of the same rank to be in administrative units. Among Captains, 57 percent of women and 40 percent of men had administrative units.

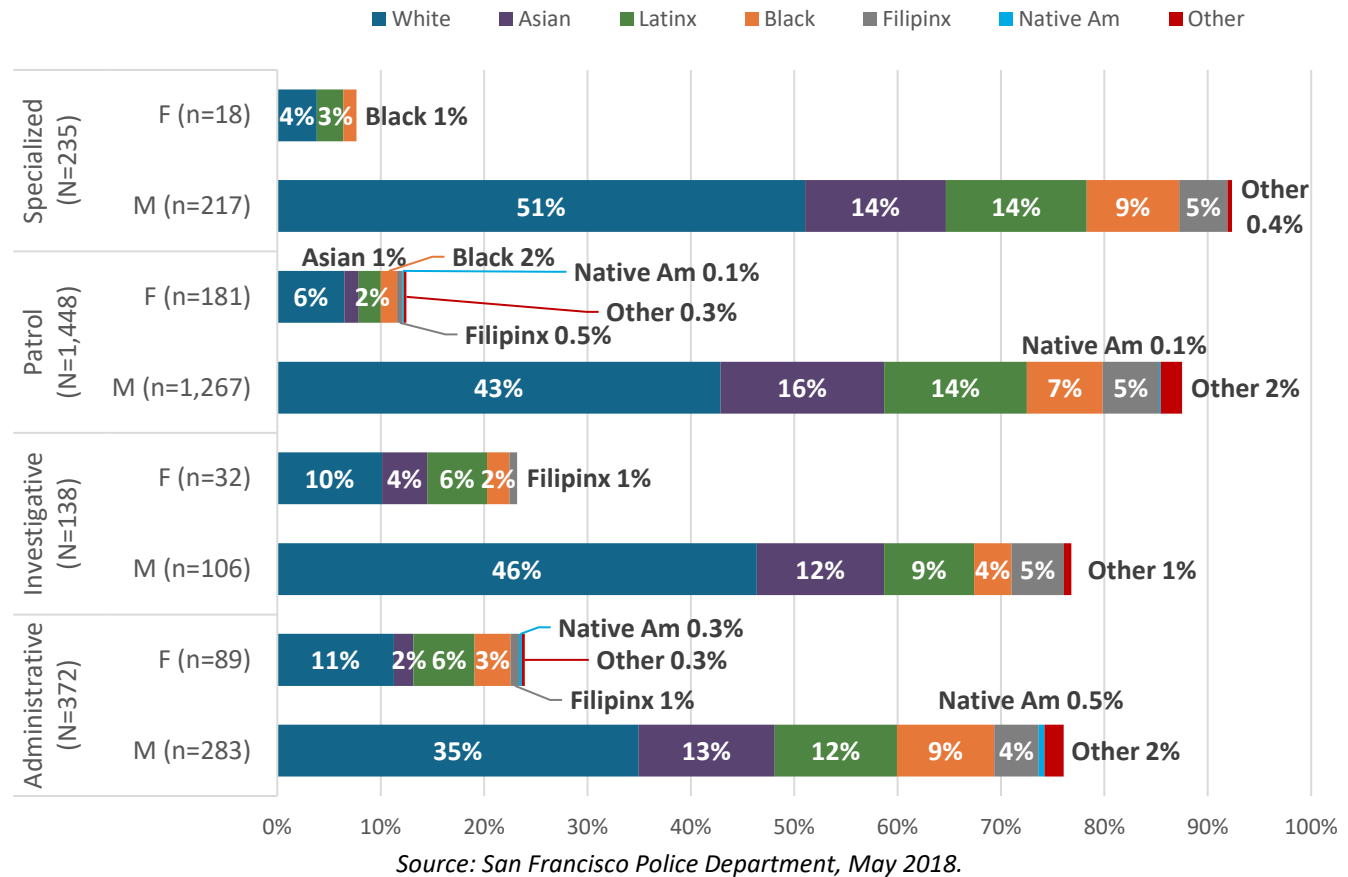
More than three-quarters of Officers (or 1,157) work in patrol, the role most associated with being a cop and the essential work of the Police Department. Among those, 88 percent (or 1,020) were men while 12 percent (or 137) were women. Although this is close to the proportion of female Officers (at 13%), it represents 66 percent of all female Officers compared to 78 percent of male Officers. Women also showed smaller numbers in patrol assignments at the rank of Sergeant where more than half (55%) of the 354 male Sergeants were assigned to patrol whereas 36 percent of the 92 female Sergeants were in patrol assignments. This is the biggest gap between sworn men and women for patrol assignments with men 52 percent more likely to work in patrol than women. Among Lieutenants, the gap narrows but then it grows again at the rank of Captain where men were 38 percent more likely than women to work in patrol assignments. This was notable as Captains oversee district stations and only two women were in such important positions — one at Park Station and the other at Richmond Station. In focus groups, participants identified these stations as quieter and less challenging and, therefore, less prestigious than higher profile stations such as the Tenderloin or Bayview Stations, which had 92 percent and 94 percent men, respectively. The specialized units were particularly male-dominated. Only 4 female Officers were in specialized assignments compared to 93 male Officers and 5 female Sergeants compared to 35 men. No female Lieutenants or Captains had specialized assignments.

Figure 9: SFPD Assignment Distribution by Rank and Gender

Source: San Francisco Police Department, May 2018.

There were also disparities by race/ethnicity and sex in type of assignment. White women, who made up 7 percent of the sworn workforce, comprised 11 percent of administrative and 10 percent of investigative assignments. Latinx women were 6 percent of administrative positions and investigative units each compared to 3 percent of the sworn workforce. Asian women were more likely to be in investigative roles at 4 percent, compared to 2 percent of the overall sworn workforce, and they comprised just 1 percent of patrol assignments. Meanwhile, black women were more evenly represented across assignment categories with 3 percent in administrative units, 2 percent in patrol and investigative units, and 1 percent in specialized assignments.

Patrol units were quite diverse; however, black men showed lower numbers with just 7 percent of patrol assignments, while Latinx men had higher numbers at 14 percent working in patrol. The number of white men in specialized assignments was significantly high (at 51%) and low among administrative assignments (at 35%) compared to overall presence in the department at 42 percent. Meanwhile, the number of Asian, black, and Latinx men in investigative units was relatively low.

Figure 10: SFPD Sworn Workforce in Assignment Type by Race/Ethnicity and Gender

More than half of the sworn workforce were assigned to one of ten district stations or served in patrol functions at San Francisco International Airport. The following table shows the demographics for each of these patrol units. Overall, sworn women were 13 percent of patrol assignments. More women were assigned to Ingleside, Richmond, Northern, and Mission stations with 16-19 percent of the sworn workforce at those stations while women were 5-9 percent of the sworn workforce at the Airport, Bayview, and Tenderloin stations.

Adding race contributes an important layer to this analysis. Like other cities, San Francisco reflects segregated housing patterns with certain areas of the city encompassing concentrated communities of white, Asian, Latinx, and black residents. Many stations did reflect the diversity of the community within the workforce. Most notably Mission Station, which encompasses the Mission district that has deep ties to the Latinx community, had a greater representation of Latinx personnel with 21 percent compared to 16 percent across all patrol. Taraval Station, which covers the entire Southwest section of the city where many Asian residents live, had a sworn workforce that is 30 percent Asian and 7 percent Filipinx. There were also unexpected pockets of low and high representation. There was a striking proportion of Asian men at the Airport (34% compared to 16% at all stations). The number of white women at Northern and Mission Stations was substantial (10-11% compared to 6% overall), while there were no Latinx women at Northern or Southern Stations.

Figure 11: SFPD Station Demographics

		Airport Field Ops. Bureau (n=114)	Bayview Station (n=144)	Central Station (n=146)	Ingleside Station (n=130)	Mission Station (n=151)	Northern Station (n=142)	Park Station (n=99)	Richmond Station (n=99)	Southern Station (n=153)	Taraval Station (n=109)	Tenderloin Station (n=161)
White (n=749)	Women	1% (1)	3% (5)	8% (11)	8% (10)	10% (15)	11% (16)	7% (7)	9% (9)	6% (9)	5% (5)	4% (6)
	Men	25% (29)	44% (64)	49% (71)	38% (50)	44% (67)	52% (74)	46% (46)	38% (38)	42% (65)	24% (26)	57% (91)
Asian (n=257)	Women	1% (1)	-	1% (1)	3% (4)	-	3% (4)	1% (1)	3% (3)	1% (2)	2% (2)	1% (2)
	Men	34% (39)	13% (19)	12% (18)	15% (19)	9% (14)	8% (11)	15% (15)	20% (20)	18% (28)	28% (31)	9% (15)
Latinx (n=244)	Women	1% (1)	2% (3)	1% (2)	5% (6)	4% (6)	-	2% (2)	3% (3)	-	4% (4)	2% (4)
	Men	13% (15)	19% (27)	14% (20)	12% (16)	17% (25)	13% (19)	9% (9)	12% (12)	14% (21)	15% (16)	12% (20)
Black (n=137)	Women	2% (2)	1% (1)	1% (2)	2% (3)	2% (3)	1% (2)	3% (3)	2% (2)	2% (3)	1% (1)	1% (1)
	Men	5% (6)	10% (15)	5% (7)	8% (11)	5% (7)	4% (5)	8% (8)	8% (8)	10% (15)	9% (10)	9% (14)
Filipinx (n=87)	Women	1% (1)	1% (1)	1% (2)	-	-	1% (2)	-	-	-	-	1% (1)
	Men	14% (16)	4% (6)	3% (5)	6% (8)	6% (9)	5% (7)	7% (7)	2% (2)	6% (9)	7% (8)	1% (2)
Native American (n=4)	Women	-	-	1% (1)	1% (1)	-	-	-	-	-	-	-
	Men	1% (1)	-	-	-	-	-	1% (1)	-	-	-	-
Other (n=34)	Women	-	-	-	1% (1)	-	-	-	1% (1)	1% (1)	1% (1)	-
	Men	2% (2)	2% (3)	4% (6)	1% (1)	3% (5)	1% (2)	-	1% (1)	-	5% (5)	3% (5)
Total (n=1,512)	Women	5% (6)	7% (10)	13% (19)	19% (25)	16% (24)	17% (24)	13% (13)	18% (18)	10% (15)	12% (13)	9% (14)
	Men	95% (108)	93% (134)	87% (127)	81% (105)	84% (127)	83% (118)	87% (86)	82% (81)	90% (138)	88% (96)	91% (147)

Source: San Francisco Police Department, May 2018.

Sworn women shared that the feeling of a “boys club” persisted in the SFPD and that their status as “real cops” was questioned because they are women. They perceived that women were encouraged or forced to move to administrative assignments and units irrespective of their skill sets or career aspirations. They believed this was “mommy tracking,” or giving women desk jobs to be safer and have a more traditional work schedule to accommodate caregiving (e.g. Monday through Friday, 9 am to 5 pm). However, they felt these assignments and work schedules happened regardless of parental

You put a bunch of men at the table, they only see from their perspective. If you open up a table and you bring someone from every corner, you are going to have a different conversation.

-Interview participant

status. They also identified a double standard for sworn women and men that were not in patrol or specialized units, where men were seen as “good dads” for taking administrative or investigative positions while women were seen as taking the easy route. Academic research finds that individuals who already feel stigmatized due to stereotypes (such as women in policing) are more adept at sensing subtle cues that suggest who belongs and who does not.²² The fear of fulfilling negative stereotypes for women and people of color (called stereotype threat) may contribute to this sense of punishment or failure when placed in administrative assignments.

The high proportion of women in administrative positions was not only a perception by sworn women in the SFPD, it is also reflected in the SFPD data. While some sworn women did indicate a preference for administrative positions, like those who wanted more predictability to meet family obligations, others felt there was little choice. Even within each unit, there are administrative roles that could not be captured by this analysis. For example, each district station has a Captain’s Staff and other roles that perform administrative functions. Sworn women reported that these positions were also more likely to be filled by women. This could not be confirmed; however, the SFPD should survey each station to determine who is performing these roles and eliminate any bias in the selection of officers for these positions.

Demographics Summary:

- Although the makeup of the sworn workforce is quite diverse, in some cases reflecting the same or greater proportion of most racial and ethnic groups as the San Francisco population, women number at just 15 percent of the SFPD compared to half the San Francisco population. There is overrepresentation of white men in comparison to their availability in the labor force. Meanwhile, there is an underrepresentation of women, especially white and black women, compared to their labor market availability. The number of Asian women is especially low among the sworn workforce compared with the population, but similar to their availability in the labor force.
- Women made up a greater proportion of mid-level managers (Sergeants and Lieutenants) than Officers. The percentage of women dropped slightly among the highest ranks of Captain and Command Staff. This data reinforces qualitative findings that sworn women want to do well and rise in the ranks in the SFPD, yet sworn women also expressed a sense that there were barriers to their upward mobility.
- The percentage of white and black women increased up to the rank of Captain, however, the only women on the Command Staff were white. The diversity of women at the Sergeant level is an opportunity for the SFPD to build a pipeline of sworn leaders that not only reflects the overall SFPD demographics, but the City population.
- A large percentage of women worked in administrative units, especially when viewed by rank. Many sworn women believed stereotyping contributed to their assignments as well as to the negative perception of women who chose administrative or investigative assignments are taking the easier jobs.

²² Geoffrey Cohen and Gregory Walton, “A Question of Belonging: Race, Social Fit, and Achievement,” *Journal of Personality and Social Psychology* (2007).

- Investigative units were most gender equitable of all assignment categories; however, men of color were not well represented in those units. Specialized assignments, especially Gang Task Force, Narcotics, and Tactical, remained male-dominated and largely white.
- Women were not well represented in patrol assignments, particularly at busier stations like Bayview and Tenderloin. Further, sworn women stated that women more often than men performed administrative functions at stations. This could not be confirmed but merits further review by the SFPD.

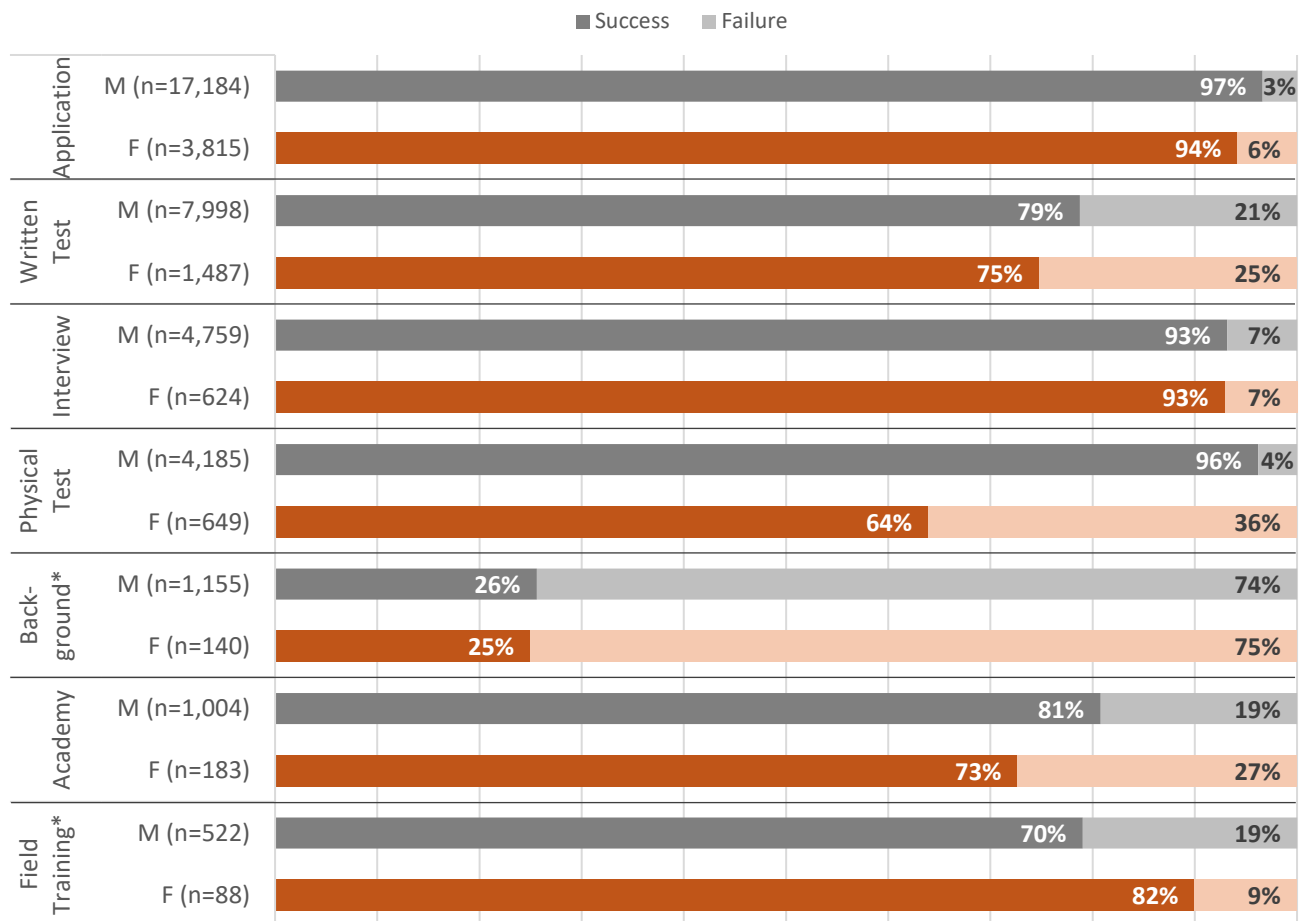
Hiring

The SFPD has an ongoing goal of recruiting at least 20 percent women in each Academy class and strives to match the demographics of the police force with the diversity of the San Francisco community. A Sergeant, four Officers, and one part-time civilian were dedicated to the SFPD recruitment team. Another 60 members of the SFPD worked part-time on recruitment in addition to their regular assignments. The Recruitment Unit undertakes specific efforts to attract women by attending events focused solely on recruitment of women and often having sworn women represent the SFPD at outreach events. In addition, they create events that are geared specifically towards female recruits, like the women's workout sessions, forums, and panel discussions. They also ensured women were at least half of all officers depicted in recent advertisement campaigns in the Bay Area. Two such outreach campaigns solely featured sworn women: a 30-second commercial with four female police officers and the "You can do this!" campaign showing 12 different female officers in outdoor advertisements. SFPD also used their social media accounts to share videos about women in law enforcement in honor of Women's History Month and International Women's Day.

Despite these efforts, women only made up 17 percent of applicants and their numbers decline at each stage of the hiring process.²³ The following figure illustrates the pressure points for female applicants. Applications from women were more likely to be rejected than those of men (6% to 3%). Three-quarters of women passed the written test compared to 80 percent of men. Women passed the interview and background checking process at about the same rate as men. However, women were much less likely to pass the physical test with only 64 percent successfully completing it compared to 96 percent of men. This may not only be due to women's physical abilities, but also the way physicality is linked to the stereotype of police officers as men. Research has found that the activation of stereotype threat in the testing setting can cause negative effects on performance on a task that is generally stereotyped (for example, reminding girls that boys are perceived to be better at math prior to a math test).²⁴ Women also had lower Academy completion rates than men with 73 percent successfully completing compared to 81 percent of men. However, once recruits were through the Academy and in Field Training, women had greater success rates than men with 82 percent of women becoming permanent police officers compared to 70 percent of men.

²³ Page 61 in the Appendix displays a flow chart of each of the steps in the hiring process.

²⁴ Diane Quinn, Rachel Kallen, Steven Spencer, "Stereotype Threat and Women's Math Performance," *Journal of Experimental Social Psychology* (2010).

Figure 12: SFPD Hiring Stage Passage Rate by Gender

Source: San Francisco Police Department, San Francisco Department of Human Resources, 2012-2018.

*Note: Background data from May 2016-December 2017, Field Training data from 2015-2018.

Overall, the success rate for women across racial and ethnic groups was lower than men of the same group. The following chart shows the demographic make-up of groups at each stage and the pass rate for applicants by gender and race. Applications from white candidates were deemed qualified at greater rates than other groups, while Asian, black, and Filipinx women were slightly less likely to be considered qualified than men of the same group. Asian applicants had slightly lower pass rates for the written test. Black applicants had the highest pass rate for interviews at 96-97 percent. Across all groups, more than 9 out of 10 men passed the physical test while approximately one-third of women failed. The final stage presented was the background investigation process where applicants were screened on a variety of measures to assess fitness for the position of a peace officer. About a quarter of men and women successfully pass this step. White women had the highest pass rate at 33 percent, and Asian women had the lowest success with a 16 percent pass rate. For the period from May 2016 to December 2017, all Filipinx applicants (17 men and 1 woman) failed the background investigation process.

Figure 13: SFPD Application Stage Passage Rate by Race/Ethnicity and Gender

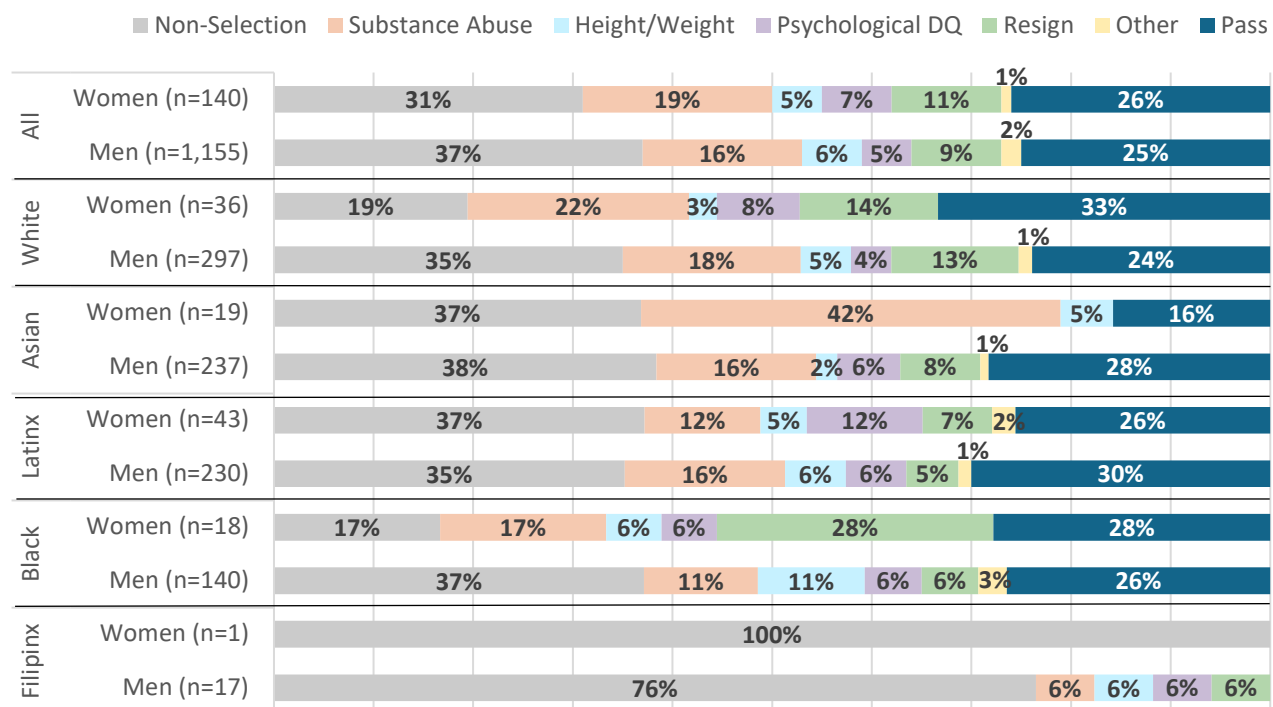
		Applied (n=22,730)	Percent Qualified	Written Test (n=10,197)	Pass Rate	Interview (n=5,795)	Pass Rate	Physical Test (n=5,939)	Pass Rate	Backgrounds (n=1,301)*	Pass Rate
Total	Women	3,815	94%	1,487	75%	624	93%	577	64%	140	25%
	Men	17,184	97%	7,998	79%	4,759	93%	4,185	96%	1,155	26%
	Other	1,731	96%	712	80%	412	97%	390	93%	6	26%
White	Women	1,114	98%	478	82%	196	96%	198	65%	36	33%
	Men	6,149	98%	2,882	86%	1,750	94%	1,529	96%	297	24%
Asian	Women	482	92%	225	72%	98	89%	85	65%	19	16%
	Men	2,783	95%	1,441	71%	860	90%	724	97%	237	28%
Latinx	Women	1,157	95%	513	71%	211	91%	190	63%	43	26%
	Men	4,353	96%	2,024	77%	1,180	94%	1,030	95%	230	30%
Black	Women	863	91%	190	74%	87	97%	76	64%	18	28%
	Men	2,561	96%	982	76%	562	96%	529	98%	140	26%
Filipinx	Women	164	91%	68	65%	26	88%	21	62%	1	0%
	Men	1,212	97%	614	75%	375	90%	342	96%	17	0%
Native Am	Women	35	91%	13	77%	6	100%	7	71%		
	Men	126	98%	55	82%	32	94%	31	90%		

Source: San Francisco Police Department, San Francisco Department of Human Resources, 2012-2018. *Note: Background data from May 2016-December 2017.

For the approximately three-quarters of applicants who do not pass background screening, the most common reason was a violation of California Commission on Peace Officers Standardized Training (P.O.S.T.) guidelines, such as those addressing honesty or integrity. About half (49%) of men and 42 percent of women who failed background investigations were screened out of the application process at this stage. Women were slightly more likely than men to be removed for a substance abuse rejection at 26 percent, compared to 21 percent for men. For Asian women, the elimination for substance abuse rejection was especially high with 8 out of 19 applicants failing at that step. Psychological evaluations completed by a third-party firm determine whether an applicant was psychologically fit to perform in the capacity of a peace officer. Women were also more likely to be removed for a psychological disqualification at 10 percent compared to 7 percent for men, especially Latinx women at 12 percent. Failure to meet the height to weight ratio requirements eliminates 7 percent of women and 5 percent men (see page 62 in the Appendix for the height to weight requirements). Another 13 percent of

male candidates and 14 percent of female candidates chose not to continue the process.

Figure 14: SFPD Recruit Background Investigation Results by Race/Ethnicity and Gender



Source: San Francisco Police Department, 2016-2017.

The Recruitment Unit attends external trainings on police recruitment practices, some of which include issues related to recruiting female officers, fostering diversity, and recruitment best practices. The City and County of San Francisco Department of Human Resources implemented a continuous testing process in 2013, which improved the success rates for diverse candidates. Further, the SFPD has made efforts to increase successful completion of the physical test. The test previously included a trigger pull component that was replaced by a measure of hand grip strength. Additionally, the SFPD began hosting boot camps aimed at women (although open to all) one Saturday each month in early 2017 and started practice sessions for the physical test on weekday evenings twice a month later that year. The SFPD found that women's success in the physical test increased over the past few years; however, the entire hiring process merits further review to address the low

I did not expect people to laugh when I said I was becoming a police officer. I did not expect a citizen to call me a little girl at a scene he called me to. The world has a long way to go to understand that women are just as good at policing as men... I think the department can do more to show the public that women are equal to our male counterparts. The more women the public see on patrol, the more women will be able to envision a career in law enforcement.

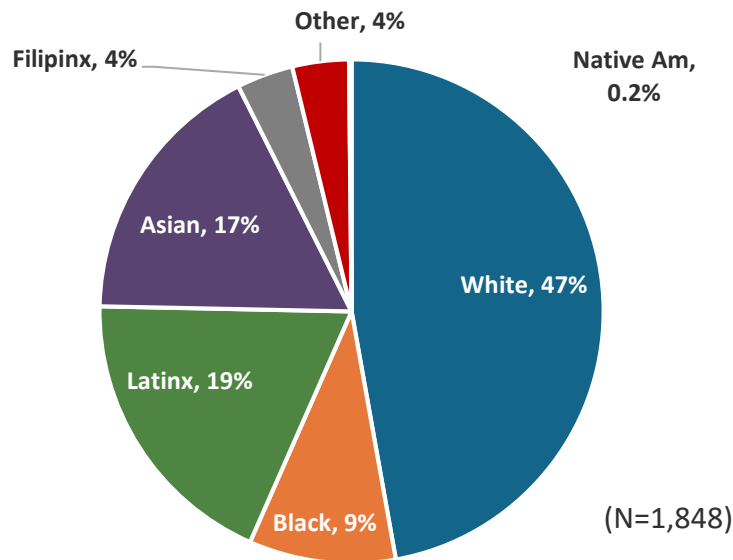
-Focus group participant

numbers of women becoming police officers. For example, while physical fitness is critical to performing in the position of a police officer, the weight to height requirements may be an unnecessary barrier for some applicants who would otherwise be qualified given the shortcomings of measuring body mass index, which does not consider differences in ethnicity, muscle mass, and other factors.²⁵ Additionally, it is important to note that the job of a police officer requires specific skills and an appropriate temperament to maintain the trust and safety of San Franciscans. Given that research finds that women are well suited to police work, better able to neutralize escalating situations, and less likely to use excessive force, boosting women's success through the application process can help ensure that the SFPD not only meets its goal of 20 percent women, but also improves the field of policing.²⁶

Academy

The representation of women and people of color among recruits in the 8-month training program at the Academy were at similar levels to their proportion in the SFPD sworn workforce. Women made up 15 percent of the 1,848 Academy recruits over the last decade. During that time, Academy classes were 47 percent white, 9 percent black, 19 percent Latinx, 17 percent Asian, and 4 percent Filipinx.

Figure 13: SFPD Academy Recruits by Race/Ethnicity



Source: San Francisco Police Department, 2007-2017.

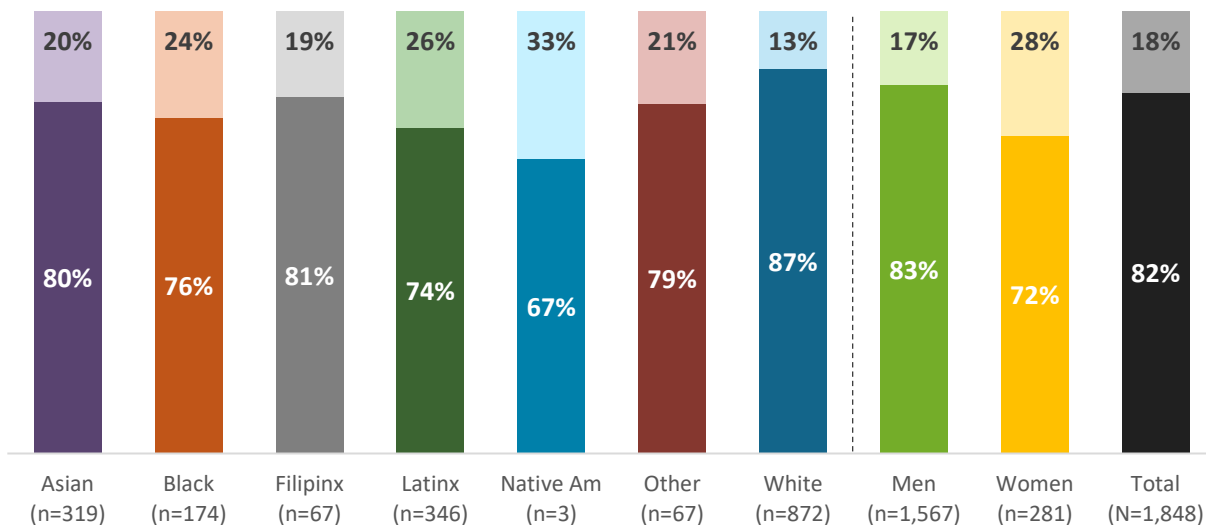
Women completed the Academy at lower rates than men with 72 percent successfully completing the training compared to 83 percent for men. White Academy participants completed the training at greater rates than people of color with an 87 percent completion rate for white recruits compared to 74-81 percent completion

²⁵ "Body Mass Index: Considerations for Practitioners," Centers for Disease Control and Prevention.

²⁶ Joseph Balkin, "Why Policemen Don't Like Policewomen," *Journal of Police Science & Administration*, (1988), and Dr. Kim Lonsway, Margaret Moore, Chief Penny Harrington, Eleanor Smeal and Katherine Spillar, "Men, Women, And Police Excessive Force: A Tale of Two Genders," *National Center for Women & Policing*, (2002).

rates for people of color. Overall, Latinx recruits had the lowest completion rates at 74 percent and 26 percent separation, with the exception of Native American recruits (67 percent or two out of three, completed the Academy). Black recruits also experienced low completion rates at 76 percent completing the Academy and 24 percent separating. Data disaggregated by both race and gender was not available for Academy classes.

Figure 15: SFPD Academy Recruits Completion and Separation Rate by Demographic Groups



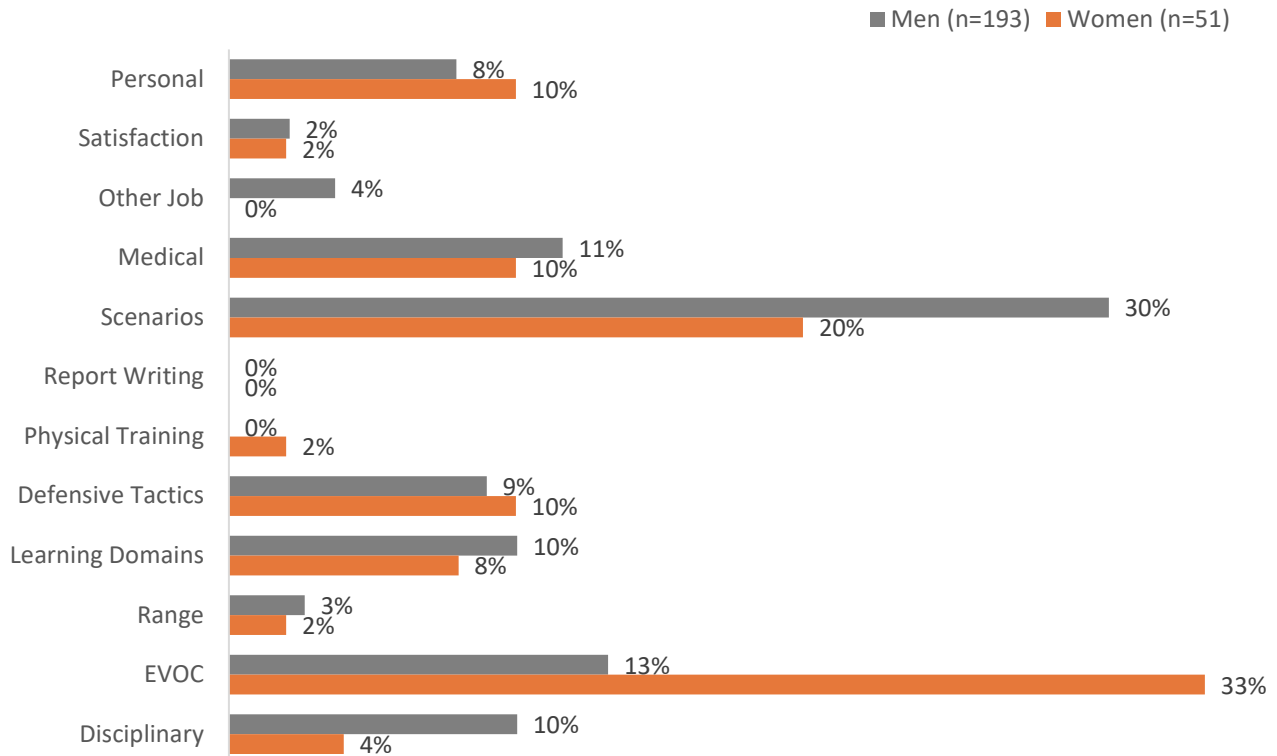
Source: San Francisco Police Department, 2007-2017.

In examining the reasons for why recruits separate from the Academy, some disparities were present. Out of 244 recruits who separated from the Academy between 2012 and 2018, 15 percent of men and 12 percent of women resigned, either due to personal reasons, dissatisfaction, or another job. Where 4 percent of men resigned for another job, zero women left for that reason. Another 10 percent left the Academy due to medical issues. The remaining 75 percent were dismissed for failing a component of training. The most common cause of release for men was the scenario-based testing; where 30 percent of male recruits who separated failed compared to 20 percent of women. During this stage of training, recruits are tested on their response to various scenarios, which include domestic violence and mental health situations. No men were released due to failure to pass physical training compared to one woman. Similar rates of men and women failed at Defensive Tactics, at 9 percent and 10 percent respectively, and state-designed Learning Domains, at 10 percent for men compared to 8 percent for women. The firearms certification course referred to as the Range was the cause of failure for slightly more men (3%) than women (2%). However, there was a large disparity for the Emergency Vehicle Operations Course (EVOC). Women were much more likely to fail on the EVOC with one out of three separated women dismissed on that test compared to 13 percent of men. One other notable difference is that 10 percent of male recruits are released due to discipline compared to 4 percent of women.

Given the small population size for Academy separations, it was difficult to draw conclusions from the data disaggregated by race and sex. Two areas presented some disparities: the EVOC and the scenario tests. Half of the eight Filipinx men and about 40 percent of Asian men (18 out of 46) and Asian women (3 out of 7), who separated were released on the scenario-based testing. Additionally, the EVOC was the reason for about half (9 out of 19) of the Latinx women and three out of four black women being released. On this test, recruits receive

lecture about the seven tested exercises required by POST followed by driving several practice laps on the course with instructor feedback. Each recruit is given a test on each of the exercises and then receives additional instruction and practice laps if they fail any part of it. Recruits are then retested on the exercise, and if they fail the retest, are determined to have failed the EVOC per POST guidelines. Clearly, safe driving skills are essential for police officers, yet the large difference between success rates for male and female recruits on the EVOC test merits deeper examination into contributing factors and opportunities to increase racial and gender equity.

Figure 16: SFPD Sworn Women and Men's Academy Separations by Reason



Source: San Francisco Police Department, 2012-2018.

Sworn women identified an interest in serving their community and the pay as reasons they were attracted to the SFPD. Most focus group participants were from San Francisco and had a specific desire to give back to their city and help kids. They also liked that no two days were the same. Research finds that recruitment advertisements that focus on the challenges of being an officer and personal benefits (such as career development and job stability) are three times as effective for recruitment compared to ones that focused solely on serving others. Messages focused on both the challenge and personal benefits have been found to be particularly effective for recruitment of women and people of color.²⁷ Conversely, language that highlights values and altruistic motivation alone was not effective in increasing recruitment. The focus group discussions identified the lengthy application process as another barrier for other women. In particular, the lack of

²⁷ Elizabeth Linos, "More than Public Service: A Field Experiment on Job Advertisements and Diversity in the Police," *Journal of Public Administration Research and Theory* (2017).

communication and not knowing where they were at in the background investigation process was a challenge many identified. Some had friends or family in the SFPD who could reassure them that the process takes time. Several felt that a mentor through the application process could help increase women's success.

...the second week of the Academy, the...PT instructor comes up to me...and just reassures [some of the women in the class] that he's gonna get us over the wall, which was [with the] best of intentions...But I knew I could get over the wall and I wanted to know why he didn't.

-Focus group participant

Once in the Academy, sworn women expressed that as recruits they often felt underestimated and patronized when it came to their abilities. They remarked on the importance of female instructors and a supportive cohort of fellow female recruits to their success in the Academy. Others remembered the advice and guidance they received as recruits from more experienced sworn women who gave them a sense of what to expect and how to overcome challenges. More senior women remembered watching their numbers dwindle through Academy and the loneliness of being the only woman in the locker room by the end of it. Informal mentorship and support is shown to create a more inclusive work environment for unrepresented groups and seems to be an important factor for women's success in the Academy.²⁸ Additionally, recruitment materials that present diverse role models as police officers can contribute to retaining diverse candidates, showing it as an attainable and inclusive career.²⁹ Although better recruitment strategies may increase the number of women who apply for the position, there should also be additional efforts to improve the success of female applicants throughout the hiring process.

Hiring Summary:

- The SFPD has undertaken efforts to attract women and diverse candidates to apply. However, the SFPD falls short of its stated goal to have 20 percent women in each academy class.
- The Physical Test is a major barrier for women with less than two-thirds (64%) successfully completing it compared to 96 percent of men. There were some racial disparities in the success of recruits during some stages of the hiring process, particularly in the written test and background investigations.
- Women and people of color were also less likely to successfully complete the Academy compared to men and white recruits. One-third (33%) of women who separated from the Academy do so on the Emergency Vehicle Operation Course compared to 13 percent of men.
- The women who do successfully make it through the application and training process are more likely than men to successfully complete the Field Training Officer program and become permanent members of the SFPD.

²⁸ Loes Meeussen, Colette Van Laar, Karen Phalet, Jenny Veldman, "Women (Do Not) Belong Here: Gender-Work Identity Conflict among Female Police Officers," *Frontiers in Science* (2017).

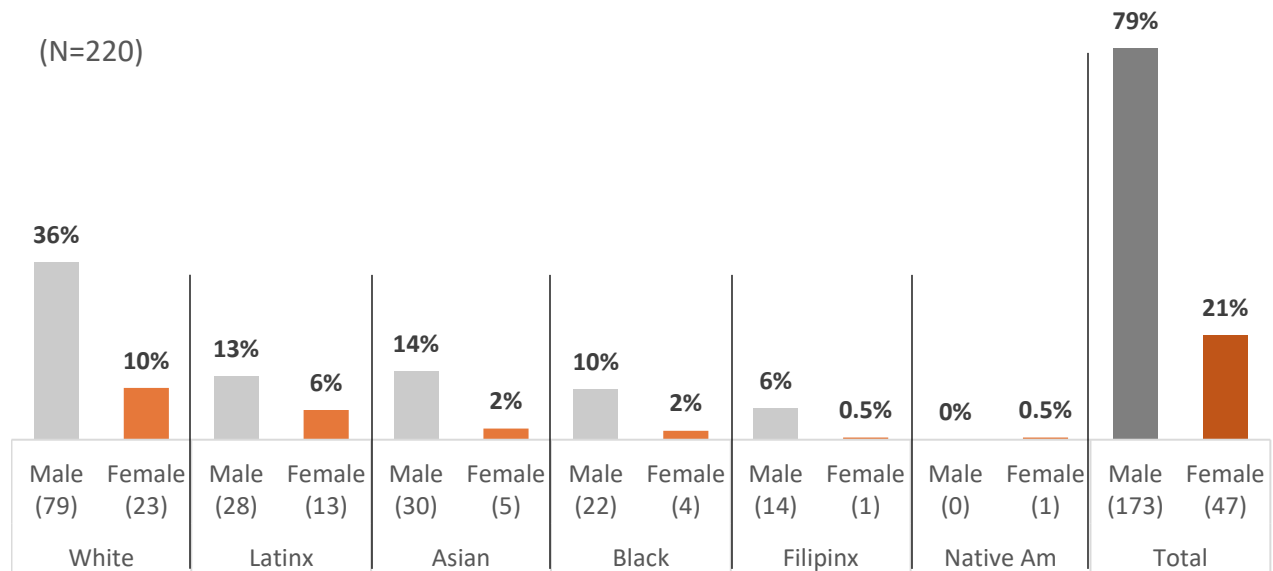
²⁹ Elizabeth Linos, "More than Public Service: A Field Experiment on Job Advertisements and Diversity in the Police," *Journal of Public Administration Research and Theory* (2018).

Advancement

Promotions

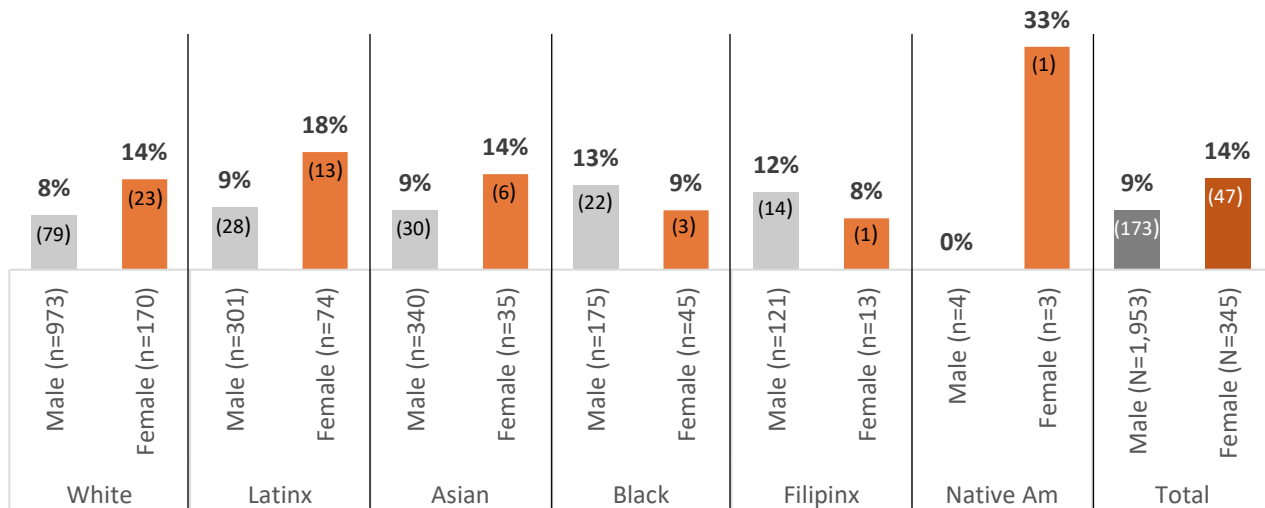
As shown in Figure 5 and discussed in the Rank section, the opportunities to advance in the ranks are limited, creating intense competition for the available promotions. Overall, the past few rounds of promotions generally reflected the sworn workforce demographics. Among 220 promotions, men were 79 percent of those promoted while women were 21 percent. White men made up more than one-third (36%) of sworn promotions; however, they comprise 42 percent of sworn personnel, meaning the proportion of white men promoted was below their representation in the sworn workforce. White women, Latinx women, and black men were promoted at greater proportions compared to their representation in the department with 10 percent, 6 percent, and 10 percent promoted respectively, compared to 7 percent, 3 percent, and 8 percent in the sworn workforce.

Figure 17: Distribution of SFPD Promotions by Race/Ethnicity and Gender



Source: San Francisco Police Department, 2015-2017.

Compared to men of the same race or ethnicity, women were more likely to promote in the past three years, except for black and Filipinx women. Overall, 14 percent of the 345 sworn women were promoted, compared to 9 percent of the 1,953 sworn men. Latinx women were twice as likely to be promoted, at 18 percent, than Latinx men, at 9 percent. Asian women also had high rates of promotion, at 14 percent, compared to 9 percent for Asian men. Among black women, 9 percent were promoted compared to 13 percent of black men, with Filipinx women experiencing a similar gap with men of their same ethnicity. One of the three Native American women was promoted, while none of the four Native American men were.

Figure 18: Proportion of SFPD Sworn Workforce Promoted by Race/Ethnicity and Gender

Source: San Francisco Police Department, 2015-2017.

Across nearly every racial and ethnic group and rank, women had high success rates for promotion in the past three years. These promotions were evidence of the SFPD's commitment to recruitment and retention strategies that include diverse groups, as well as the quality of the diverse candidates within the sworn workforce. The promotion of women was especially significant in 2017 compared to the two prior years. Between 2015 and 2016, there were 98 promotions, of which 15 percent were women and 51 percent were officers of color. In 2017, out of 120 promotions, 26 percent were women and 55 percent were people of color.

Many sworn women expressed strong ambition to pursue leadership roles within the SFPD but strongly opposed promotions based on their sex. Participants feared that whether true or not, other officers would assume that women were being promoted only to make up for past discriminatory practices rather than on their merit. A study on the promotional aspirations of police women found that they were so concerned about being promoted due to tokenism (solely for the reason of being women), that encouragement from male supervisors actually dissuaded them from pursuing promotion.³⁰ In the focus groups, some sworn women felt that the lack of transparency and communication surrounding the secondary criteria considered in addition to testing for promotional readiness and assignments, fostered rumors of undeserved promotions and created barriers for women.

That's my biggest fear with this going forward is that they'll put women in position of commander in charge of specialty units that don't deserve it or don't know how to handle it because then it sets us so much farther back.

-Focus group participant

³⁰ Carol Archbold, Dorothy M. Schulz, "Making Rank: The Lingering Effects of Tokenism on Female Police Officers' Promotion Aspirations," *Police Quarterly* (2018).

Relationships between sworn women and their peers and superiors were identified by participants as important in two ways. On the one hand, many had mentors (both male and female) who supported and encouraged women to pursue promotions. Others felt that a lack of relationships with influential decision-makers, either due to lack of access or simply stronger

I think that if I make the right connections and know the right people, I will get to where I want to go. My integrity and work ethic have nothing to do with the opportunities available to me and that is a shame.

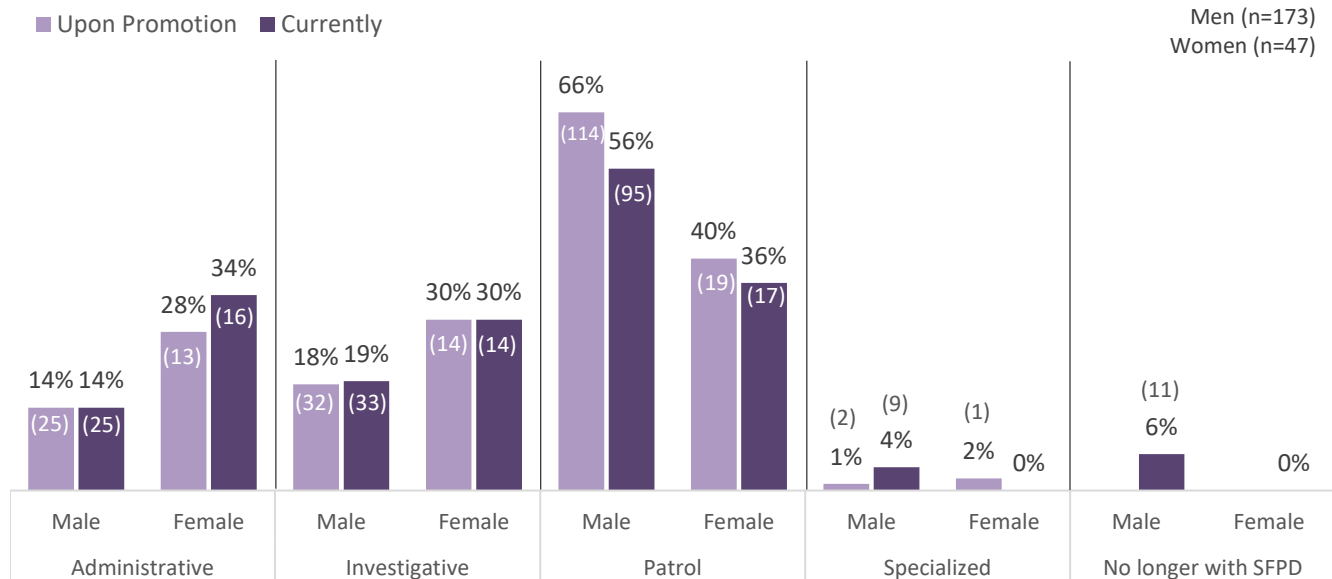
-Interview participant

relationships between men, seemed to close the door on women to certain positions. The SFPD does not have an official process of creating interview panels for “at will” promotions or assignments, which do not require merit-based tests. Many sworn women expressed that there were typically no women involved in making decisions on promotions or assignments. However, the newly created Staffing and Deployment Unit will be implementing a robust interview process for specialized assignments to increase transparency while promoting diversity in assignment.

Assignments

Each round of promotions results in new assignments for those promoted. The pattern of placing women in administrative assignments carried into new assignments following promotions. Out of the 220 sworn personnel promoted between 2015 and 2017, women were twice as likely (at 28%) to be assigned to administrative positions after promotion as men (at 14%). Two out of three men (67%) who were promoted went to patrol while 40 percent of promoted women were assigned to patrol. One woman was promoted to a specialized unit.

After a one-year probationary period, new Sergeants are typically reassigned to another station or unit and additional rounds of promotions often yield a change in assignment for many sworn personnel. A review of current assignments (as of June 2018) for sworn personnel promoted between 2015 and 2017 shows the proportion of women in administrative assignments increased by 20 percent, while the numbers of men in such roles remained the same. Meanwhile, the number of women in investigative assignments remained constant but the number of men increased by one. The proportion of both men and women in patrol assignments dropped. Two men were initially assigned to specialized units, which then jumped to nine after 2017. Meanwhile the single sworn woman in a specialized unit was later assigned to an administrative unit. Another 6 percent of sworn men were no longer with the SFPD due to the retirement of nine and the death of two.

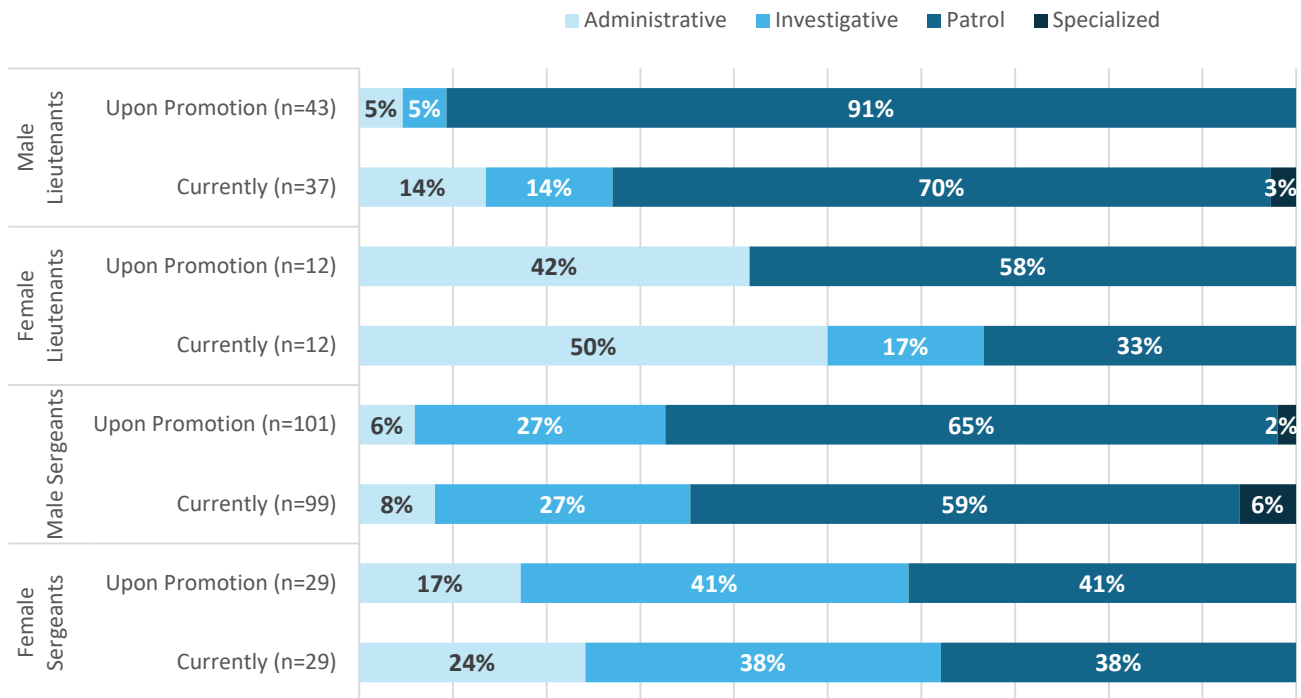
Figure 19: SFPD Distribution of Assignments by Gender Upon Promotion (2015-2017) and Currently (2018)

Source: San Francisco Police Department, 2015-2017 and June 2018.

This same distribution when viewed by rank in the following figure shows that the gap between administrative assignments among sworn men and women is greatest for Lieutenants. Nearly all sworn men promoted to the rank of Lieutenant were assigned to patrol with just 5 percent assigned to administrative units and another 5 percent in investigative assignments. Meanwhile, of the 12 sworn women promoted to the rank of Lieutenant, five were assigned to administrative units and seven went to patrol assignments. At the time of data collection, both male and female Lieutenants had been transferred to administrative and investigative assignments from patrol. Yet this resulted in half of the promoted female Lieutenants going to administrative units while only 14 percent of the male Lieutenants were in administrative units. Among sworn men and women who promoted to Sergeant, women again were more likely to be assigned to administrative units, which increased 41 percent from the time of promotion to their current assignment. Meanwhile two sworn men who promoted to Sergeant were assigned to specialized units, which then tripled to six following reassignments.

Women were promoting higher than men. But if you look at where they are placed, that's another kettle of fish... Specialized units remain [male-dominated] ...They have built it that way. If you don't put women at the ground level, they won't get there.

-Interview participant

Figure 20: SFPD Distribution of Assignments by Gender and Rank Upon Promotion (2015-2017) and Currently (2018)

Source: San Francisco Police Department, 2015-2017, 2018.

Sworn women expressed frustration at what they saw as women being promoted out of stations and into administrative units, regardless of skills, career aspirations, or performance. This was identified as a risk associated with putting in for promotion, which the data supports. However, sworn women also noted that for recent promotions to Sergeant in late 2017, the Chief instituted a “wish list,” where candidates were able to indicate preferences for assignment. This was recognized as a positive step and appreciated by the participants. Of 20 new female Sergeants who stated a preference, only two requested administrative assignments while the other 18 were split between investigation and station assignments. Yet, as the data above shows, the likelihood of sworn women going to administrative units following promotion was not only greater than for sworn men but increased in subsequent assignments too. It is unknown whether the “wish list” preference of recently promoted Sergeants was also considered in assignments made after probation.

Sworn women also shared that the Chief extended an open-door policy during the late 2017 promotional assignments to hear concerns and questions from those who were not promoted. Again, this was welcomed.

The problem is that you are taking the chance when you take this [promotional] test that you can end up behind a desk... So, if you're a female and you're on patrol and you like it...It's a gamble.

-Focus group participant

Although most sworn women did not expect to hear the truth about why they were not promoted, they appreciated the opportunity to get feedback. They expressed a desire for more support in career development and more information about what they could do to improve their chances of getting to the unit to which they aspired.

Advancement Summary:

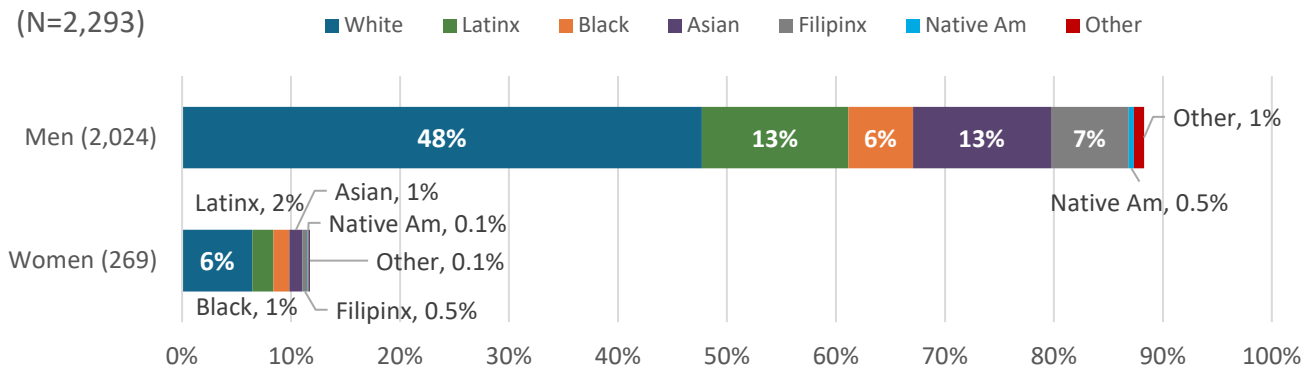
- The past few years of SFPD promotions have resulted in leadership that is increasingly diverse, especially in 2017 where 1 in 4 promotions went to women. Women were promoting at greater rates than men, especially white, Latinx, and Asian women, while black and Filipino women were promoted at somewhat lesser rates.
- Sworn women were concerned about the perception that they would be promoted as tokens or solely because they are women. The lack of transparency in the promotion process, particularly in the evaluation of secondary criteria, fostered this perception.
- The large proportion of sworn women in administrative assignments occurred upon promotion and increased through subsequent assignments. The same was true for the low proportion of sworn women in specialized assignments.
- The gap between the percentage of sworn men and women in administrative assignments upon promotion was greatest among Lieutenants. Female Lieutenants were eight times as likely to be assigned to administrative units as male Lieutenants.

Opportunity

Training

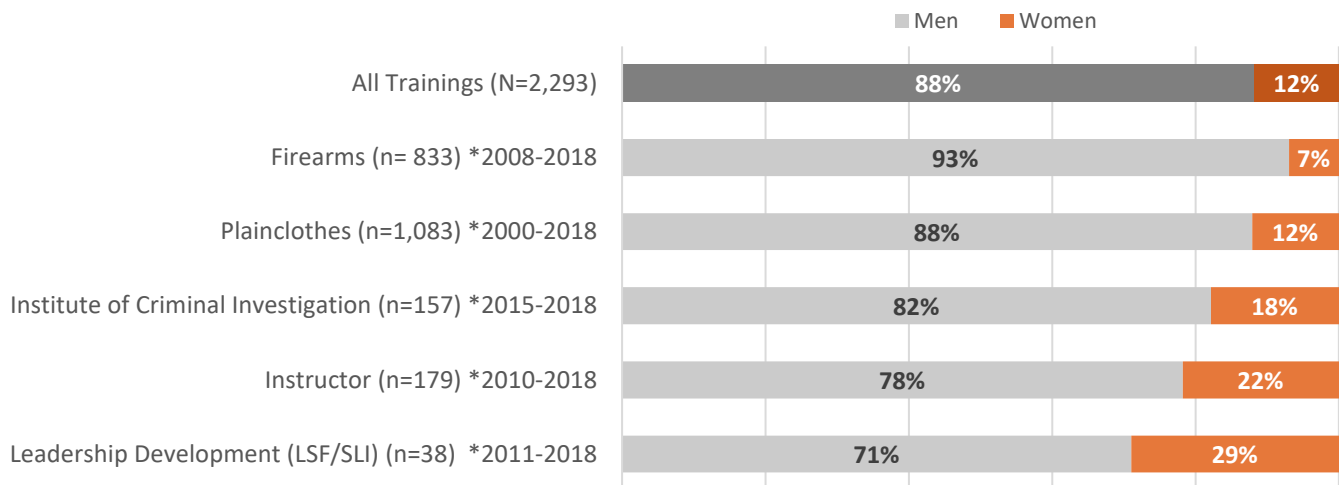
There are many trainings required for all sworn personnel, as well as supplemental trainings that the SFPD provides for specific units and to develop specific skills. Sworn personnel also can request to attend external trainings or may be selected by senior leadership to participate in a periodic training hosted by an outside organization. The SFPD budget allocated \$1.2 million in Fiscal Year 2018-2019 and \$1.7 million the following fiscal year for training and professional development. Most of this training was provided at the Academy and offered to all sworn personnel. The SFPD also received some additional grant funds for specific skill development, like fingerprinting or financial fraud investigations. Additional funding comes from the state Peace Officers' Training Fund to provide mandatory training that the SFPD Academy cannot provide.

The SFPD provided data for many years of internal plainclothes, firearms, and instructor trainings, and the last few years of external trainings for investigations and leadership development. Out of 2,293 sworn personnel participating in these trainings, 12 percent were women and 88 percent were men. White men were most likely to receive training at 48 percent, compared to 42 percent of the total sworn workforce. Filipino men received slightly more training in proportion to their presence in the workforce at 7 percent, compared to being 5 percent of sworn personnel. Latinx men were at parity with their representation in the workforce at 13 percent while Asian and black men proportionally received slightly less training with 13 percent and 6 percent trained compared to 15 percent and 8 percent of the SFPD, respectively. Sworn women proportionally received less training across all racial and ethnic groups.

Figure 21: SFPD Distribution of Training by Race/Ethnicity and Gender

Source: San Francisco Police Department, 2000-2018. *Note: Plainclothes training for 2000-2018, Firearms training for 2008-2018, Instructor training for 2010-2018, Leadership San Francisco training for 2011-2018, FBI Academy training for 2012-2018, Supervisory Leadership Institute training for 2013-2018, Institute of Criminal Investigation training for 2015-2018.

The participation rates for women varied by type of training. Women were just 7 percent of the 833 sworn personnel in firearms trainings over the past decade and 12 percent of the more than 1,000 personnel who participated in plainclothes trainings over nearly two decades. Sworn women comprised 18 percent of investigation trainings, 22 percent of instructor trainings, and 29 percent (11 out of 38) of those who received leadership development training through Leadership San Francisco and the Supervisory Leadership Institute. This showed an investment in developing sworn women's leadership potential. Yet, it also followed the pattern of low representation for women in trainings that support patrol and specialized units, like firearms and plainclothes.

Figure 22: SFPD Training Participants by Topic and Gender

Source: San Francisco Police Department, 2000-2018. *Years of data available varied by training, as noted in category. Leadership development includes: Leadership San Francisco 2011-2018 and Supervisory Leadership Institute 2013-2018.

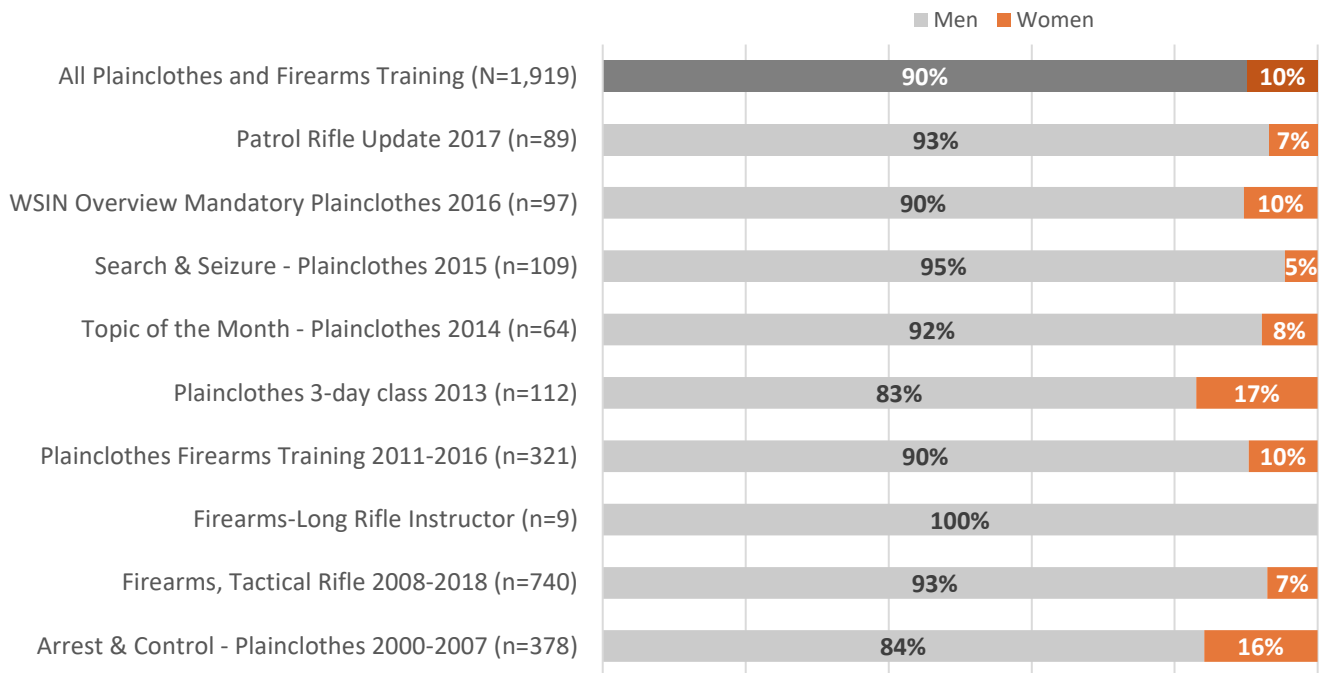
Among those participating in leadership development trainings, white women and men were most likely to attend compared to the overall sworn workforce. Latinx and Asian men were least likely to attend, while black men and women were well represented in leadership development. No Asian women attended either Leadership San Francisco or the Supervisory Leadership Institute. Although instructor training was quite diverse, the representation of sworn men of color was low in proportion to their presence within the SFPD overall. The Institute of Criminal Investigation training, although diverse by race and ethnicity, included just 18 percent women, while sworn women make up 25 percent of investigative assignments. White men were nearly 50 percent of the participants in plainclothes and firearms trainings. Sworn women made up just 12 percent of more than 1,000 personnel in plainclothes trainings. Firearms trainings rates for women were low at just 7 percent. Numerically, only 58 sworn women received firearms training within the decade covered by the SFPD data compared to 775 sworn men.

Figure 23: Training of SFPD Sworn Personnel by Race/Ethnicity and Gender

		White	Latinx	Asian	Filipinx	Black	Other	Native Am	Total
All Trainings (N=2,293)	Women	6%	2%	1%	0.5%	1%	0.1%	0.1%	12%
	Men	48%	13%	13%	7%	6%	0.9%	0.5%	88%
Leadership SF 2011-2018 (n=16)	Women	13%	-	-	-	19%	-	-	31%
	Men	38%	-	13%	-	19%	-	-	69%
Supervisory Leadership Institute 2013-2018 (n=22)	Women	14%	9%		-	5%	-	-	27%
	Men	55%	5%	5%	-	9%	-	-	73%
Instructor 2010-2018 (n=179)	Women	11%	4%	2%	1%	3%	0.6%	0.6%	22%
	Men	43%	10%	11%	7%	5%	2.2%	-	78%
Institute of Criminal Investigation 2015-2018 (n=157)	Women	5%	4%	3%	2%	3%	-	0.6%	18%
	Men	41%	10%	14%	7%	7%	1.3%	1.3%	82%
Plainclothes 2000-2018 (n=1,083)	Women	7%	2%	1%	0.5%	1%	-	0.1%	12%
	Men	49%	15%	11%	6%	5%	0.7%	0.7%	88%
Firearms 2008-2018 (n=833)	Women	4%	1%	1%	-	1%	0.1%	-	7%
	Men	48%	13%	15%	9%	7%	0.8%	0.1%	93%

Source: San Francisco Police Department, 2000-2018. Years of data available varied by training, as noted in category.

The low proportion of women in plainclothes and firearms trainings was consistent for nearly all the available courses. One out of ten sworn personnel trained in plainclothes and firearms were women. The following figure shows the proportion of sworn women by training class over the last two decades. For seven years of plainclothes trainings conducted from 2000 to 2007, women made up 16 percent of participants. However, after 2007 the participation rates declined for women. Only one other training, a 2013 plainclothes class, included a rate close to 16 percent for sworn women. Every other firearms and plainclothes training in the past ten years had 10 percent or fewer female participants. Particularly notable was the decade of firearms, tactical rifle training, where women made up 7 percent, or just 52, out of the 740 sworn personnel trained.

Figure 24: SFPD Firearms and Plainclothes Training Participants by Class and Gender

Source: San Francisco Police Department, 2000-2018. Years of data available varied by training, as noted in category.

Research has found that many female police officers seek additional education or external training in order to advance in their careers because traditional training opportunities are not open to them.³¹ Even with a commitment to diversify personnel and assignments, SFPD data shows that training available to help officers succeed in patrol and specialized units remained male-dominated. Sworn women reported lack of training opportunities as a barrier to their career development within the SFPD and tied the issue to the large proportion of women assigned to administrative units. Many sworn women said that they had worked in units where training was actively discouraged, and they were denied requests to attend training. However, others reported having leaders who encouraged and supported the pursuit of additional training. Several sworn women said that training opportunities were not widely communicated and that decisions about who “deserved” to participate in trainings frequently favored men.

It kind of feels like there's always an excuse to deny training.... You're on patrol, it's because patrol is light, and scheduling and staff doesn't permit it. And if you're on admin and you want to take...plainclothes or rifle, it's like, you're not on patrol, why do you want to take that training anyway? So, it's...a lose-lose situation.

-Focus group participant

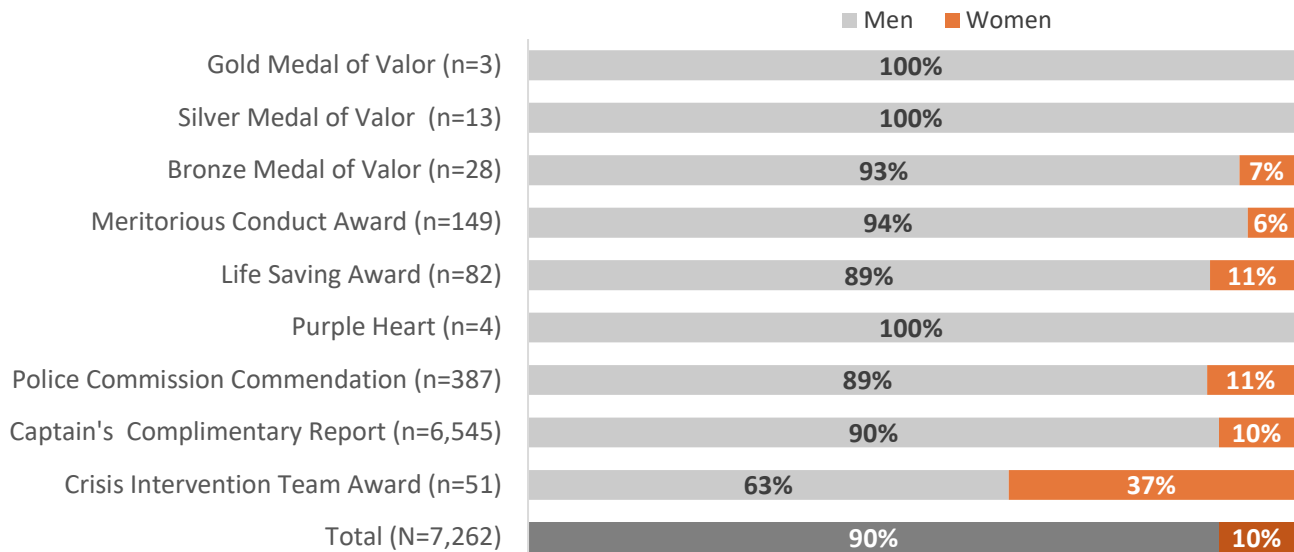
³¹ Melissa S. Morabito and Tara O'Connor Shelley, “Constrained Agency Theory and Leadership: A New Perspective to Understand How Female Police Officers Overcome the Structural and Social Impediments to Promotion” *Feminist Criminology* (March 2018).

Recognition

The SFPD recognizes the work of exceptional policing by members through nine different awards and commendations. The highest level is medals of valor: Gold, Silver, and Bronze. These are for outstanding bravery in situations involving risk of life, where officers: (1) sustain a disabling injury or death (Gold), (2) take action out of necessity knowing the danger (Silver), or (3) take action with a lower risk, lesser degree of danger, or less severe objective (Bronze). A Purple Heart is awarded to officers seriously injured while performing the responsibilities of their job in order to prevent loss of life or serious injury to civilians or other officers. The Meritorious Conduct Award is given to officers for diligent work during an investigation and arrest in a serious felony case. The Life Saving Award is given to officers whose direct intervention saves an individual's life. Additionally, the Police Commission or Awards Committee may grant a Police Commission Commendation to an officer for actions performed during the course of work that do not meet the criteria outlined above. The Captain's Complimentary Report recognizes officers who perform their duty with dedication and service above and beyond expectations. In 2015, the SFPD issued the first Crisis Intervention Team Awards to recognize officers who demonstrate excellence in use of crisis intervention team principles.

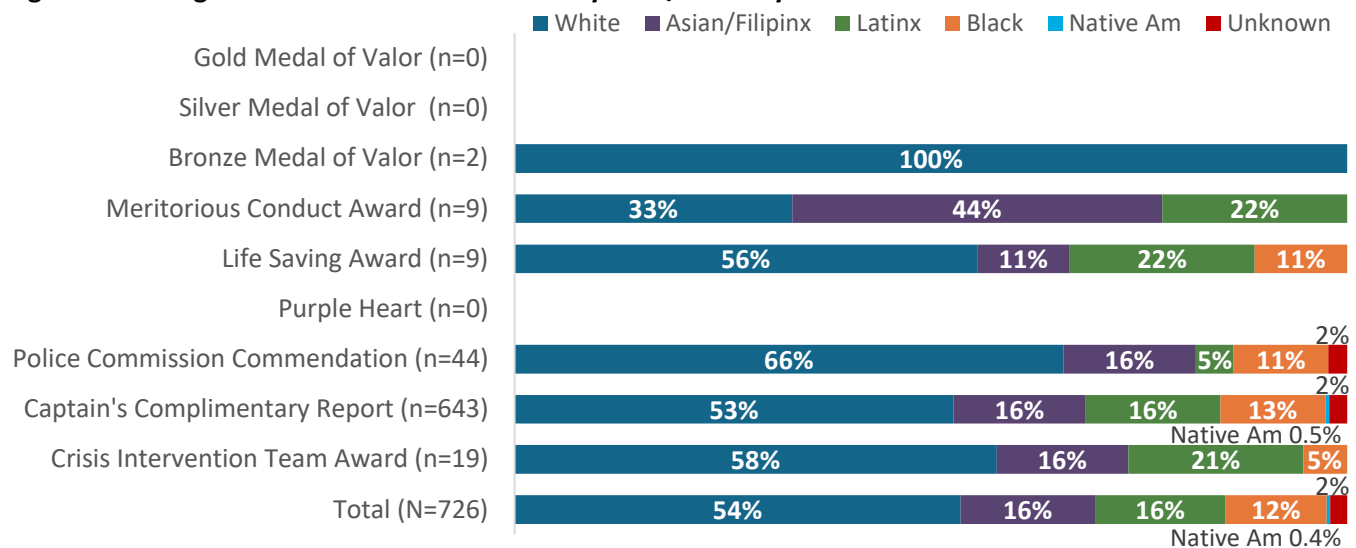
Nominations of officers for awards and commendations (typically required within 60 days of the event) are made by any supervisory officer or sworn members may nominate themselves. An Awards Screening Committee, made up of three captains who serve for a six-month term, reviews nominations and refers them to the Awards Committee with a majority vote. The Awards Committee, chaired by a member of the Police Commission and including all Police Captains, reviews the applications and vote by secret ballot on the specific level of award. A two-thirds majority is required before advancing the nomination to the Chief for final approval. The Police Commission must approve nominations for Medals of Valor or Meritorious Conduct Awards, and may reinvestigate a nomination for awards of that level. The Police Commission also determines the monetary bonus amount for Medals of Valor or Meritorious Conduct, which cannot exceed the member's monthly salary. Officers also receive a visual representation of the award in the form of a ribbon for their uniform and any subsequent awards are demonstrated with a bronze star placed on the ribbon, a silver star for five awards of the same type, and a gold star for ten or more. A Captain's Complimentary Report is authored by a commanding officer to the Chief to recognize a sworn member's work. Once the Chief approves, the report is included in the sworn member's permanent personnel record. The Crisis Intervention Team Award is given at an annual awards ceremony to officers nominated by a Captain and selected by the Lieutenant of the Crisis Intervention Team.

Of 7,262 commendations and awards given over the three-year period from 2015 to 2017, women received 726, or 10 percent of them. No women were awarded Gold or Silver Medals of Valor and just 2 women were awarded the Bronze Medal of Valor out of 28 awarded (7%). Just 6 percent (or 9) of the 149 Meritorious Conduct Awards went to women, while women received 11 percent of the 82 Life Saving Awards, and 387 Police Commission Commendations. No women have been awarded the Purple Heart, which was awarded to four men. Out of more than 6,500 Captain's Complimentary Reports, women received 643 (10%) while 5,902 went to men. However, sworn women received 19 (37%) of the 51 Crisis Intervention Team Awards.

Figure 25: SFPD Awards and Commendations by Gender

Source: San Francisco Police Department, 2015-2017.

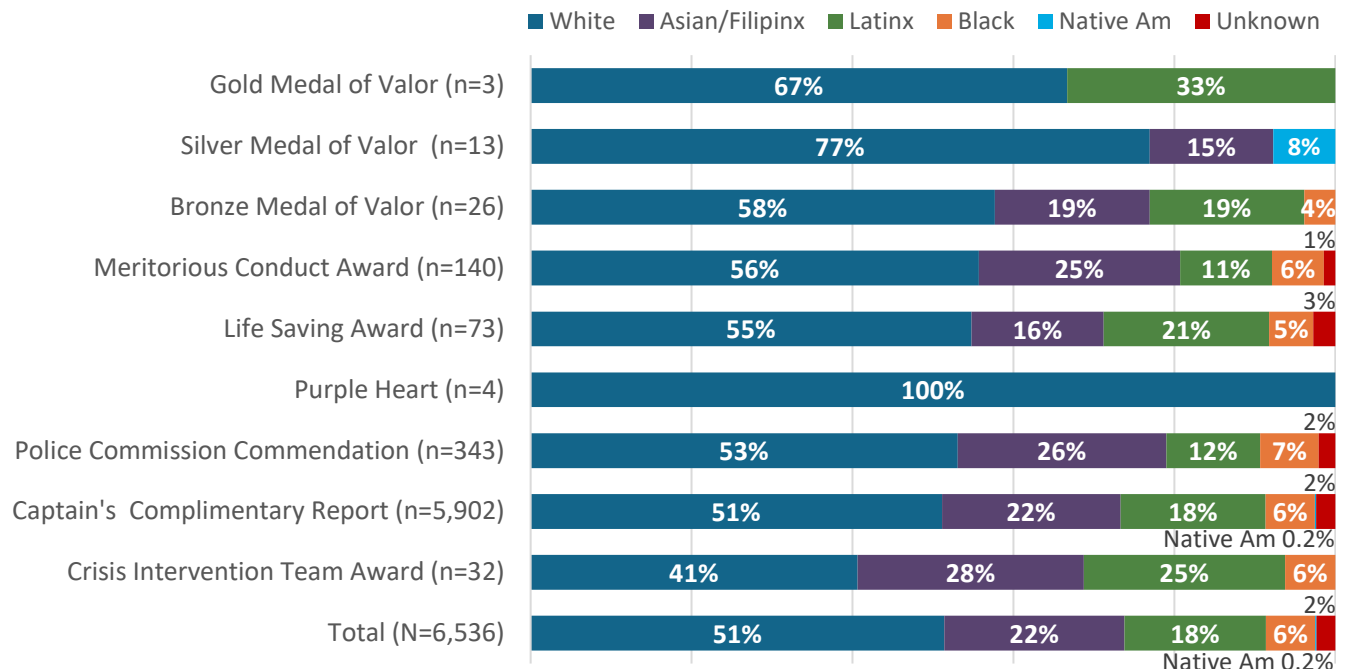
White women received more than half (54%) of the 726 recognitions given to sworn women, while making up 49 percent of all sworn women at SFPD. White women were the only sworn women to receive Medals of Valor (2 were awarded Bronze). A disproportionate number of white women also received Police Commission Commendations with 29 of the 44 awarded to women and Crisis Intervention Team Awards with 11 of the 19 awards given to sworn women. Latinx women received relatively few awards with 16 percent (110) going to this group while making up 21 percent of all female sworn personnel. They received only 5 percent of Police Commission Commendations yet had proportionate representation across nearly all other awards. Four out of the nine sworn women who were given Meritorious Conduct Awards were Asian/Filipinx. Black women did not receive any of the higher level of awards, but were well represented among Life Saving Awards, Police Commission Commendations, and Captain's Complimentary Reports.

Figure 26: Recognition of SFPD Sworn Women by Race/Ethnicity

Source: San Francisco Police Department, 2015-2017.

White men received about half (51%) of the 6,536 recognitions given to sworn men, proportionate to their representation among sworn men. However, they received a disproportionate number of higher award levels. White men received nearly two-thirds (64%) of the 42 Medals of Valor and all four Purple Hearts during that time. Black men received slightly less than their proportionate share of awards and commendations at 6 percent compared to making up 9 percent of all sworn men. Latinx and Asian/Filipinx men were well represented in most recognition categories.

Figure 27: Recognition of SFPD Sworn Men by Race/Ethnicity



Source: San Francisco Police Department, 2015-2017.

Rewarding sworn members not only recognizes their good work, but also makes officers visible to leadership. Awards and commendations are often considered as part of secondary criteria for decisions on promotions. Sworn women shared that there appeared to be a lack of consistency in the awards and recognition process. There was also frustration with antiquated definitions of award-worthy police work. Awards for physical acts and achievements are held in higher regard than actions to prevent or de-escalate serious situations. Sworn women acknowledged the creation of Crisis Intervention Team Awards as a step toward recognizing other types of skills and heroic acts performed by officers. Focus group participants were appreciative of these efforts but also shared that, while the SFPD was creating a ribbon to designate the achievement, this award does not command the same respect or include a monetary bonus like others. Sworn women were also hesitant to bring up to leadership the disparity in recognition between sworn women and men, as they fear the backlash that sworn

You have some guys with two years that will have stacks of commendations and then I got written up for one and they returned it. They said, we don't like the wording...And it's gone, like, no commendation.

-Focus group participants

women will be seen as getting awards solely because they are women or that certain awards will be viewed as “girl awards.” Research has found that women in policing have to navigate a difficult balance between doing well and doing too much. One study determined that police women feel that they have to prove themselves but also have faced retaliation and were sometimes viewed as a threat to sworn men when they went above and beyond.³² This resulted in sworn women believing that their successes would not be rewarded and, therefore, should be kept to themselves.

Sworn women also desired greater recognition of their goals and plans for career development through performance evaluations. The focus groups featured much discussion about the lack of feedback and infrastructure to support career development. The SFPD has Performance Improvement Plans (PIPs) initiated at the unit or station level by a supervising officer or through an alert by the Early Intervention System for at-risk or problematic performance behaviors. Meanwhile, Performance Appraisals were designed for supervisors and each officer to evaluate the previous six months and establish goals for the next six months. Sworn women reported that performance reviews rarely occurred and when they did receive a written review, the document sometimes included male pronouns (evidence of minimal modification of boilerplate language) or were surface-level. Sworn women expressed concern that there is a lack of accountability for leadership, unless someone documents what officers have accomplished and their goals for the future. They desired to have their hard work recognized and want supervisors to provide feedback to help them improve and advance. The group also expressed that the current approach to performance evaluations has irrelevant metrics and is maintained through paper files in binders, which is seen as neither efficient nor effective to support officers’ career development.

Evaluations are important for women in policing as research finds that women in male-dominated fields have to prove themselves again and again, have to walk a tightrope of accepted behaviors in the workplace compared to majority groups, and can have minor mistakes noticed more and remembered for longer while others would be overlooked. To interrupt these biases, performance reviews should be consistently applied, contain evidence, reject personality-based evaluations, and include honest feedback for everyone.³³

Opportunity Summary:

- There was a low percentage of sworn women among participants in many types of training, with the exception of leadership development trainings. Sworn women reported a lack of information about trainings and denial of training opportunities that they requested which creates barriers in their career development.
- A disproportionately large number of white men received training across nearly all areas, particularly among plainclothes and firearms trainings. Few women were received plainclothes and firearms trainings. Black men, too, had lower rates of participation in plainclothes and firearms trainings compared to their representation in the sworn workforce.

³² Carol Archbold, Dorothy M. Schulz, “Making Rank: The Lingering Effects of Tokenism on Female Police Officers’ Promotion Aspirations,” *Police Quarterly* (2018).

³³ Center for WorkLife Law, “Identifying and Interrupting Bias in Performance Evaluations,” (2016).

- Sworn women were much less likely than men to receive recognition in the form of awards and commendations. White men and women received the majority of higher-level awards while Latinx women and black men received relatively few awards and commendations in proportion to their numbers in the SFPD.
- The creation of an award to honor crisis intervention work demonstrates the SFPD's evolution from valuing police work for primarily physical acts to recognizing other skills. However, sworn women report that the intrinsic value of awards and related monetary compensation vastly differ for physical and non-physical acts.
- Sworn women reported that Performance Appraisals were rarely conducted. The current system of performance reviews was viewed as outdated, left room for bias, and neither supported women's career development nor provided accountability.

Retention

Discrimination

Women working in male-dominated fields experience higher rates of harassment and discrimination than those who work in gender-balanced or female-dominated workplaces.³⁴ The SFPD trained all recruits on issues of discrimination, harassment, and on City and Department policies regarding Equal Employment Opportunity (EEO), including how to file a complaint. Recruits and new Sergeants are required to complete the City's online discrimination and harassment prevention training. Additionally, the promotional orientation for new Captains, Lieutenants, and Sergeants included EEO training with scenarios depicting inappropriate behavior. Further, beginning in 2019, all City employees are required to take the City's online training entitled "Preventing Workplace Harassment" annually, per a new City ordinance.

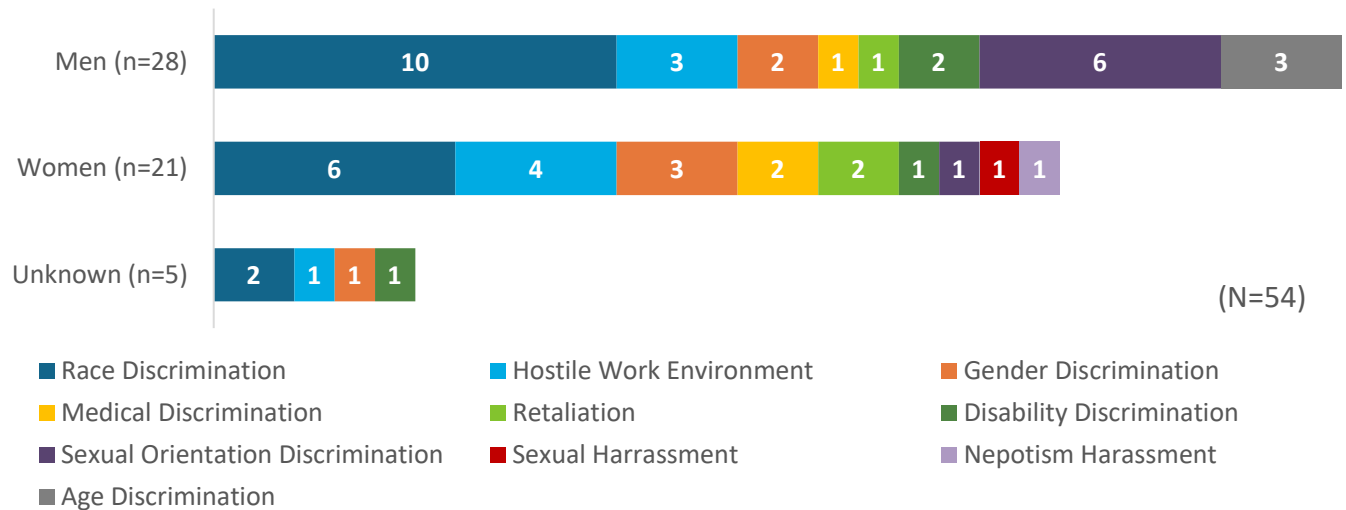
Sworn personnel who experience harassment or discrimination can file a complaint with any supervisor, the SFPD's EEO Liaison Officer, or directly with the Department of Human Resources (DHR) EEO Division. While the DHR investigates complaints, the SFPD's EEO Liaison Officer receives discrimination complaints and implements any corrective measures recommended by the DHR Director. The consequences for harassment, discrimination, or retaliation included discipline, such as a reprimand or suspension, or adverse actions up to termination of employment. Respondents found to have engaged in some improper conduct in connection with the complaint (whether sustained or not), can also be counseled on their conduct and retrained on the harassment and discrimination policies. The signed acknowledgement required in this process is then retained in their official personnel file. However, EEO compliance, complaints, or grievances are generally not considered when reviewing or evaluating sworn personnel and supervisors.

There were 54 EEO complaints filed by sworn personnel between 2015 and 2017. Of these, sworn men submitted a little more than half, or 28 complaints, (52%); however, this accounted for just one percent of all sworn men at SFPD. Meanwhile, sworn women filed 21 complaints (39%), which represented 6 percent of all

³⁴ Kim Parker, "For women, gender makeup in the workplace is linked to different forms of gender discrimination," *Pew Research Center* (March 2018).

sworn women in the department. The gender of the complainant was unknown for the remaining 5 complaints. For both sworn men and women, about one-third of complaints were due to racial discrimination, the largest of any category. Six complaints from men were for sexual orientation discrimination, while just one sexual orientation discrimination complaint was filed by a woman. Three of the 28 complaints from sworn men and 4 out of the 21 from sworn women were due to a hostile work environment. Gender discrimination was the third most common reason for complaints from women with three filed, while for men it was age discrimination.

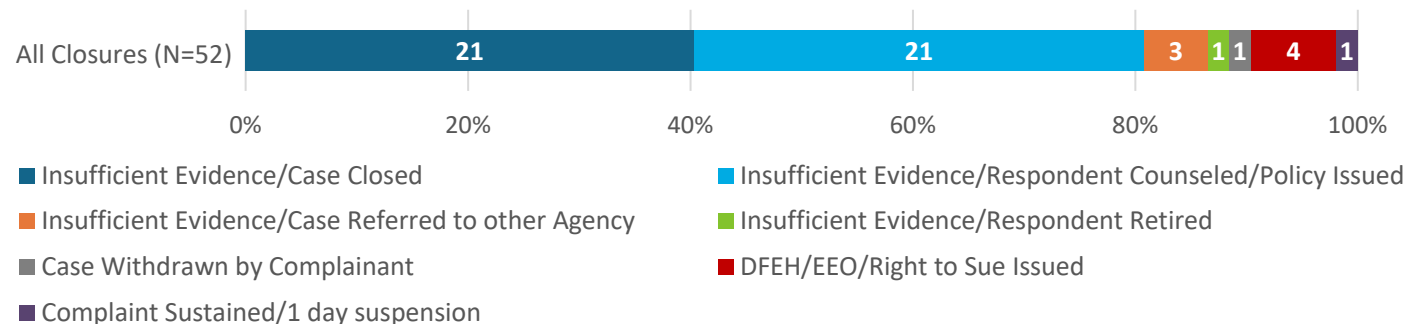
Figure 28: SFPD Discrimination and Harassment Complaints by Gender and Type



Source: San Francisco Police Department, 2015-2017.

Data on the resolution of cases was not available by gender or type of complaint. Out of 52 closed cases, the largest majority (88%) were found to have insufficient evidence. Half of those lacked any additional action, but the other 21 cases did call for the accused to be counseled and issued the Harassment-Free Workplace Policy, meaning that they engaged in some improper action in connection with the complaint. Three cases were referred to review by another body such as Internal Affairs. Five complaints were sustained based on the evidence, with a suspension issued for one and the U.S. Equal Employment Opportunity Commission (EEOC) or California Department of Fair Employment and Housing (DFEH) issuing a right to sue for four complaints. Two other cases were still pending.

Figure 29: SFPD Discrimination and Harassment Complaint Closures by Response



Source: San Francisco Police Department, 2015-2017.

Sworn women described a number of instances of harassment and discrimination they faced over the years, including sworn men at their station not speaking to them, vandalizing their property, or playing a pornographic video loudly while they worked nearby. Focus group participants stated that they were hesitant to file complaints because they believed it would not change things and only add fuel to the fire. The few who did raise these issues shared that in some instances they, rather than the offender, were moved away from the station and assigned to less desirable units, which felt to them like punishment for complaining. Instead, many sworn women shared coping mechanisms such as ignoring the behavior and working through it until they were reassigned to a different unit or learning to make jokes that would turn the behavior around on the men. Although not rising to the level of a complaint, microaggressions like complimenting a female officer by saying she is a “real cop” or suggesting women were promoted due to sexual favors reinforced the view that women did not fully belong in the SFPD. On a positive note, some younger sworn women stated that they had not experienced this type of behavior, but each of the veteran women had at least one example of experiencing negative behavior based on their gender. Additionally, a few black sworn women identified racial discrimination as a greater issue for them than gender-based discrimination or sexual harassment.

...before I was taken to [a new unit] ...there were a lot of questions. Will [she] file a complaint on us? Will she allow us to make jokes that are inappropriate?

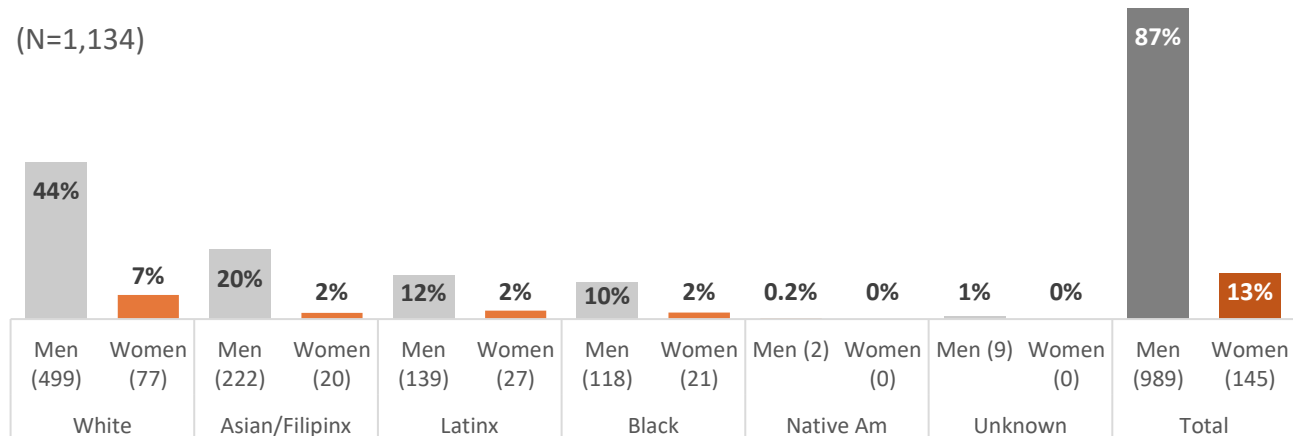
-Focus group participant

Discipline

From 2015 through 2017, there were 1,134 discipline cases involving SFPD sworn personnel engaging in alleged misconduct or failure to act. The cases stem from complaints initiated by members of the public through the Department of Police Accountability (formerly the Office of Citizen Complaints) or internally through the Internal Affairs Division. Of those, 87 percent of cases were filed against sworn men and 13 percent of cases were filed against sworn women. Most racial and ethnic groups had a proportionate distribution of disciplinary cases equal to their representation in the SFPD sworn workforce. However, Latinx men had slightly fewer disciplinary cases, while black and white sworn men had slightly more. Latinx men, who made up 14 percent of those on patrol (those who would most likely be subject to discipline cases) and 13 percent of the SFPD, had 12 percent of discipline cases. Meanwhile, white men made up 44 percent of discipline cases, with 43 percent assigned to patrol and 42 percent in the SFPD overall. Black men were 10 percent of discipline cases, while being 7 percent of those on patrol and 8 percent of SFPD sworn members.

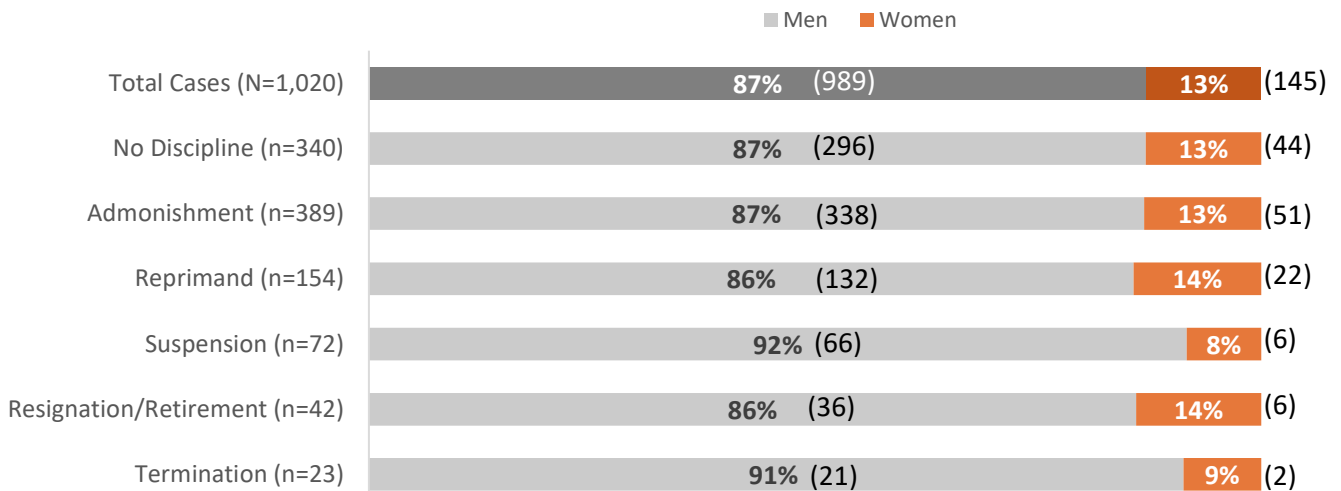
Figure 30: Distribution of SFPD Disciplinary Cases by Race/Ethnicity and Gender

(N=1,134)



Source: San Francisco Police Department, 2015-2017.

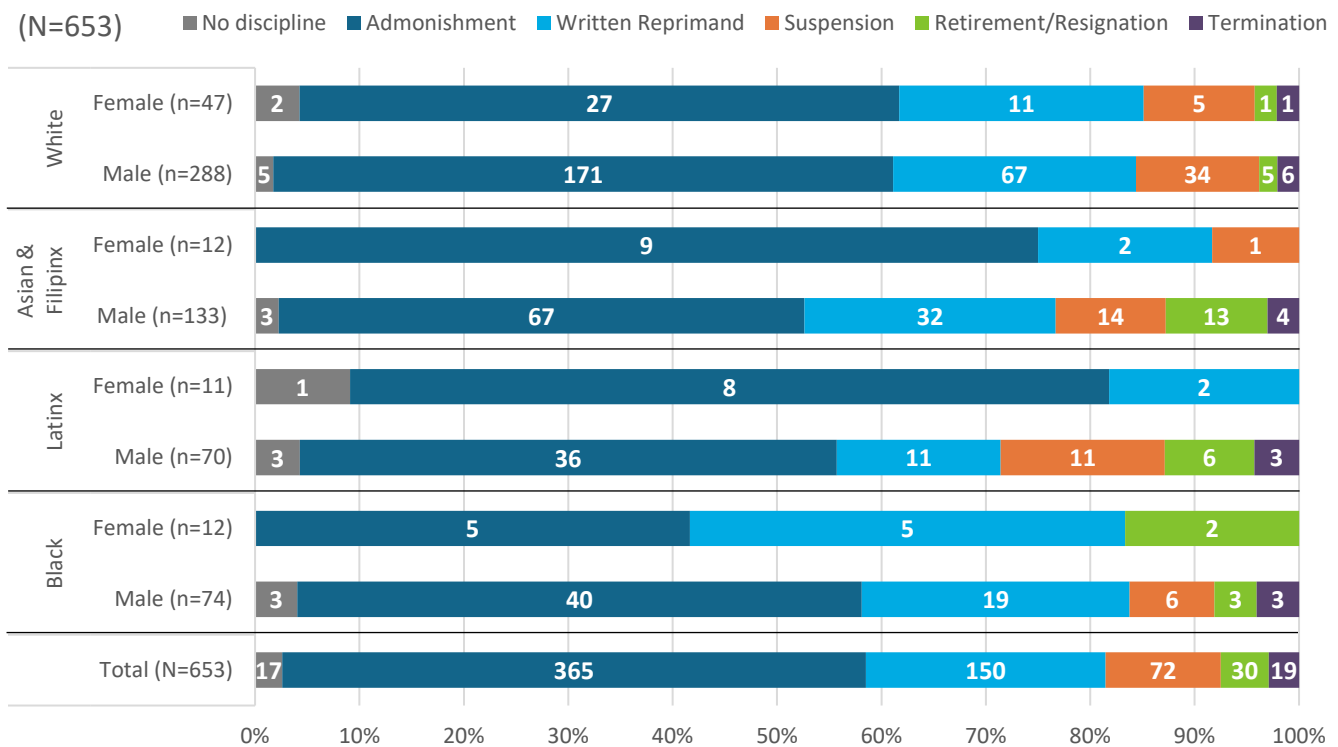
Allegations of police misconduct and failure to act are investigated by either the Department of Police Accountability or the Internal Affairs Division. Discipline is recommended for officers based on the severity of the offense; individual disciplinary history; whether injuries, death, or damage to property occurred; and other factors. The SFPD and/or Police Commission ultimately determine discipline, which can range from the least severe: no discipline, admonishment (verbal warning), or written reprimand; to the most severe: suspension, resignation, forced retirement, or termination. Of the 1,020 disciplinary cases closed over the last three years, sworn women were involved in 13 percent, or 131. Sworn women were a larger proportion of those who received written reprimands or separated from the SFPD through resignation or forced retirement. They made up a smaller proportion of those suspended or terminated compared to the overall discipline cases involving sworn women. Among cases resulting in suspension, 8 percent involved sworn women and 92 percent involved sworn men. Sworn men were 91 percent of those terminated compared to sworn women at 9 percent. This suggests that sworn women had less serious complaints that did not warrant termination.

Figure 31: Result of SFPD Discipline Cases by Gender

Source: San Francisco Police Department, 2015-2017.

While each discipline case is different and the number of cases, especially against women, is small, there were some disparities in the discipline resulting from cases with similar findings. Investigations may find cases were unfounded, lacked sufficient evidence, resulted from a training or policy failure, or that the officers conduct was proper. However, for those cases where officers engaged in improper conduct, the following chart displays the resulting discipline by gender and race/ethnicity. While data did not include factors relating to the case and the numbers are quite small, the distribution of discipline varies for certain groups of sworn personnel. For example, Asian/Filipinx women and black women were the only groups that had no any cases resulting in no discipline. Sworn women as a whole were more likely to have improper conduct cases result in less severe discipline, with 64 percent resulting in no discipline or admonishment, compared to 57 percent for sworn men. Latinx women were most likely to have no discipline or admonishment resulting from improper conduct at 82 percent. For Asian/Filipinx women, 75 percent of cases were resolved with admonishment. Among white women, 61 percent of cases led to no discipline or admonishment. Yet for black women, it was only 42 percent. Additionally, another 42 percent of black women's improper conduct cases resulted in written reprimand, while for all other groups it was around 25 percent. The remaining 17 percent of improper conduct cases involving black women resulted in their separation by resignation or forced retirement. This percentage is higher than any other group. Latinx men and Asian/Filipinx men had the next highest rate of separation as a result of improper conduct cases with a combined 13 percent each for resignation, retirement, and termination. Meanwhile, just 4 percent each of white men and women and 8 percent of black men separated from the SFPD due to improper conduct cases.

Figure 32: SFPD Discipline for Improper Conduct Cases by Race/Ethnicity and Gender



Source: San Francisco Police Department, 2015-2017.

Some sworn women described situations where discipline seemed to be harsher for women of color compared to white men. While the specific incidents of misconduct were not addressed in the data, it did show that black women had a smaller percentage of cases result in mild discipline, like no discipline or admonishment, compared to

[T]he discipline doled out to officers who are found to have committed offenses violating our Department's General Orders is unfair, at best. Women and minorities seem to be on the harsher side of recommendations.

-Interview participant

other groups. Research shows that women in male-dominated fields experience a “gender punishment gap” for misconduct incidents.³⁵ One study found that women in the financial sector were punished more harshly despite engaging in misconduct that was less costly and being less likely to reoccur than comparable men. This study also found that the punishment gap extends to men of color and that more managers of the same marginalized group decrease the gap; however, a larger presence of male managers of color did not alleviate the gender punishment gap. Further, studies also found that policewomen had fewer citizen complaints and sustained allegations of excessive force and were more likely to report unethical acts than policemen, which suggests that discipline cases against sworn women may be less severe and warrant milder discipline.³⁶

Retention Summary:

- A larger proportion of sworn women reported experiencing harassment or discrimination than men. Most complaints had insufficient evidence to support the alleged misconduct, although 10 percent were determined to have some improper conduct in relation to the complaint.
- The most common cause for filing a complaint among both sworn women and men was racial discrimination. Some black sworn women felt that they experienced greater harassment and discrimination based on their race than gender.
- Sworn women shared that, despite experiencing harassment and discrimination, they were unlikely to report conduct due to a belief that it would not help and, in many cases, would worsen the situation. Nevertheless, many younger sworn women stated that they had not experienced discrimination, harassment, or bias because of their gender.
- Women made up 13 percent of discipline cases. White men and black men had a greater number of discipline cases than their proportion in the SFPD sworn workforce.
- Several sworn women believed that sworn women and officers of color were disciplined more harshly. Latinx women had the mildest discipline across improper conduct cases, while black women had the smallest proportion of cases that received the mildest discipline compared to all other groups. Asian/Filipinx men and Latinx men had a greater proportion of cases result in separation from the SFPD through resignation, retirement, or termination compared to other sworn men.

³⁵ Mark L. Egan, Gregor Matvos, Amit Seru, “When Harry Fired Sally: The Double Standard in Punishing Misconduct,” *Harvard Business School Working Paper No. 19-047* (2018).

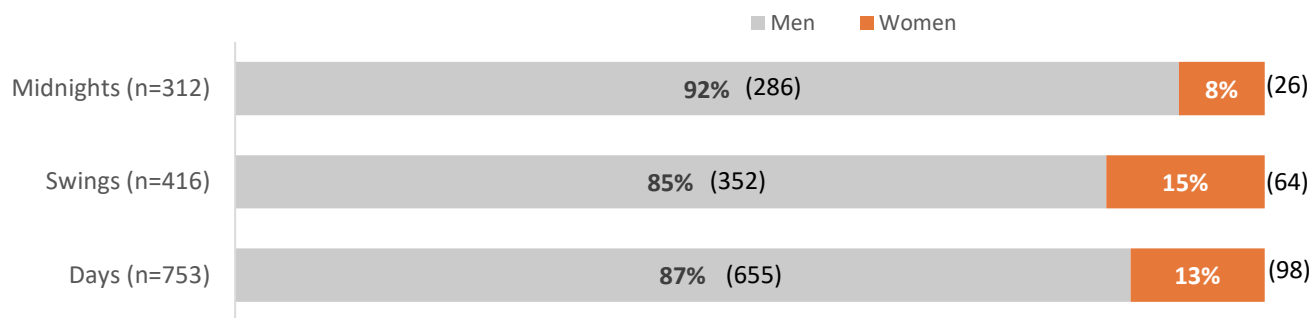
³⁶ Dr. Kim Lonsway, Margaret Moore, Chief Penny Harrington, Eleanor Smeal and Katherine Spillar, “Men, Women, And Police Excessive Force: A Tale of Two Genders,” *National Center for Women & Policing* (2002). Christine Martin, “Illinois Municipal Officers’ Perceptions of Police Ethics,” *Illinois Criminal Justice Information Authority* (1994).

Accommodations

Scheduling

The SFPD must respond to crimes or calls for service no matter the hour. Sworn personnel typically work 4/10 schedules, or four ten-hour work days per week. Officers and sergeants participate in a semi-annual seniority sign-up in which they electively bid for their shifts, which are then assigned by station leadership in order of seniority. Shifts typically begin at 6 AM (days), 4 PM (swings), or 9 PM (midnights). Of 1,481 sworn personnel who work on shifts, about half work daytime shifts, 28 percent work swing shifts, and about 20 percent work overnight on the midnight shift. Sworn women make up 13-15 percent of day and swing shifts. While overnight shifts pay Officers and Sergeants a higher rate, women are less likely to work overnight.

Figure 33: Breakdown of SFPD Shifts by Gender



Source: San Francisco Police Department, May 2018.

Sworn women explained that those with children faced additional challenges in scheduling shifts, yet they were often able to make it work with the help of family, partners, and friends. Mothers in the SFPD described intentional efforts to maintain their reputation as hard working, belonging, and deserving of equal treatment and opportunities. They expressed concern about feeding into the narrative that they were less committed or seeking special accommodations because of their parental status. However, several also mentioned that it was difficult to miss their children’s activities or not see them on days that they worked. Another challenge facing sworn women with caregiving responsibilities was the impact of transfers. While personnel transfers requested by supervisors entitle sworn personnel to the same shift for the duration of the sign-up period, those on two-year loan positions in administrative units reported scrambling for childcare, sometimes with as little as three days’ notice when returning to their station corresponded with a shift change. These issues were identified as reasons some sworn women might prefer administrative units with more typical office hours.

When I needed them to be more flexible when my kids were younger, I would have never asked because I was so new. I regret that a little, but that may have been why I had no problem with the guys.
-Interview participant

The SFPD recently began implementing the Family Friendly Workplace Ordinance, which went into effect in 2014. The ordinance gives employees in San Francisco the right to request flexible schedules to accommodate

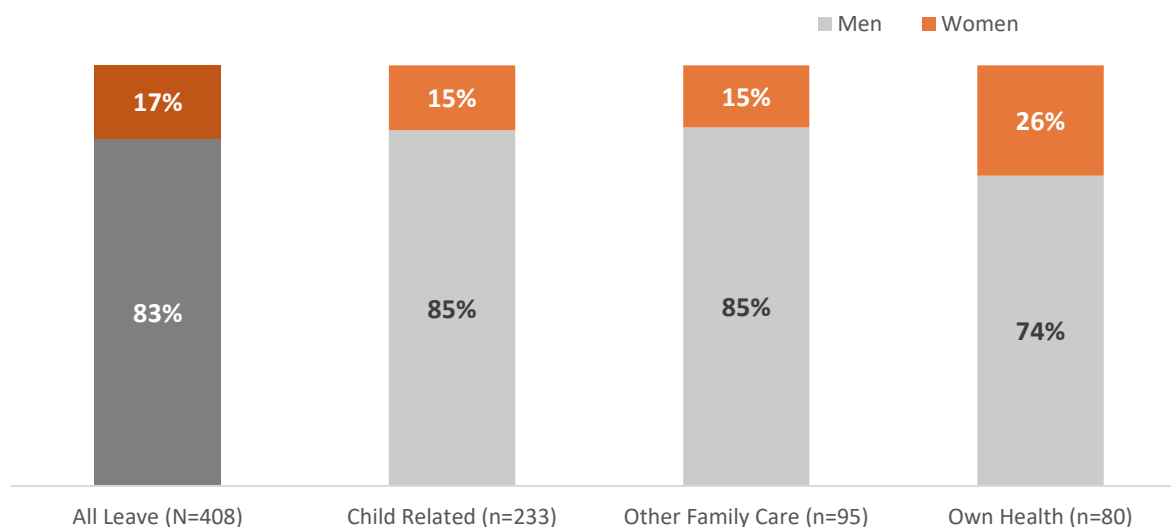
caregiving responsibilities. Although the ordinance allows requests to be denied if they interfere with the operation of the organization, several sworn women indicated that flexible schedules are being supported by the SFPD. They herald this development as a step toward a more modern workplace. There were concerns voiced by some sworn women that sworn men viewed this as special treatment; however, the ordinance applies to employees of any gender who have caregiving responsibility for children, elderly parents, or a family member with serious illness.

Family Planning

Working mothers in nearly every industry face discrimination.³⁷ For parents employed by the City and County of San Francisco, benefits and accommodations go beyond state and federal requirements, such as full pay during much of pregnancy disability and parental leave to bond with a new child, the ability to request flexible work schedules to meet caregiving responsibilities, and, most recently, expanded lactation accommodations. The SFPD also had a Leave Coordinator to support employees requesting parental leaves and benefits.

As shown in the following figure, sworn women took 17 percent of all family and medical leaves between 2016 and 2018. This is just slightly more than their proportion in the SFPD sworn workforce (15%). Women took a proportional amount of child-related and other family care (such as caring for one's parent or spouse) leave at 15 percent but took a greater proportion of leaves for their own serious illness or health condition at 26 percent. In a strong sign for improved gender equity in caregiving, 184 sworn men took child bonding leave for the birth or adoption of a new child, while sworn women took 12 percent (26) of the 212 child bonding leaves. Although the length of leave is longer for parents who give birth, due to the disability and recovery time, men and women are entitled to equivalent bonding leaves. An analysis of the actual time-off was not completed by gender, but leave data shows that both sworn women and men are going on leave when a new child joins their family. However, the striking disparity between women and men's leave for their own health conditions merits further investigation by the SFPD to determine whether any health and safety factors disproportionately affect women or if sworn men have a lack of awareness or willingness to take leave to care for themselves.

³⁷ Cynthia Thomas Calvert, "Caregivers in the Workplace: Family Responsibilities Discrimination Litigation Update," *Center for WorkLife Law, University of California, Hastings* (2016).

Figure 34: SFPD Family and Medical Leave Taking in Two Prior Years by Gender

Source: San Francisco Police Department, May 2016-May 2018.

Sworn women highlighted reassignment to an administrative unit for light duty during pregnancy as one of the more difficult parts of being a pregnant police officer. It is well accepted that for most pregnancies, women can continue to do many physical tasks. Sworn women explained that while they understood they eventually would need to be placed on temporary light duty to protect their own

health and their pregnancy, they felt ripped from their station, routine, and support system. Some station leaders have tried to hide pregnant officers in desk positions in order to avoid reassignment for as long as possible. This was seen as a benefit in maintaining connections to their social and support groups, but also made them to feel like they owed their supervisors for this accommodation. The secrecy added to their stress about not knowing when they might be removed and sent to an administrative unit. Sworn women explained that it was helpful at times to have a desk assignment, but some feared it would lock them into an administrative career trajectory. There was an expressed desire for the light duty reassignment process to be more inclusive of a pregnant officer's personal choice and determined on a case by case basis.

Right after I had my last youngest son, I was asked to go to Captain's staff, and I was afraid because of the stigma...I've only got five years in, I have to go on the street. What are they gonna think?

-Focus group participant

Upon returning to work from parental leave, sworn women found lactation accommodation to be an additional hurdle. Many sworn women stated that they were unable to continue breastfeeding for as long as they desired due to the challenges they faced. As of 2016, the City requires a private, secure space to be available within close proximity for all workers who need to express breastmilk. Women who work on patrol mentioned that it was difficult to take lactation breaks at the time, and for the duration and frequency needed to express breastmilk. Some sworn women encountered challenges like being away from the station or not having enough time to remove their gear, pump, clean up, and get dressed again. Others explained that although it was awkward, they made it work by pumping in bathrooms, locker rooms, or cars. These issues are common for

working mothers in many industries. However, research finds that lactation support at work not only increases the duration of breastfeeding, which benefits infant and maternal health, but also benefits employers through increased retention, lowering annual healthcare costs, and boosting employee job satisfaction, morale, and productivity.³⁸

Uniforms and Equipment

New officers in the SFPD are issued standard uniforms with some modifications for different body types. While lightweight belts and vests were available to officers of smaller stature, some sworn women reported that they were not fully aware of the options available to them. Others described experiencing pain due to the weight of their tools around their waists, and they urged the SFPD to make lightweight belts and vests standard. Another issue discussed was the impact of changes in women's needs and bodies occurring with pregnancy, breastfeeding, and menopause. Because personal protective equipment is not typically designed for women, it is often ill-fitting, uncomfortable, or not properly protective.³⁹ Some sworn women sought outside options when their equipment did not fit their needs but faced hurdles in getting approval to purchase or use the equipment. Engaging a more diverse group in the development of policies and options for uniforms and equipment would help ensure the safety and wellbeing of all sworn personnel.

Accommodations Summary:

- Many sworn women struggle to balance family and professional responsibilities and feel especially vulnerable to double standards. Sworn women were a smaller percentage of sworn personnel who worked midnight shifts compared to other shifts.
- Sworn women who are mothers may choose administrative assignments as a way to address scheduling challenges. Under the Family Friendly Workplace Ordinance, sworn women have greater options to remain in patrol assignments and meet their caregiving responsibilities.
- Sworn men and women took family care leave at rates proportional to their numbers in the workforce. Yet, sworn men were a smaller percentage of those who took leave to care for their own health conditions compared to their medical leave use overall.
- Pregnant sworn women desired a greater degree of choice in when and how they were transferred from their home station to administrative assignments for pregnancy-related temporary light duty.
- Sworn women have specific needs for uniforms and equipment, but they faced challenges in getting what they need.

³⁸ U.S. Department of Health and Human Services, Health Resources and Services Administration, Maternal and Child Health Bureau and HCD International, Inc., "The Business Case for Breastfeeding" (2009).

³⁹ Trades Union Congress, "Personal Protective Equipment and Women: Guidance for Workplace Representatives on Ensuring It Is a Safe Fit" (2017).

Recommendations

The following recommendations were developed to address long-standing and often unseen issues of gender equity within the San Francisco Police Department based on the findings from the collected and analyzed data and with feedback from sworn women.

I. Establish formal and informal means to support and guide female officers.

Female mentorship and role models are critical to successfully recruit women and promote their professional development. Additionally, female mentorship can mitigate feelings of isolation and other social barriers that sworn women often face by providing the means to navigate both the professional and personal experiences of being a female police officer. Female role models serve as actual examples of success that can inspire sworn women and female recruits to strive for success rather than succumb to stigma that underestimate their abilities and opportunities.

- 1.1 *Create opportunities for female recruits to meet and ask questions of sworn women.*
- 1.2 *Organize a sworn women employee resource group and grant release time to members for planning activities (e.g., Department of Public Works Women's Empowerment Group started by then-DPW Director Ed Lee).*
- 1.3 *Convene networking events and expert panels focused on career development.*
- 1.4 *Develop incentives for veteran sworn women to mentor newer sworn women.*

II. Increase diversity in assignments and units.

Analysis of SFPD demographics revealed a disparity of sworn women in specialized units and a disproportionately high number of sworn women in administrative roles. Focus group findings reinforced these observations as many sworn women recounted difficulty entering specialized or senior positions while feeling tracked into administrative positions. A starting point for the tracking that reinforces gender stereotyping appears to be an abbreviated time on patrol for many women. Without a solid five years of patrol experience, sworn women are less qualified for specialized and/or senior positions. Research has consistently shown that diversity in the workplace increases productivity and successful teamwork. Thus, the SFPD should pursue diversity in assignments and units through intentional and consistent audits and implement efforts to increase experience in different areas for all sworn personnel.

- 2.1 *Develop a strategy for diversifying specialized units. Include the voices of underrepresented groups in developing the strategy and clearly communicate the strategy across the SFPD.*
- 2.2 *Monitor diversity metrics in all units but especially administrative and specialized units.*
- 2.3 *Assess administrative positions at stations, like Captains' staff, for stereotyping and the disproportionate placement of women.*
- 2.4 *Develop career planning resources for all sworn personnel to help ensure that all members have opportunities for diverse assignments and experiences.*
- 2.5 *Develop a strategy for ensuring equal access to specialized and/or senior positions. For example, ensure that personnel in administrative assignments strive for approximately five years on patrol, unless excused for medical reasons (e.g. temporary light duty).*

III. Implement recruitment strategies for diverse candidates, promote transparency, and expand communication.

Recruitment strategies aimed at retaining diverse candidates are key to creating a qualified, diverse pipeline. These recruitment strategies should showcase law enforcement careers as challenging and interesting jobs with good pay and benefits that are inclusive of diverse candidates. Increased transparency and communication about recruitment protocols, expectations, and resources support diverse candidates who may not have the benefit of family members, close friends, or other mentors in the Police Department who can guide candidates through the complex hiring process.

- 3.1 *Further expand recruitment programs to target diverse candidates with inclusive language in recruitment posts and advertisements.*
- 3.2 *Add an easily accessible guide to the website which details physical expectations and a video series for at-home training to prepare for the physical test.*
- 3.3 *Increase diversity in the background investigations unit. Establish communication between recruitment staff and the background investigations unit so applicants can understand where they are in the hiring process.*
- 3.4 *Convene an event for recruits with a panel of veteran officers, and breakout discussions for recruits and veteran officers to engage.*
- 3.5 *Review data on background screening failures and evaluate policies and procedures for bias.*
- 3.6 *Examine the Emergency Vehicle Operations Course (EVOC) for bias and improve support of female recruits in passing the EVOC.*

IV. Increase transparency and communication in promotions.

The low number of female officers in specialized units and related ranks suggests the need for transparent, identifiable pathways to pursue these roles. The frustrations expressed by sworn women reveal the social barriers that hinder opportunities for female officers. Increasing transparency about the promotions process and enhancing communication with candidates about promotional opportunities, criteria, and results could substantially support female officers and their career ambitions. Further, research finds that more diversity in background and experience of teams improves their decision-making abilities.

- 4.1 *Identify and communicate pathways for career development, particularly in specialized units.*
- 4.2 *Increase diversity of groups that determine assignments and review secondary criteria to improve outcomes for women and other underrepresented groups.*
- 4.3 *Inform officers of specific criteria for promotions.*
- 4.4 *Conduct follow-up with applicants to increase awareness of how to succeed.*
- 4.5 *Formally notify candidates denied promotions or assignments.*
- 4.6 *Continue the Chief's open-door program for unsuccessful candidates.*

V. Encourage professional development and training.

Inconsistency with circulating training information combined with a perceived lack of equal access to trainings has hampered development of a pro-training culture throughout the SFPD. During focus group interviews, many officers expressed frustration at missing training opportunities due to an uneven distribution of information. While there are many constraints on giving officers release time for training purposes, including sufficient staff coverage, in some cases an officer's ability to access professional development opportunities depended on the supervisor's commitment and support for professional development. To ensure the highest quality of service to the community, it is critical to ensure equal access to available training and professional development opportunities.

- 5.1 *Institute a centralized clearinghouse for professional development and training opportunities and publicize opportunities widely.*
- 5.2 *Ensure equal access to professional development and training opportunities. Monitor approval and denial of professional development and training opportunities by demographics and unit for disparities.*
- 5.3 *Create career development guides to shepherd interested individuals through the types of trainings, opportunities, and positions that support success in a diverse array of career paths.*

VI. Enforce completion of performance reviews and eliminate bias in commendations.

Focus group interviews revealed uneven implementation of performance reviews. A lack of a rigorous performance plan and review process based on measurable and defined career goals contributes to a lack of infrastructure for career development. Further, a paper system maintained in binders inhibits holding sworn personnel accountable for progressing. Sworn women do not receive a proportionate number of awards on par with their percentage in the SFPD, especially when broken down by racial demographics an even more pronounced disparity appears in the number of higher awards given. Sworn women expressed frustration at the antiquated definitions of award-worthy police work. Based on the cash awards that accompany certain recognitions, physical acts are held in higher regard than achievement through other skills. An updated awards system should reflect the full variety of skills valuable to law enforcement and make the awards criteria and recognition process more transparent.

- 6.1 *Require rigorous performance reviews of all staff members regularly.*
- 6.2 *Digitize and modernize the performance review system to evaluate specific, relevant, and consistent measures.*
- 6.3 *Incorporate the completion of performance evaluations for direct reports as a criterion for promotion.*
- 6.4 *Add commensurate monetary awards to Crisis Intervention Awards.*
- 6.5 *Evaluate implicit bias associated with each type of commendation and the nomination and selection process, and consider actions such as removing names, pronouns, and gendered language.*
- 6.6 *Ensure a diverse commendation review committee (e.g. gender, race, ethnicity).*

VII. Increase flexibility and transparency in scheduling.

The push and pull of family obligations and the pressure to prove themselves as “real cops” create tension for female officers. The Family Friendly Workplace Policy has improved flexible scheduling; however, not all officers feel empowered to seek arrangements that support caregiving responsibilities.

- 7.1 *Attempt to provide longer notice (approximately one month) for transfers to allow time for family care arrangements (e.g., when two-year loan positions end).*
- 7.2 *Expand leave training among managers with regular training updates and audits.*
- 7.3 *Examine the disparity between sworn women’s and men’s leave for personal health reasons and develop efforts to support sworn men in leave taking.*

VIII. Ensure widespread distribution of information about parental leave and lactation accommodation policies.

Ensuring transparency and widespread distribution of information about parental leave and family planning policies would enhance the SFPD’s family friendly practices and culture. Sworn women discussed their experiences as pregnant, and often stigmatized officers. They expressed frustration with departmental policies that lack guidelines on how to best navigate their pregnancy and other family planning needs, such as lactation accommodations. As women’s needs and bodies change throughout their life, equipment that is properly fitting and protective must be easy to access.

- 8.1 *Ensure that all stations and worksites comply with San Francisco City Lactation Accommodation Policy.*
- 8.2 *Consider light duty assignments that allow pregnant officers to remain at their home stations and allow pregnant officers and their health care providers to determine when light duty reassignments are required, absent an immediate risk of harm.*
- 8.3 *Establish an easily accessible, central repository of information for family leave and flexible scheduling policies.*
- 8.4 *Monitor promotion and advancement decisions for bias against caregivers.*
- 8.5 *Include sworn women in the development of equipment policies and protocols to ensure their needs are adequately addressed.*

IX. Foster a culture of equality and inclusion.

From the examined data and focus group findings, the experience of being a female officer in the SFPD can be regarded as one of pride and tension. Female officers often experience tension between their professional aspirations and the stereotypes associated with their gender, which are not regarded as valuable in police work. Other research on the experiences of sworn women in police departments and women in male-dominated workplaces further supports this observation. Advancing an inclusive and diverse workplace culture requires SFPD to institute and/or strengthen consistent and multidimensional practices such as audits that monitor discrimination, trainings that address sexual harassment and other forms of harassment, and policies that seek to eliminate gender and racial discrimination.

- 9.1 *Review policies and processes and monitor data to identify trends and remedy racial and gender discrimination.*
- 9.2 *Reinforce training on supervisor accountability for addressing all observed and reported sexual harassment and other forms of discrimination.*
- 9.3 *Monitor discipline recommendations and outcomes for bias against sworn women and officers of color.*

Appendix

Figure 35: Demographics of San Francisco Police Department Sworn Workforce and City Population

		Sworn Personnel (N=2,298)		Population (N=884,363)
		Count	Percent	
White	Women	170	7%	19%
	Men	973	42%	22%
	All	1,143	50%	41%
Asian	Women	35	2%	19%
	Men	340	15%	17%
	All	375	16%	36%
Latinx/Hispanic	Women	74	3%	7%
	Men	301	13%	8%
	All	375	16%	16%
Black/African American	Women	45	2%	3%
	Men	175	8%	3%
	All	220	10%	6%
Filipinx/Native Hawaiian & Other Pacific Islander	Women	13	1%	0.3%
	Men	121	5%	0.3%
	All	134	6%	1%
Native American/Alaska Native	Women	3	0.1%	0.4%
	Men	4	0.2%	0.4%
	All	7	0.3%	1%
Other/Unknown	Women	5	0.2%	N/A
	Men	39	2%	N/A
	All	44	2%	N/A
Overall	Women	345	15%	49%
	Men	1,953	85%	51%

Sources: San Francisco Police Department, 2018; U.S. Census Bureau Annual Estimates of the Resident Population by Sex, Race Alone or in Combination, and Hispanic Origin for the United States, States, and Counties: July 2017.

Figure 36: Application and Hiring Process Flow Chart

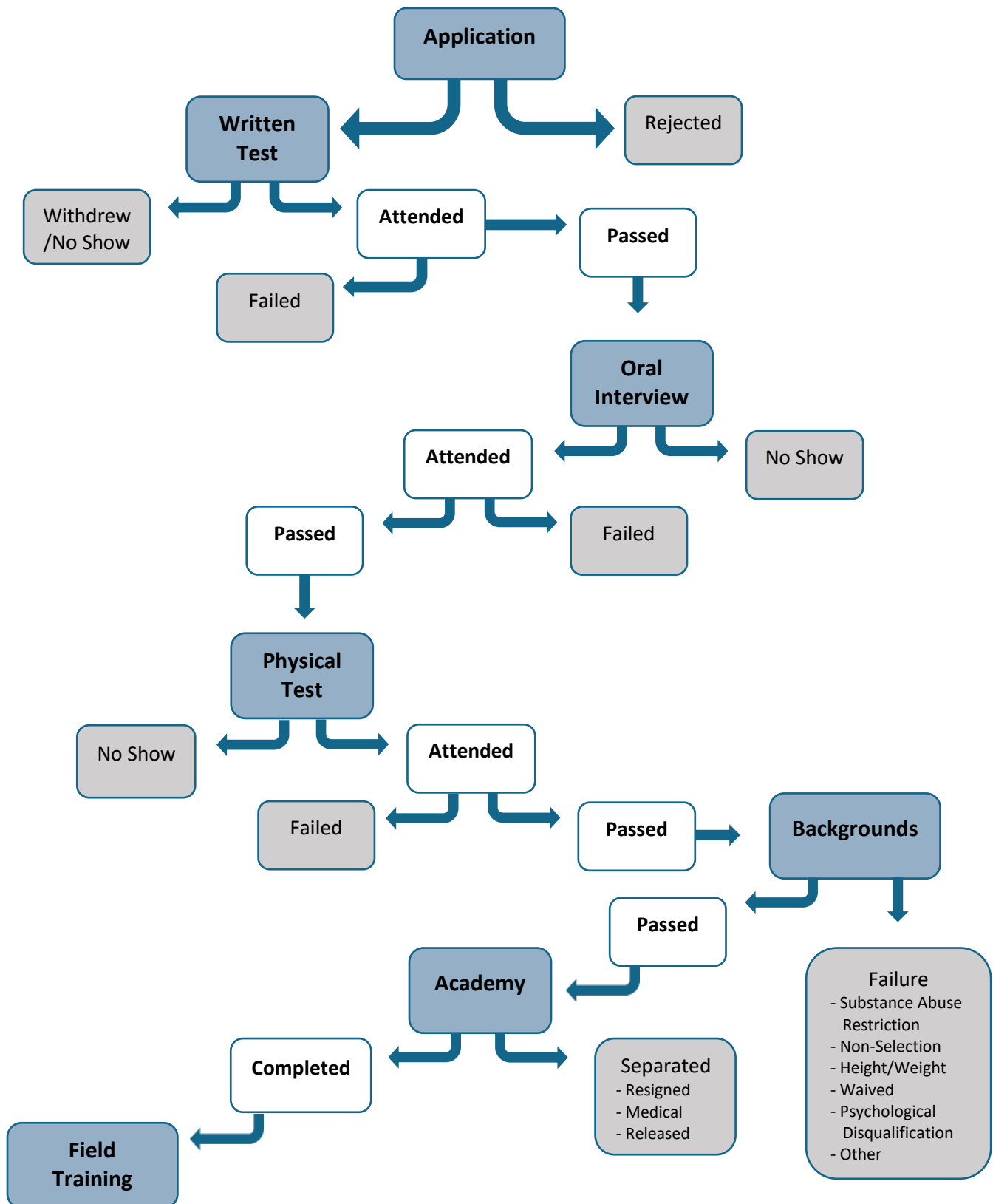


Figure 37: SFPD Recruit Maximum Weight by Height Chart

MEN		WOMEN	
Height	Maximum Weight	Height	Maximum Weight
5'	151 lbs.	4' 6"	116 lbs.
5' 2"	159 lbs.	4' 8"	122 lbs.
5' 4"	167 lbs.	4' 10"	130 lbs.
5' 6"	175 lbs.	5'	138 lbs.
5' 8"	183 lbs.	5' 2"	144 lbs.
5' 10"	193 lbs.	5' 4"	152 lbs.
6'	204 lbs.	5' 6"	161 lbs.
6' 2"	216 lbs.	5' 8"	169 lbs.
6' 4"	229 lbs.	5' 10"	179 lbs.
6' 6"	241 lbs.	6'	190 lbs.

Source: San Francisco Police Department, <http://sanfranciscopolice.org/physical-ability-test>

Figure 38: SFPD Demographics of Sworn Personnel by Unit, Race/Ethnicity, and Gender

	White		Black		Latinx		Asian		Filipinx		Native American		Other		Total	
UNIT	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
ADMINISTRATIVE																
Academy* (n=35)	51% (18)	14% (5)	3% (1)	-	9% (3)	-	11% (4)	-	9% (3)	-	-	3% (1)	-	-	83% (29)	17% (6)
Admin Bureau (n=7)	57% (4)	-	-	-	43% (3)	-	-	-	-	-	-	-	-	-	100% (7)	0%
Airport Admin Bureau (n=23)	30% (7)	-	9% (2)	4% (1)	22% (5)	-	22% (5)	4% (1)	4% (1)	-	4% (1)	-	-	-	91% (21)	9% (2)
Chief of Staff (n=2)	50% (1)	-	-	-	50% (1)	-	-	-	-	-	-	-	-	-	100% (2)	0%
Chief's Office (n=11)	9% (1)	27% (3)	9% (1)	-	9% (1)	9% (1)	9% (1)	9% (1)	9% (1)	9% (1)	-	-	-	-	45% (5)	55% (6)
Community Engagement Div. (n=30)	37% (11)	-	20% (6)	13% (4)	3% (1)	3% (1)	13% (4)	3% (1)	3% (1)	-	-	-	-	3% (1)	77% (23)	23% (7)
Crime Info. Services (n=13)	54% (7)	-	8% (1)	8% (1)	8% (1)	8% (1)	8% (1)	8% (1)	-	-	-	-	-	-	77% (10)	23% (3)
Crime Lab (n=1)	100% (1)	-	-	-	-	-	-	-	-	-	-	-	-	-	100% (1)	0%
Field Op. Bureau (n=36)	28% (10)	19% (7)	6% (2)	6% (2)	19% (7)	8% (3)	11% (4)	-	3% (1)	-	-	-	-	-	67% (24)	33% (12)
Field Training Officer (N=4)	50% (2)	-	25% (1)	-	-	-	25% (1)	-	-	-	-	-	-	-	100% (4)	0%
Homeland Security (n=13)	69% (9)	15% (2)	8% (1)	-	8% (1)	-	-	-	-	-	-	-	-	-	85% (11)	15% (2)
ID Bureau (n=1)	-	-	-	-	-	-	-	100% (1)	-	-	-	-	-	-	0%	100% (1)
Internal Affairs (N=16)	19% (3)	25% (4)	6% (1)	-	13% (2)	13% (2)	13% (2)	-	6% (1)	6% (1)	-	-	-	-	56% (9)	44% (7)
Legal (n=11)	18% (2)	36% (4)	9% (1)	-	9% (1)	9% (1)	18% (2)	-	-	-	-	-	-	-	55% (6)	45% (5)
Operations Center (n=29)	45% (13)	14% (4)	3% (1)	-	14% (4)	7% (2)	10% (3)	-	7% (2)	-	-	-	-	-	79% (23)	21% (6)
Police Commission (n=3)	33% (1)	33% (1)	33% (1)	-	-	-	-	-	-	-	-	-	-	-	67% (2)	33% (1)
Prof Standards & Policing Bureau (n=15)	33% (5)	13% (2)	7% (1)	7% (1)	-	20% (3)	13% (2)	-	7% (1)	-	-	-	-	-	60% (9)	40% (6)
Property (n=12)	17% (2)	8% (1)	25% (3)	8% (1)	17% (2)	-	8% (1)	8% (1)	8% (1)	-	-	-	-	-	75% (9)	25% (3)
Risk Mgmt (n=8)	38% (3)	25% (2)	25% (2)	-	-	-	13% (1)	-	-	-	-	-	-	-	75% (6)	25% (2)
Staff Services (n=21)	29% (6)	24% (5)	10% (2)	14% (3)	-	5% (1)	10% (2)	-	5% (1)	5% (1)	-	-	-	-	52% (11)	48% (10)
Technology (n=3)	33% (1)	-	-	-	-	-	67% (2)	-	-	-	-	-	-	-	100% (3)	0%
TOTAL	36% (107)	14% (40)	9% (27)	4% (13)	11% (32)	5% (15)	12% (35)	2% (6)	4% (13)	1% (3)	.3% (1)	.3% (1)	0%	.3% (1)	73% (215)	27% (79)

	White		Black		Latinx		Asian		Filipinx		Native American		Other		Total	
UNIT	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
INVESTIGATIVE																
Burglary (n=11)	55% (6)	-	-	-	9% (1)	-	18% (2)	18% (2)	-	-	-	-	-	-	82% (9)	18% (2)
CSI (n=29)	52% (15)	14% (4)	-	-	3% (1)	3% (1)	10% (3)	-	10% (3)	3% (1)	-	-	3% (1)	-	79% (23)	21% (6)
Criminal Gun Investigative Center (n=3)	33% (1)	-	-	-	33% (1)	-	33% (1)	-	-	-	-	-	-	-	100% (3)	0%
Homicide (n=17)	65% (11)	6% (1)	12% (2)	6% (1)	6% (1)	-	6% (1)	-	-	-	-	-	-	-	88% (15)	12% (2)
Investigations Bureau (n=4)	50% (2)	25% (1)	-	25% (1)	-	-	-	-	-	-	-	-	-	-	50% (2)	50% (2)
Night Investigations (n=13)	77% (10)	8% (1)	-	-	8% (1)	-	8% (1)	-	-	-	-	-	-	-	92% (12)	8% (1)
Robbery (n=11)	45% (5)	9% (1)	18% (2)	-	-	-	9% (1)	18% (2)	-	-	-	-	-	-	73% (8)	27% (3)
SVU (n=50)	28% (14)	12% (6)	2% (1)	2% (1)	14% (7)	14% (7)	16% (8)	4% (2)	8% (4)	-	-	-	-	-	68% (34)	32% (16)
TOTAL	46% (64)	10% (14)	4% (5)	2% (3)	9% (12)	6% (8)	12% (17)	4% (6)	5% (7)	1% (1)	0% (0)	0% (0)	1% (1)	0% (0)	77% (106)	23% (32)
PATROL																
Airport Field Op. Bureau (n=114)	25% (29)	1% (1)	5% (6)	2% (2)	13% (15)	1% (1)	34% (39)	1% (1)	14% (16)	1% (1)	1% (1)	-	2% (2)	-	95% (108)	5% (6)
Bayview STA (n=144)	44% (64)	3% (5)	10% (15)	1% (1)	19% (27)	2% (3)	13% (19)	-	4% (6)	1% (1)	-	-	2% (3)	-	93% (134)	7% (10)
Central STA (n=146)	49% (71)	8% (11)	5% (7)	1% (2)	14% (20)	1% (2)	12% (18)	1% (1)	3% (5)	1% (2)	-	1% (1)	4% (6)	-	87% (127)	13% (19)
Ingleside STA (n=130)	38% (50)	8% (10)	8% (11)	2% (3)	12% (16)	5% (6)	15% (19)	3% (4)	6% (8)	-	-	1% (1)	1% (1)	1% (1)	81% (105)	19% (25)
Mission STA (n=151)	44% (67)	10% (15)	5% (7)	2% (3)	17% (25)	4% (6)	9% (14)	-	6% (9)	-	-	-	3% (5)	-	84% (127)	16% (24)
Northern STA (n=142)	52% (74)	11% (16)	4% (5)	1% (2)	13% (19)	-	8% (11)	3% (4)	5% (7)	1% (2)	-	-	1% (2)	-	83% (118)	17% (24)
Park STA (n=99)	46% (46)	7% (7)	8% (8)	3% (3)	9% (9)	2% (2)	15% (15)	1% (1)	7% (7)	-	1% (1)	-	-	-	87% (86)	13% (13)
Richmond STA (n=99)	38% (38)	9% (9)	8% (8)	2% (2)	12% (12)	3% (3)	20% (20)	3% (3)	2% (2)	-	-	-	1% (1)	1% (1)	82% (81)	18% (18)
Southern STA (n=153)	42% (65)	6% (9)	10% (15)	2% (3)	14% (21)	-	18% (28)	1% (2)	6% (9)	-	-	-	-	1% (1)	90% (138)	10% (15)
Taraval STA (n=109)	24% (26)	5% (5)	9% (10)	1% (1)	15% (16)	4% (4)	28% (31)	2% (2)	7% (8)	-	-	-	5% (5)	1% (1)	88% (96)	12% (13)
Tenderloin STA (n=161)	57% (91)	4% (6)	9% (14)	1% (1)	12% (20)	2% (4)	9% (15)	1% (2)	1% (2)	1% (1)	-	-	3% (5)	-	91% (147)	9% (14)
TOTAL	43% (621)	6% (94)	7% (106)	2% (23)	14% (200)	2% (31)	16% (229)	1% (20)	5% (79)	.5% (7)	.1% (2)	.1% (2)	2% (30)	.3% (4)	88% (1,267)	13% (181)

	White		Black		Latinx		Asian		Filipinx		Native American		Other		Total	
UNIT	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
SPECIALIZED																
Gang Task Force (n=17)	53% (9)	-	6% (1)	-	18% (3)	-	12% (2)	-	12% (2)	-	-	-	-	-	100% (17)	0%
MTA (n=64)	50% (32)	3% (2)	11% (7)	2% (1)	17% (11)	3% (2)	13% (8)	-	2% (1)	-	-	-	-	-	92% (59)	8% (5)
Muni (n=18)	39% (7)	6% (1)	-	11% (2)	17% (3)	-	28% (5)	-	-	-	-	-	-	-	83% (15)	17% (3)
Narcotics (n=17)	47% (8)	6% (1)	18% (3)	-	12% (2)	-	12% (2)	-	6% (1)	-	-	-	-	-	94% (16)	6% (1)
Special Investigations Div. (n=31)	52% (16)	3% (1)	3% (1)	-	10% (3)	10% (3)	19% (6)	-	3% (1)	-	-	-	-	-	87% (27)	13% (4)
Special Operations Bureau (n=4)	-	-	75% (3)	-	25% (1)	-	-	-	-	-	-	-	-	-	100% (4)	0%
Tactical (n=84)	57% (48)	5% (4)	7% (6)	-	11% (9)	1% (1)	11% (9)	-	7% (6)	-	-	-	1% (1)	-	94% (79)	6% (5)
TOTAL	51% (120)	4% (9)	9% (21)	1% (3)	14% (32)	3% (6)	14% (32)	0%	5% (11)	0%	0%	0%	.4% (1)	0%	92% (217)	8% (18)

Source: San Francisco Police Department, May 2018. *Note: Academy demographic data does not include recruits assigned to the Academy. Sworn personnel assigned to Medical Liaison are not included. These categories were determined by the Department on the Status of Women with input from sworn women based on the function, requirements, and experiences of sworn personnel within the unit. The units within each category identified above do not necessarily align with the San Francisco Police Department's determination of which units are administrative, investigative, and specialized.