

Member, Board of Supervisors  
District 9



City and County of San Francisco

HILLARY RONEN

February 15, 2022

Letter of Inquiry

Dear Chief Scott,

I am concerned that the political rift between the Police Department and District Attorney's Office is causing a deliberate work stoppage by your Department. I genuinely hope that is not the case but a series of reports in the *San Francisco Chronicle* and clearance statistics from your Department suggest otherwise.

Furthermore, my staff and I have witnessed several captains and officers tell our constituents that there is no point in investigating or arresting perpetrators of crime because the District Attorney will not prosecute. Not only is that patently false, in 2021, the District Attorney brought charges in 66.94% of the cases your Department has presented to him, the highest charging rate since 2018.

<https://www.sfdistrictattorney.org/policy/da-stat/> It is absolutely unacceptable for police officers to just stop doing their jobs because they don't like the way another department is doing its job.

*San Francisco Chronicle Stories Detailing Officers Ignoring Crimes Occurring in Front of Them*

This past Saturday, the *Chronicle* reported on the destruction of the San Francisco Wine Society's beloved parklet in the Financial District. Police responded and interrupted the vandalism, but then drove away without the perpetrator, who continued destroying the space. The owner, Danielle Kuzinich, was left with thousands in damages and a lack of trust in the police's ability to provide any assistance. [She says officers let vandal go after her S.F. parklet was trashed. Are city's police doing enough to fight crime? \(sfchronicle.com\)](#)

In December 2021, the *Chronicle* reported that a Tenderloin woman was assaulted and struck on the head on her way to a Laundromat. Though the woman immediately rushed to Tenderloin Station to report the incident, officers made no effort to find the perpetrators. After leaving the station, she was never contacted by police. [What have police been doing in the Tenderloin until now? Residents say not a whole lot \(sfchronicle.com\)](#) Similarly, in November 2021, the *Chronicle* reported that SFPD officers responded to the burglary of a marijuana dispensary, and simply watched from their patrol car as the burglars left the dispensary with stolen items, got into their getaway car, executed a three-point turn, and drove away. [San Francisco police just watch as burglary appears to unfold, suspects drive away, surveillance video shows \(sfchronicle.com\)](#)

When journalist Heather Knight published this story, several commenters on Twitter told their own similar stories of inaction by SFPD.

These accounts are deeply concerning and send a message to San Francisco residents that our officers are not doing all they can to investigate crime and prevent future harm. The stories indicate a systemic breakdown in your department.

In speaking with the Department of Police Accountability, in the past 6 months, they have received 31 complaints of police's failure to investigate reported crimes. Last year, of all complaints received, 42.5% of complaints involved neglect of duty by officers including failure to write incident reports and/or investigate crimes. <https://sf.gov/data/dpa-dashboard>

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## *The San Francisco Police Department's Clearance Rates*

The San Francisco Police Department's clearance-rate dashboard also paints a troubling picture that the Department is not doing the job it claims to. Clearance rates have declined from 2020-2021. In 2021, clearance rates were down for robberies 14 percent, for burglaries 9 percent, for car theft almost 16 percent, and for larceny 36 percent.

Unfortunately, the facts show that the problem is getting worse. According to San Francisco Police Department's own published arrest data, only 8.1 percent of reported crimes in 2021 led to an arrest. This is the San Francisco Police Department's lowest arrest rate in 10 years. Further, only 3.5 percent of property crimes in 2021 led to an arrest. <https://data.sfgov.org/Public-Safety/Police-Department-Incident-Reports-2018-to-Present/wg3w-h783>

San Francisco Police Department's own clearance-rate dashboard reveals that SFPD has also become markedly less successful at clearing, or solving, crime. [Clearance Rates Dashboard | San Francisco Police Department](#). For instance, San Francisco Police Department solved only 12 percent of rapes in 2021, a shocking 38 percent lower success rate than the year before. For arson cases last year, the police solved only 10 percent of cases, a 42 percent reduction from the prior year.

In fact, the police department's success rate has fallen in every category reported on their dashboard. In 2021, robbery solve rates were down 14 percent, burglary solve rates were down 9 percent, car theft solve rates were down almost 16 percent, assault solve rates were down 0.5 percent, and larceny solve rates were down more than 36 percent. Shockingly, in 2021, police solved only 2.4 percent of reported thefts.

This decline in clearance rates cannot be tied to a decrease in crime reporting. According to San Francisco Police Department's own data, reported property crime increased 15 percent from 2020 to 2021, while arrests for those same crimes decreased by 20 percent.

### *Budget Supplemental Pending Before the Board of Supervisors*

Oftentimes when I have brought up these issues in the past, you have said the problem is understaffing and an insufficient budget. This is not true.

Last year, the Board of Supervisors and Mayor increased your budget by \$28 Million for a total budget of \$683 Million. At the same time, the Board of Supervisor and Mayor's Office created 10 street response teams to address homelessness and people living with mental illness and drug addiction to more effectively address a poverty and public health crisis. These ten street teams made up of doctors, social workers, peer advocates, and community paramedics, are supposed to respond to the majority of B and C level calls for service on the streets. You have championed these street teams and agree that police should not be the first responders to poverty and health issues.

However, despite the increase in budget and decrease in work responsibilities for the Department, you are currently seeking additional funds from the Board of Supervisors. I will be hard pressed to vote for additional funding until I see proof that increased policing solves the problems and needs of the residents and businesses of San Francisco.

It is time to stop using the District Attorney as a scapegoat for broken morale in your department and start taking responsibility to solve the difficult problems in our City under your jurisdiction.

There are many incredible and dedicated officers in your department who pour their hearts into the work of not only keeping San Franciscans safe but also genuinely trying to help people that are suffering on the streets. These officers are demeaned by other officers that pass the buck and an overall atmosphere in the Department that focuses more on the actions of the District Attorney than its own internal challenges.

I look forward to hearing your response to this letter of inquiry and specifically what you are doing about reports of officers failing to do their jobs and the record low clearance rates in the Department.

Sincerely,

A handwritten signature in blue ink that reads "Hillary Ronen". The signature is fluid and cursive, with the first name "Hillary" and the last name "Ronen" clearly legible.

Hillary Ronen, District 9 Supervisor

San Francisco Board of Supervisors

cc: Mayor Breed  
Department of Police Accountability  
Police Commission







**LONDON N. BREED**  
MAYOR

CITY AND COUNTY OF SAN FRANCISCO  
**POLICE DEPARTMENT**  
HEADQUARTERS  
1245 3<sup>RD</sup> Street  
San Francisco, California, 94158



**WILLIAM SCOTT**  
CHIEF OF POLICE

March 24, 2022

The Honorable Hillary Ronen  
County Board of Supervisor, District 9  
1 Dr. Carlton B. Goodlett Place,  
City Hall, Room 244  
San Francisco, CA 94102-4689

Dear Supervisor Ronen:

**RE: Inquiry Letter –Officer Response & Clearance Rates**

The below is being provided by the San Francisco Police Department (SFPD) in response to your request for information on the clearance rates and officer response. Please note that responses are in line with the sections highlighted in the official inquiry letter.

***Officer Response: San Francisco Chronicle Stories***

It is the guiding principle of the San Francisco Police Department to treat all people with dignity, fairness, and respect. It is our goal to ensure residents, businesses, and visitors are safe, with an emphasis on reducing crime within our City. Protecting our community is paramount in maintaining and building trust.

It is concerning when a call for service may not have been handled to the expectations of those we serve, and it is our policy to review any concern to ensure that all policies and procedures have been followed.

When a concern is brought to our attention, supervisors will review the incident, all associated reports taken by the officer(s), and if there appears to be a policy and/or procedural failure, corrective measures are taken up to conducting an internal affairs investigation (Attachment 1: Department General Order 1.06, Duties of Superior Officers).

However, when a concern is brought to our attention by a member of the public, or we become aware of an incident generating attention in the media, the concern will be forwarded to the Department of Police Accountability (DPA) for investigation. This is not only SFPD policy (Attachment 2: Department General Order 2.04, attached) but is required under San Francisco Charter 4.136, which designates DPA as the agency responsible for investigating external complaints against sworn police officers.

When the below incidents were reported in a local media outlet, the SFPD reviewed records associated with the specific calls for service. Summaries of these incidents, which were shared with media outlets in response to the article, are as follows.

*San Francisco Wine Society Parklet:*

On December 31, 2021, at approximately 6:34 am, officers assigned to the Central District Station responded to Fire Station 13 located at 530 Sansome Street to meet with San Francisco Fire Department (SFFD) personnel regarding a mentally disturbed individual. Officers met with SFFD personnel to discuss what had occurred relating to the individual. A records check of the individual revealed there were no wants or warrants, and the individual was released on scene.

As this incident currently is an open DPA investigation into a personnel matter (Government Code Section 6254(c), Penal Code Section 832.7), additional information cannot be released at this time.

*Tenderloin Battery:*

On December 22, 2021, at approximately 12:15 p.m., an officer from the Tenderloin District Station met with an individual who requested to file an incident report regarding a “cold” battery. The individual stated that on January 5, 2021, at approximately 5:30 p.m. on the 300 block of Eddy Street, she was approached by two unknown subjects when a battery occurred. Despite the length of time between incident and reporting its occurrence, the incident was documented at the request of the individual.

*Marijuana Dispensary Burglary:*

When the SFPD was made aware of the video circulating, footage from body worn cameras and a private surveillance camera at the business location were reviewed by command staff. Following the initial review, additional training was provided to responding officers. In addition, SFPD personnel reached out to the burglary victim in the incident to facilitate filing a complaint with DPA. As the incident is being investigated by DPA, further comment cannot be released at this time as it is a personnel matter.

*Department of Police Accountability Data*

The letter of inquiry mentions data provided by DPA, specifically related to complaints of police failure (neglect of duty) to investigate reported crimes and how this type of complaint is increasing.

In reviewing DPA’s data on the dashboard located on its website, <https://sf.gov/data/dpa-dashboard>, the following information for the timeframe range of 2017 to 2021 is being provided as perspective.

	<b>Calls for Service (CFS)*</b>	<b>Incident Reports*</b>	<b># of Overall Complaints DPA Received**</b>	<b>% of Overall Allegations of Neglect of Duty</b>	<b># of Overall Complaints DPA Sustained**</b>	<b>% of Overall Findings of Improper Conduct***</b>
2017	772,304	121,614	504	29%	61	5.92%
2018	707,477	115,543	659	38%	49	7.96%
2019	742,789	112,291	773	36%	86	10.71%
2020	652,622	87,116	799	38%	45	6.77%
2021	598,703	96,396	595	43%	61	7.03%

\*Data Source: Department of Emergency Management CAD records; Crime Data Warehouse incident counts, 03.09.22

\*\*From DPA Dashboard <https://sf.gov/data/dpa-dashboard>

\*\*\*Includes findings of Improper Conduct, Policy Failure, and Supervision and Training Failure



For the past five years, officers respond to an average of approximately 700,000 calls for service each year with an average of 15 percent of those calls requiring an incident report. Beginning in 2020, the COVID pandemic impacted the number of calls for service as there were fewer officer-initiated contacts; however, the percent of incident reports generated remained constant.

Comparing complaints received by DPA against the number of contacts made by officers indicate an average of less than 0.12 percent of complaints were received over this five-year period. The number of sustained complaints, defined as those found to be improper conduct or policy, supervision and/or training failure, average 8 percent of all received complaints. In other words, 92 percent of complaints are found to be proper conduct, in policy, unfounded, insufficient evidence, no finding, or withdrawn. Some of the complaints received by DPA are found to not be under the jurisdiction of DPA or unrelated to SFPD and are referred to the proper agency (i.e., CHP, SF MTA Parking Enforcement).

Addressing the increase in complaints received of neglect of duty warrants a more in-depth review. When an initial complaint is made to DPA, it is recorded as one complaint received. However, each complaint may have one or more allegations of possible misconduct at the time the complaint is received by DPA. In addition, as DPA continues investigating a complaint, additional allegations of possible misconduct or neglect of duty may arise including failure to activate a body worn camera, failure to provide an officer name number upon request, failure to process property properly, or failure to record eStops data, etc. A large percentage of added allegations fall under neglect of duty.

Although an allegation added by DPA during an investigation, if sustained, does constitute possible misconduct or policy failure, it is important to remember that it may be unrelated to the original complaint made by the member of the public. For example, a complaint is made of conduct unbecoming an officer for inappropriate comments or behavior by an officer. The investigation's finding is proper conduct, however, during the course of the investigation, DPA found that the officer did not provide their name and star number when requested; an allegation of neglect of duty which is added to the complaint. The overall complaint will be sustained, and corrective action may be warranted, but not for the original complaint of conduct unbecoming, but for neglect of duty.

As the SFPD remains committed to providing excellent service to our community, any complaint made, including added allegations, is taken serious regardless of the outcome. When a sustained complaint is forwarded to SFPD by DPA, each one is reviewed by staff in the Internal Affairs Division (IAD). The outcome of the IAD investigation and suggested discipline, along with the DPA investigation and recommendations, are forwarded to the Chief of Police for final determination. Cases in which there is a recommendation for discipline, such a suspension of more than 10 days or a termination, a hearing before the Police Commission is required. In the SFPD's effort to implement reforms and increase efficiency and accountability, extensive policies and procedures have been developed in conjunction with DPA, reviewed by legal counsel including the City Attorney, and approved by the Police Commission as required by the City Charter. (Attachment 2: DGO 2.04, Citizen Complaints Against Officers; Attachment 3: Memorandum of Understanding between SFPD and DPA; Attachment 4: Disciplinary and Penalty Guidelines.)

### ***The San Francisco Police Department's Clearance Rates***

The SFPD recognizes that areas of improvement exist in various aspects of policing. Crimes occur on a daily basis, officers respond to these reported incidents, and arrests are made whenever possible. Law



enforcement agencies use the FBI's Uniform Crime Reporting (UCR) Program definition of offenses cleared. Agencies can clear, or "close," offenses in one of two ways: by arrest or by exceptional means. Although an agency can administratively close a case, that does not necessarily mean that the agency can clear the offense for UCR purposes. To clear an offense within the UCR Program's guidelines, the reporting agency must adhere to certain criteria outlined below.

#### *Cleared by Arrest*

In the UCR Program, an offense is cleared by arrest, or solved for crime reporting purposes, when three specific conditions have been met:

- Arrested
- Charged with the commission of the offense
- Turned over to the court for prosecution (whether following arrest, court summons, or police notice)

Clearance rates count the number of offenses that have been cleared – not the number of persons arrested. For example, the arrest of one person may clear several offenses, while the arrest of several persons may clear only one offense. In addition, some clearances that an agency records in one calendar year may pertain to offenses that occurred in a previous year.

#### *Cleared by Exceptional Means*

In certain situations, elements beyond an agency's control prevent the agency from arresting and formally charging the offender. An agency must meet the following four conditions to clear an offense by exceptional means

- Identified the offender
- Gathered enough evidence to support an arrest, make a charge, and turn over to the offender to the court for prosecution
- Identified the offender's exact location so that the suspect could be taken into custody immediately
- Encountered a circumstance outside the agency's control that prohibits the agency from arresting, charging, and prosecuting the offender

Examples include the death of the offender (e.g., suicide); the victim's refusal to cooperate with the prosecution after the offender has been identified; or the denial of extradition because the offender committed a crime in another jurisdiction and is being prosecuted for that offense.

#### *Clearance Involving Only Persons Under 18 Years of Age*

When an offender under the age of 18 is cited to appear in juvenile court or before other juvenile authorities, the UCR Program considers the incident for which the juvenile is being held responsible to be cleared by arrest, even though a physical arrest may not have occurred. When clearances involve both juvenile and adult offenders, those incidents are classified as clearances for crimes committed by adults.

#### *Summary of Clearance Rate: 2016 - 2021*

According to the FBI's UCR Program, Part 1 Crimes are divided into two categories: Violent (homicide, rape, robberies, assault, human trafficking) and Property (Burglary, Motor Vehicle Theft, Arson, Larceny Theft). The SFPD continues to use the UCR definition for crimes and will migrate to new definitions under

the National Incident-Based Reporting System (NIBRS) once funding for a new records management system is secured and the system is integrated.

For many incidents, especially property crimes, very little evidence is left on scene including a lack of suspect information. The City of San Francisco experiences a large amount of larceny theft (general larceny and auto burglary) and motor vehicle theft which result in little to no evidence for officers to collect. There are certain nuances that play into why San Francisco has low clearance rates for these types of incidents.

Unlike other cities and counties, San Francisco has very restrictive policies against the use of technology and surveillance. Officers are not able to review footage that may capture crimes as they are occurring. Therefore, limited technological resources have hindered SFPD's ability to thoroughly investigate crimes that could result in arrests.

An additional policing reality that has impacted clearance rates is the ongoing, historically low staffing levels the SFPD is experiencing. As attrition rates continue to go up and enhanced recruitment efforts provide fewer eligible candidates interested in a law enforcement career, staff has been forced to prioritize violent crimes over some property crimes.

At the police district level, the Station Investigations Teams (SIT), primarily comprised of sergeants, were negatively impacted by this low staffing as resources are needed for general patrol duties. As a result, property crime incidents with little to no suspect information or physical evidence (i.e., vehicle break-ins) continue to be considered a lower priority in order to have available staff to respond to calls for service.

For the last five years, the SFPD has prioritized solving and preventing homicides and firearm-related incidents with successful outcomes. Compared to other jurisdictions and the national average, the SFPD has had, for the most part, higher clearance rates for homicide and burglary incidents. While other categories have been near or below national averages, the SFPD has stayed in line, throughout the years, with major cities and national trends for clearance rates.

The following table provides clearance rates since 2016 for San Francisco, three other cities in California, two other national cities, and the national average. New Orleans and Seattle were selected as they are similar-sized cities with agencies often compared to SFPD.

Data for 2021 has not been included in this table because this information has not been published by the FBI UCR Program at this time.

This information is submitted by all listed law enforcement partners to the FBI who tracks and displays the data publicly through their UCR Program website. Data listed in the UCR website is considered the official data for all reporting agencies, for the reported time period, including the SFPD. Therefore, that data displayed in the SFPD Crime Dashboard may differ slightly daily due to ongoing policing and investigations that may impact incidents from any year and impact reported data.



Letter of Inquiry – Sup. Hillary Ronen Officer Response & Clearance Rates

Page 6

March 24, 2022

	National	San Francisco	Oakland	San Jose	Los Angeles	New Orleans	Seattle
<b>Homicide</b>							
2016	59.4%	66.7%	51.8%	51.1%	73.4%	36.6%	76.5%
2017	61.6%	48.2%	60.9%	56.3%	74.0%	36.3%	62.5%
2018	62.3%	95.7%	40.0%	71.4%	76.4%	41.5%	68.0%
2019	61.4%	65.0%	52.6%	84.4%	76.4%	35.5%	53.3%
2020	54.5%	75.0%	47.1%	62.5%	55.0%	29.9%	30.8%
<b>Rape</b>							
2016	36.5%	97.7%	84.1%	12.0%	55.6%	16.0%	23.3%
2017	34.5%	17.2%	62.8%	11.9%	47.5%	16.5%	22.8%
2018	33.4%	16.1%	12.5%	9.3%	50.1%	12.0%	18.5%
2019	32.9%	14.2%	16.4%	8.9%	58.1%	4.4%	12.7%
2020	30.6%	18.7%	11.9%	16.1%	49.3%	9.4%	14.6%
<b>Robbery</b>							
2016	29.6%	24.1%	16.3%	30.2%	30.6%	30.6%	27.6%
2017	29.7%	24.0%	11.9%	31.0%	31.4%	34.0%	26.7%
2018	30.4%	27.5%	10.6%	30.4%	30.3%	36.8%	26.9%
2019	30.5%	27.2%	5.6%	34.0%	30.8%	25.8%	27.8%
2020	28.8%	25.2%	18.1%	32.2%	30.9%	34.9%	22.7%
<b>Aggravated Assault</b>							
2016	53.3%	41.6%	44.4%	43.2%	49.3%	48.4%	46.5%
2017	53.3%	42.1%	37.8%	39.6%	47.4%	51.0%	46.7%
2018	52.5%	43.1%	20.4%	37.7%	48.0%	51.3%	46.0%
2019	52.3%	43.4%	11.3%	41.2%	48.0%	39.6%	44.1%
2020	46.4%	36.9%	16.2%	40.2%	45.1%	42.4%	39.6%
<b>Burglary</b>							
2016	13.1%	15.8%	3.6%	4.4%	11.7%	11.9%	8.1%
2017	13.5%	13.0%	2.2%	6.2%	11.5%	17.8%	8.6%
2018	13.9%	15.5%	3.7%	5.4%	11.7%	15.2%	8.0%
2019	14.1%	17.2%	2.2%	7.4%	14.5%	12.3%	7.8%
2020	14.0%	11.5%	1.7%	6.2%	13.4%	17.9%	6.1%
<b>Larceny Theft</b>							
2016	20.4%	5.7%	4.0%	11.5%	7.5%	18.2%	9.8%
2017	19.2%	4.8%	1.3%	8.2%	6.9%	19.3%	7.9%
2018	18.9%	5.1%	1.6%	7.5%	6.5%	18.3%	8.3%
2019	18.4%	4.7%	0.4%	7.5%	6.3%	12.6%	6.6%
2020	15.1%	3.8%	1.4%	6.3%	6.0%	13.2%	2.8%
<b>Motor Vehicle Theft</b>							
2016	13.3%	7.9%	3.5%	5.5%	8.6%	7.8%	6.4%
2017	13.7%	8.8%	0.8%	6.5%	9.7%	11.5%	6.4%
2018	13.8%	9.4%	0.6%	5.5%	11.2%	11.7%	4.7%
2019	13.8%	9.2%	0.2%	7.5%	11.3%	8.2%	3.7%
2020	12.3%	8.7%	0.5%	5.6%	8.6%	7.9%	2.6%



Addressing the analysis of clearance rates comparing data from 2020 with 2021, warrants a more in-depth review. For the purpose of this response, the Department will use the same data Supervisor Ronen has alluded to, which is the SFPD Dashboards and not the FBI UCR data highlighted above.

Although the percentage difference between clearance rates from 2020 to 2021 declined, reported crimes also decreased. This information can be retrieved through the SFPD Clearance Rates Dashboard and is included here for accessibility and immediate reference. For the exception of Aggravated Assaults and Larceny Thefts, all other crimes experienced a decrease in reported incidents. It is important to note that the stated increases are fully representative of the crime and concerns the City and County of San Francisco was experiencing in 2021.

CLEARANCE RATES (%)		
2020	2021	%Δ
<b>Rape</b>		
19.4%	12.8%	↓34.0%
<b>Robbery</b>		
25.1%	21.8%	↓13.1%
<b>Aggravated Assault</b>		
36.8%	36.6%	↓0.5%
<b>Burglary</b>		
11.4%	10.4%	↓8.8%
<b>Larceny Theft</b>		
3.7%	2.4%	↓35.1%
<b>Motor Vehicle Theft</b>		
8.5%	7.1%	↓16.5%
<b>Arson</b>		
16.9%	9.8%	↓42.0%

REPORTED CRIMES (#)		
2020	2021	%Δ
<b>Rape</b>		
227	211	↓7.0%
<b>Robbery</b>		
2,407	2,251	↓6.5%
<b>Aggravated Assault</b>		
2,187	2,389	↑9.2%
<b>Burglary</b>		
7,575	7,294	↓3.7%
<b>Larceny Theft</b>		
2,5694	3,1660	↑23.2%
<b>Motor Vehicle Theft</b>		
6,086	6,063	↓0.4%
<b>Arson</b>		
319	316	↓0.9%

The SFPD is continuously assessing and analyzing incidents as they occur to implement enforcement strategies and ongoing initiatives, both preventative and immediate responses, to address evolving issues. For example, when incidents of gun violence occur in a specific neighborhood over a weekend, in addition to investigating the crime, an immediate plan to shift personnel and resources to the affected area is developed and implemented to reduce the risk of additional shootings and associated injuries. This shift in strategy has to be done without compromising public safety service in other areas of the affected police district.

These efforts are continuous and due to the experience and knowledge of staff, are implemented seamlessly. As an example, although homicides were up 17 percent in 2021 (56) compared to 2020 (48), the difference is still within the six-year average range.

***Budget Supplemental Pending Before the Board of Supervisors***

The \$683 million budget referenced in your letter is for year two (i.e., budget for next fiscal year) of the approved FY21-22 & FY22-23 Budget and Appropriation Ordinance. The SFPD budget for FY21-22 is \$657.4 million, a reduction of \$10.5 million from FY20-21.

When looking at the historical context of the SFPD’s budget, it is important to acknowledge that certain cost increases do not result in any increase in public safety services being provided. Categories such as cost of living adjustments (COLA), employee benefit increases, and rental increases are determined by other agencies, and these categories represent the increased cost of doing business, similar to how inflation corresponds to a reduction in the purchasing power of money.

<b>General Fund Budget (in millions)</b>	<b>FY19</b>	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>
Base Budget	\$524.2	\$559.4	\$606.3	\$579.7
(+/-) COLA/Benefit Increases	+11.5	+26.0	+5.2	+6.5
(+/-) Rent Lease Increases	+0.9	+1.9	+0.5	+0.9
(+/-) Services by other City Agencies	+4.7	+9.1	+0.2	+2.4
<b>Net Base Budget</b>	<b>\$541.3</b>	<b>\$596.4</b>	<b>\$612.2</b>	<b>\$589.5</b>
(+/-) Positions	\$8.7	\$8.2	-\$18.4	-\$5.5
(+/-) Overtime	+0.7	+0.1	-7.0	+2.7
(+/-) Non-Personnel Services	+0.4	+1.3	-1.6	+1.8
(+/-) Material and Supplies	+0.3	-0.3	0.0	+0.1
(+/-) Equipment and Capital (+/-) Services by POL to Other Dept	-2.0	+3.6	-5.5	+0.6
(+/-) Project-Based	+0.5	+0.5	0.0	+0.1
(+/-) Airport-Funded Academy Costs	+0.2	-4.0	+2.5	-4.4
	+9.2	+0.5	-2.6	-8.5
<b>Budget Grand Total</b>	<b>\$559.4</b>	<b>\$606.3</b>	<b>\$579.7</b>	<b>\$576.5</b>
FY18 Base Budget = \$524.2				
<b>Net Budget Compared to FY18 (exclude mandatory increases and Airport costs)</b>	<b>\$533.1</b>	<b>\$551.7</b>	<b>\$522.3</b>	<b>\$515.2</b>

After excluding mandatory cost increases and costs associated with Airport academies, a budget comparison of FY22 versus FY19 shows that the level of resources is lower, which means the SFPD has comparatively less budgetary resources in FY22 versus FY19, even though the total dollar value of the budget is higher.

The economic downturn caused by the COVID-19 pandemic resulted in the reduction of 144 sworn positions for the FY21 budget cycle. The Budget and Appropriation Committee further reduced support by cutting one academy class and reducing the overtime budget by 25 percent in year one (\$11.8 million in FY21) and an additional 25 percent reduction to the overtime budget in year two (\$7.8 million FY22). These cuts were not based on any recommendations from the Budget Legislative Analyst nor supported by any data-driven metrics on workload and operational needs.

Although the FY22 budget cycle increased the overtime budget to \$14.6 million, the SFPD has yet to recover from the original overtime reductions. As shown in the following table, the Department exceeded the overtime budget in FY21 by \$5.3 million and is currently \$10.6 million over budget in FY22.



<b>General Fund Operating (in millions), (Excludes Airport Academy OT)</b>	<b>FY19</b>	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>
Overtime Budget	\$18.7	\$19.4	\$11.8	\$14.6
Overtime Actuals	\$18.7	\$25.6	\$17.1	\$25.2
Net Surplus/Deficit	\$0.0	-\$6.2	-\$5.3	-\$10.6

\*Data through 3/10/22

When the overtime budget allocation is insufficient to meet actual operational needs, it creates a budget deficit in salaries, which then results in the delay of academy class start times, delays or suspensions of hiring and backfilling for vacant positions, deferring services or supplies that support operations, and limits staffing deployment options. These factors create a negative feedback loop that further reduces staffing and resources to meet service needs. For FY21 and FY22, the SFPD has had to suspend hiring and delay academy classes to help balance the budget caused by the overtime shortfalls.

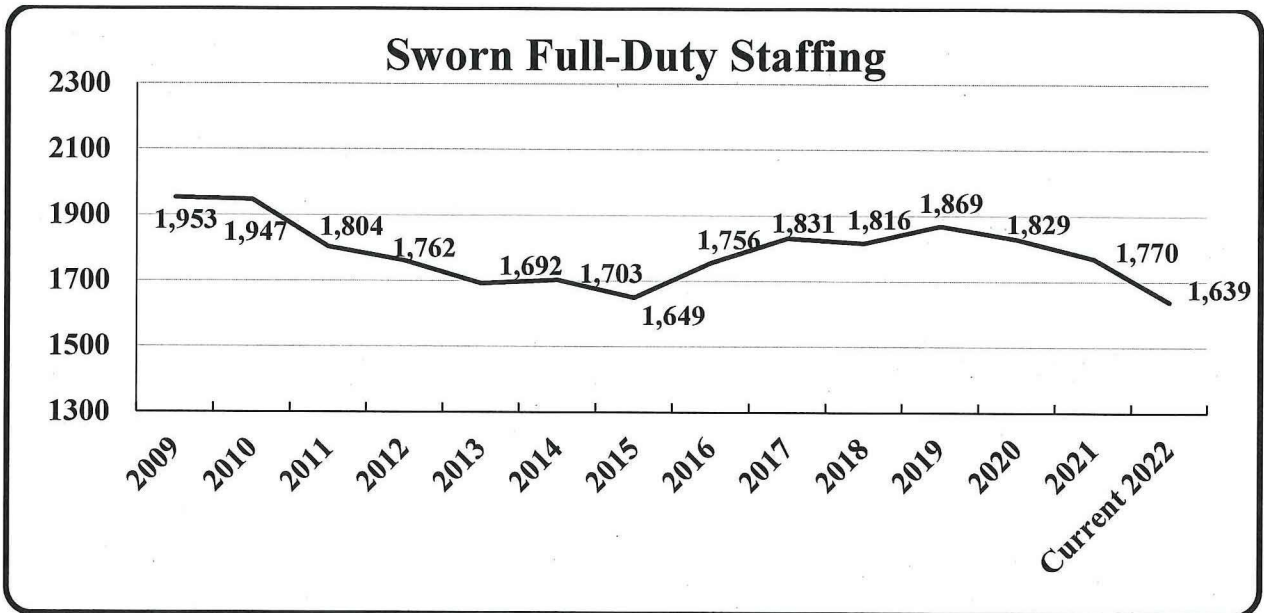
The budget provided has not allowed the SFPD to keep pace with the level of separations. Combined with the greater difficulty in attracting recruits that many law enforcement agencies are facing, the lower number of academy class budgeted, and the budget deficit from the lack of overtime budget, these impacts have contributed to the continued decline in full-duty staffing numbers over the last three years.

<b>Non-Training Separations</b>	<b>Retirements</b>	<b>Resignations/ Terminations</b>	<b>Deaths</b>	<b>Total</b>
FY17	72	34	2	108
FY18	84	24	1	109
FY19	61	25	0	86
FY20	41	48	0	89
FY21	70	36	1	107

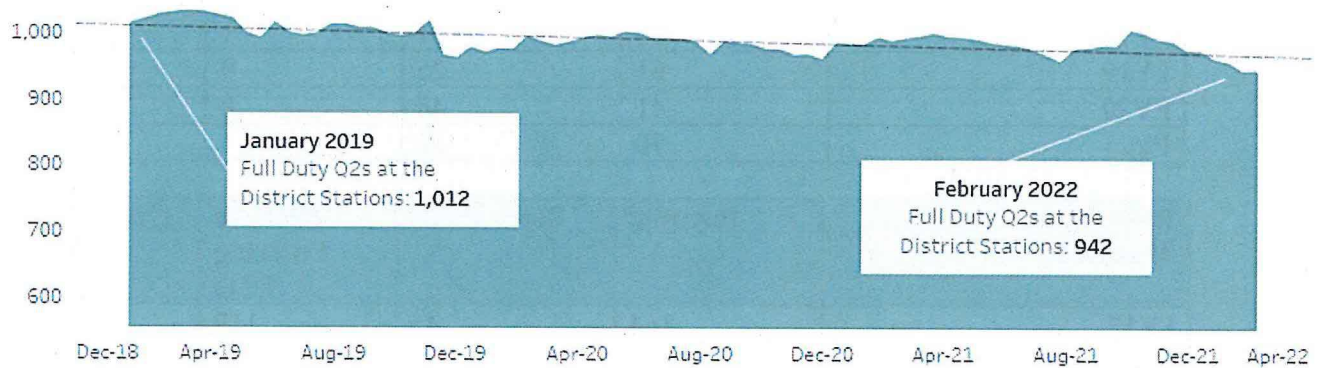
<b>Recruits Entering Academy</b>	<b>Recruits</b>	<b>Separations</b>	<b>Recruits Entering FTO</b>	<b>Graduation Rate</b>
FY17	164	45	119	73%
FY18	199	85	114	57%
FY19	130	34	96	74%
FY20	91	36	55	60%
FY21	41	11	30	73%

As of March 7, 2022, 112 sworn members have separated from the SFPD, of which 67 were retirements, 44 were resignations or terminations, and 1 death. The City's COVID-19 Vaccination Policy, last amended January 4, 2022, requires all City workers to be vaccinated, unless an exemption is approved. As of January 25, 2022, 72 sworn employees were unvaccinated, of which 32 are in the separation process. The impact of these factors has reduced sworn full-duty staffing to levels not seen since 2015.





The SFPD recommends a minimum of 1,016 officers in patrol to meet basic operational needs. Since 2019, the SFPD has seen a consistent and gradual decline in the number of full-duty officers in patrol, demonstrating the impact of the reduction in academy classes and recruits versus the number of sworn separations that have occurred during the same period.



In 1994, City voters approved a change to the City Charter requiring the SFPD to have a minimum staffing level of 1,971 full-duty sworn police officers. In November 2020, San Francisco voters approved Proposition E, amending the City Charter and removing the previously established police staffing baseline and requiring the SFPD to submit a report on recommended staffing levels every two years.

A 2008 staffing study performed by the Police Executive Research Forum (PERF) recommended 2,254 full-duty sworn police officers. The 2020 Staffing Study by the Matrix Consulting Group recommended 2,176 full-duty sworn police officers. The SFPD recently completed its 2021 Staffing Analysis and recommends a staffing level 2,182 of full-duty sworn police officers. Each of these studies used industry-reputed, data-

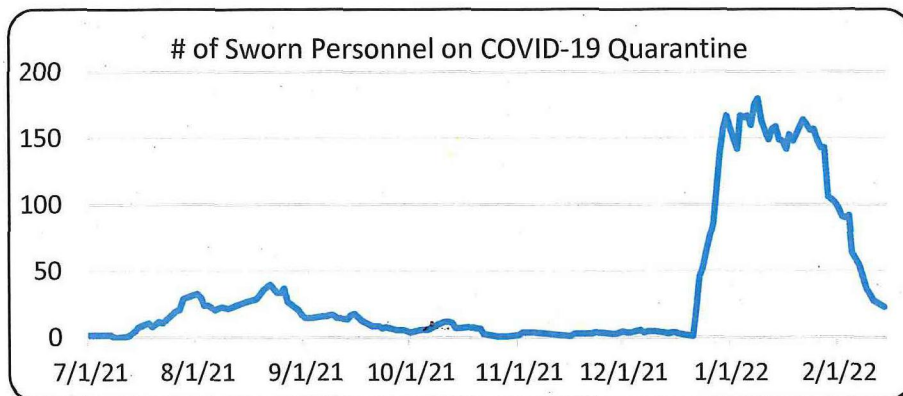
driven methodologies to establish the recommended staffing level baseline. The SFPD has not received the budgetary support to reach any of the recommended full-duty staffing levels.

The City has created ten teams for the Street Crisis Response Team (SCRT) to address specific mental health-related calls, and reassign specific call types from the SFPD to other City agencies. The creation of SCRT has not resulted in any dramatic reductions in service call levels. The following table shows the total number of Crisis Intervention Team (CIT) related calls received over the past three years.

Call Code	Call Description	2019	2020	2021
800	Mentally Disturbed Person	16,542	16,451	15,337
801	Person Attempting Suicide	4,121	3,695	3,860
806	Juvenile Beyond Parental Control	362	212	148
5150	Mental Health Detention	658	457	369
800CR	Mentally Disturbed Person/Weapon or Potential for Violence	132	98	102
801CR	Person Attempting Suicide/Weapon or Potential for Violence	45	37	14
	<b>CIT-related Call Totals</b>	<b>21,860</b>	<b>20,950</b>	<b>19,830</b>
910	Check on Well-Being	28,980	28,628	27,412
	<b>Grand Total</b>	<b>50,840</b>	<b>49,578</b>	<b>47,242</b>

Further, the SFPD continues to staff personnel at Zuckerberg San Francisco General Hospital (ZSFGH) to standby while arrestees are medically cleared which is known as “hospital watch.” In 2016, ZSFGH closed the centralized, guarded ward and as a result, the SFPD has needed to provide thousands of staff hours to stand guard over suspects who have been arrested but require medical treatment before they can be transferred to jail. Through March 4, 2022, the SFPD has incurred 7,849 hours in overtime for hospital watch in FY22, in addition to countless regular on-duty hours, for which, the staff hours could have been used for additional patrols shifts, investigating times, responding to calls, engaging with the community, etc. San Francisco is now one of the few counties in California without a jail ward in a hospital.

The COVID-19 pandemic also had an impact to available staffing levels. During the winter spike of COVID-19 omicron infections, the SFPD had a daily average of 153 sworn employees in January who were out on COVID quarantine; the overwhelming majority of these absences were at the district station level and represented a loss of 1,530 hours each workday.





For the Controller's Six-Month Status Report, the SFPD projected a budget deficit of \$21.6 million, a portion of which is attributable to COVID-19 and be offset through a budget transfer, leaving a remaining deficit of \$7.9 million. The projection was based on many indeterminate factors, including the impact from employees under COVID-19 quarantine, the loss of unvaccinated employees, and the existing staffing shortfalls requiring the use of overtime to backfill staffing service levels.

Since the submission of the Six-Month Status Report to the Controller's Office, four pay periods have elapsed and actual overtime expenditures were lower than originally projected. New Year's Eve overtime deployment was reduced due to the City's cancellation of the fireworks show to slow the spread of the COVID-19 Omicron variant. The number of staff on COVID-19 quarantine has improved, from a daily average of 153 sworn employees for the entire month of January to 6 sworn members on March 9. This reduces the level of COVID-19 overtime backfill needed.

The SFPD also experienced a greater level of attrition of sworn personnel, which will generate attrition savings for this fiscal year. With the information now available, the projected attrition savings due to the separation of staff, the return to work for personnel who were out due to COVID-19, and the lower-than-expected overtime usage versus the original projections, the SFPD no longer anticipates the need for the \$7.9 million budget supplemental. It is important to understand that while the SFPD is able to balance its budget, the impact to future staffing can already be felt.

With the lack of support to hold academy classes at a regular cadence and in a proper, timely fashion, the SFPD is reliant upon overtime backfill to help supplement existing staffing levels. To prevent sworn staffing levels from deteriorating further, the SFPD will require the support of the City to fund additional academy classes and to provide the proper overtime budget to meet operational needs in the upcoming budget year.

I appreciate your continued support of our efforts. If there are additional questions or concerns related to what is included in your letter of inquiry dated February 15, 2022, please feel free to contact me.

Sincerely,

  
**WILLIAM SCOTT**  
Chief of Police

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Attachments

c: Madam Clerk Angela Calvillo, Clerk, SF Board of Supervisors  
Commissioner Cindy Elias, President, SF Police Commission