



William P. McManus, Chief of Police
San Antonio Police Department



Internal Affairs Annual Report

2023



Integrity • Respect • Compassion • Fairness



William P. McManus, Chief of Police
San Antonio Police Department



Message from the Chief



As a process in any police department, discipline serves to support one of the most important organizing principles in any government entity. That organizing principle is accountability. We hold ourselves accountable to the standards outlined within our mission, vision and guiding principles of the Department. Furthermore, the process of investigating complaints and allegations of officer misconduct serves to strengthen the public's trust. The San Antonio Police Department adheres to and follows a progressive discipline model. This allows for a range of sanctions when necessary but also allows officers to reflect on an incident in order to learn from mistakes in the name of personal and professional improvement.

This Internal Affairs Annual Report avails complaint and investigative information to the community. One of our biggest strengths is the positive relationship that we have with the community. Continuous improvement of that relationship is a primary goal. To that end, communicating and making information available about our activities is critical.

We recognize that open and effective communication is paramount to the continued success of our agency and vital to enhance community-police working relationships. This can be partially met by dissemination of organizational information and data such as the information contained within this report. Finally, information from this report provides us with an opportunity to examine the data critically to improve customer service, professionalism, and training.

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SAN ANTONIO POLICE DEPARTMENT



Mission

The San Antonio Police Department is dedicated to improving the quality of life by creating a safe environment in partnership with the people we serve. We act with integrity to reduce fear and crime while treating all with respect, compassion, and fairness.

Vision

To be the premier law enforcement agency by building trust, creating partnerships, and sharing leadership within SAPD and the community for a safer San Antonio.

Guiding Principles

INTEGRITY. We hold ourselves accountable and demand the highest level of ethical and moral standards from all. We are role models, acting with courage and building trust within the organization and the community.

RESPECT. Mutual respect is the foundation for every interaction. We value diversity and encourage open communication by treating everyone with dignity and fairness.

COMPASSION. Compassion guides our actions as we care for one another. We treat people with kindness and respect while working for the benefit of all.

FAIRNESS. We are committed to consistently treating people in a courteous and impartial manner.

Internal Affairs

Mission

The San Antonio Police Department accepts all complaints, regardless of form, source, or substance, and initiates investigative action appropriate to the seriousness of the complaint. Therefore, the Internal Affairs Unit is committed to investigate thoroughly, objectively and without prejudice all reports of misconduct in an effort to uphold the principles of accountability; to foster and maintain trust between the department and the community; and to achieve the desired degree of organizational excellence.

Organization

The Internal Affairs Unit is commanded by a captain who reports directly to the Chief of Police. All administrative responsibilities are directed by a lieutenant. In addition, the unit is staffed with fourteen sergeant investigators; one patrol officer; and two administrative assistants. The lieutenant in the Internal Affairs Unit also directs the Officer Concern Program.

The Officer Concern Program is administered by one of the sergeants in the Internal Affairs Unit. There is a growing body of research that indicates that a small percentage of officers are responsible for a disproportionate number of citizen complaints and incidents of misconduct. The Officer Concern Program is designed to evaluate performance indicators and behavioral traits which will aid in identifying those indicators and traits in officers before they (performance & behaviors) develop into disciplinary problems for the officer and the Department.

A Response to Resistance Review Supervisor, assigned to the Internal Affairs Unit, ensures the police department is promoting the proper use of force within the law and policy by impartial review of body-worn camera footage (BWC) on use of force incidents. The sergeant conducts a preliminary review of video footage to determine compliance with Department policy. If the use of force incident is determined not to be within policy, a formal case is initiated and reviewed in accordance with Department policy.

Purpose

The Internal Affairs Unit is responsible for investigating formal complaints against officers and performs administrative reviews of police incidents to determine whether policy, training, equipment, or disciplinary issues should be addressed. Internal Affairs staff conducts their investigative activities with the best interests of all involved, including the Department and the community it serves.

Executive Summary

In an effort to improve the delivery of services; improve supervision and operational practices; and uphold our commitment to our organizational principles of integrity, respect, compassion, and fairness, this annual report was produced to inform all stakeholders of the activity and services that the Internal Affairs Unit engaged in, and share the information collected over the 2023 calendar year. Additionally, this report serves to announce the San Antonio Police Department's public accountability responsibilities.

This annual report is not an "analysis" to answer cause and effect questions, but instead presents quantitative data that may help in directing attention and resources to address actual and potential officer misconduct and identify training opportunities through the recognition of trends or patterns. The end goal of presenting this information is to demonstrate the Department's commitment to accountability and transparency, to initiate discussion on how best to reduce incidents of police officer misconduct and to continually improve on customer service and police practices. The following data set is representative of reports received by April 1, 2024. The data in this report has been updated to reflect complaints that were received after the respective reporting periods for the previous years.

For the period January 1, 2023, through December 31, 2023, the Internal Affairs Unit received 84 Administrative Reviews, 86 Formal Complaints and 430 Line Complaints. Compared to the same time period for 2022, Administrative Reviews increased 21.7%, Formal Complaints decreased by 25.2% and Line Complaints increased by 1.4%. The Unit also recorded 507 incidents involving use of force, the majority of which were reported by the Patrol Division. Use of force incidents increased by 25.2%.

Police use of electronic control devices such as a TASER to incapacitate violent or combative suspects is becoming an increasingly effective tool in response to physical resistance, which results in reduced injuries. The use of these devices is believed to improve the safety of the officer and the violent individual by preventing the use of deadly force, as well as aiding in the control of an aggressive individual. Looking at the past three years of TASER data for the Department, there were 129 TASER incidents reported in 2021, 153 TASER incidents reported in 2022, and 179 TASER incidents reported in 2023. Compared to 2022, there was a 17.0% increase in TASER incidents reported for 2023.

For 2023, the Officer Concern Program (OCP) Administrator recorded 30 cases for OCP consideration. Of those cases considered, 7 officers met the criteria and were enrolled with a plan of action in the OCP. The most common plan of action taken for 2023 was referral to Psychological Services, changing the area where the officer worked, and weekly supervisor reports.

The Chief's Complaint and Administrative Review Board (CCARB) is a combined board made up of San Antonio police officers and private citizens who volunteer to serve on the CCARB. The CCARB, which is independent of the Internal Affairs Unit, is established to meet year-round to review and make recommendations to the Chief of Police in all officer misconduct cases that are heard by the CCARB. In addition, the CCARB reviews all officer involved shootings and custodial deaths to determine whether any policy or training issues need to be addressed. In 2023, the CCARB heard 135 cases compared to 142 cases in 2022.

To lend context to the data in this report, the San Antonio Police Department received 1,797,610 calls for service in 2023. This is an increase of 4.7% compared to 2022. Of those 1,797,610 calls for service received, 0.028% resulted in a use of force incident.

Agency Information

Race/Ethnicity	Female	Male	Race / Ethnicity Totals (%)
Black / African American	10	97	107 (4.35%)
Hispanic / Latino	200	1197	1397 (56.79%)
White / Caucasian	111	774	885 (35.98%)
Other	11	60	71 (2.89%)
Gender Totals (%)	332 (13.5%)	2,128 (86.5%)	2460

Table 1: Agency Demographics- 2023 (As of 4/1/24)

Race/Ethnicity	Total %
Black / African American	6.6%
Hispanic / Latino	65.8%
White / Caucasian	22.6%
Other	5%
Total Population	1,506,593

Table 2: City of San Antonio Demographics-July 2023 Census
<https://www.census.gov/quickfacts/sanantoniocitytexas>

	2022	2023	% Change
Calls for Service	1,716,593	1,797,610	4.7%

Table 3: Calls for Service Citywide- 2022 and 2023

Service Area	Square miles
Central	25.84 sq. miles
East	68.15 sq. miles
West	78.93 sq. miles
Prue	93.55 sq. miles
North	100.72 sq. miles
South	138.15 sq. miles
Total square miles	505.34 sq. miles

Table 4: Patrol Service Areas- 2023 (by square miles)

Formal and Line Complaints

A **Formal Complaint** is a complaint on an officer for conduct that exhibits a significant variance from behavioral expectations established through formal training, departmental rules, regulations, policies, or procedures which regulate an officer’s conduct. These complaints are investigated by Internal Affairs investigators who forward their findings to the CCARB. This board reviews the investigators’ findings, then makes a recommendation to the Chief of Police as to the discipline that should be imposed on the officer if it is determined the officer in question indeed engaged in misconduct. In 2023, the Internal Affairs Unit investigated 86 Formal incidents. Of the 86 Formal incidents, 8 cases were deactivated¹ or administratively closed¹. There were 84 Administrative Reviews that are investigated to determine whether policy, training, equipment, or disciplinary issues should be addressed. Incidents classified as Administrative Reviews include officer involved shootings, custodial deaths, officer involved family disturbances and family violence, or any incident that the Chief of Police believes should be evaluated for potential misconduct.

A **Line Complaint** generally constitutes a complaint against an officer for minor variances from rules, regulations, and/or policies. Line Complaints are investigated by an officer’s immediate supervisor and discipline is determined by the officer’s chain of command. In 2023, there were 430 sustained Line Complaint incidents which resulted in discipline.

	2022	2023	% Change
Formal Complaints (FC)	115	86	-25.2%
Line Complaints (LC)	424	430	1.4%

Table 5: *Summary of Formal Complaints and Line Complaints 2022 and 2023.*

Table 6 below illustrates a five-year historical perspective for Formal Complaints and Line Complaints.

	2019	2020	2021	2022	2023	Avg.	Median
Formal	104	139	133	115	86	115.4	115
Line	561	626	459	424	430	500	459

Table 6: *Five-year data for Formal Complaints and Line Complaints*

¹ A case is deactivated or administratively closed for various reasons including but not limited to: lack of cooperation by a complainant; evidence, video/audio for example, does not support claim; Complaint Waiver.

Figure 1 below presents the same data to give a visual sense of the historical frequency of Formal Complaints and Line Complaints.

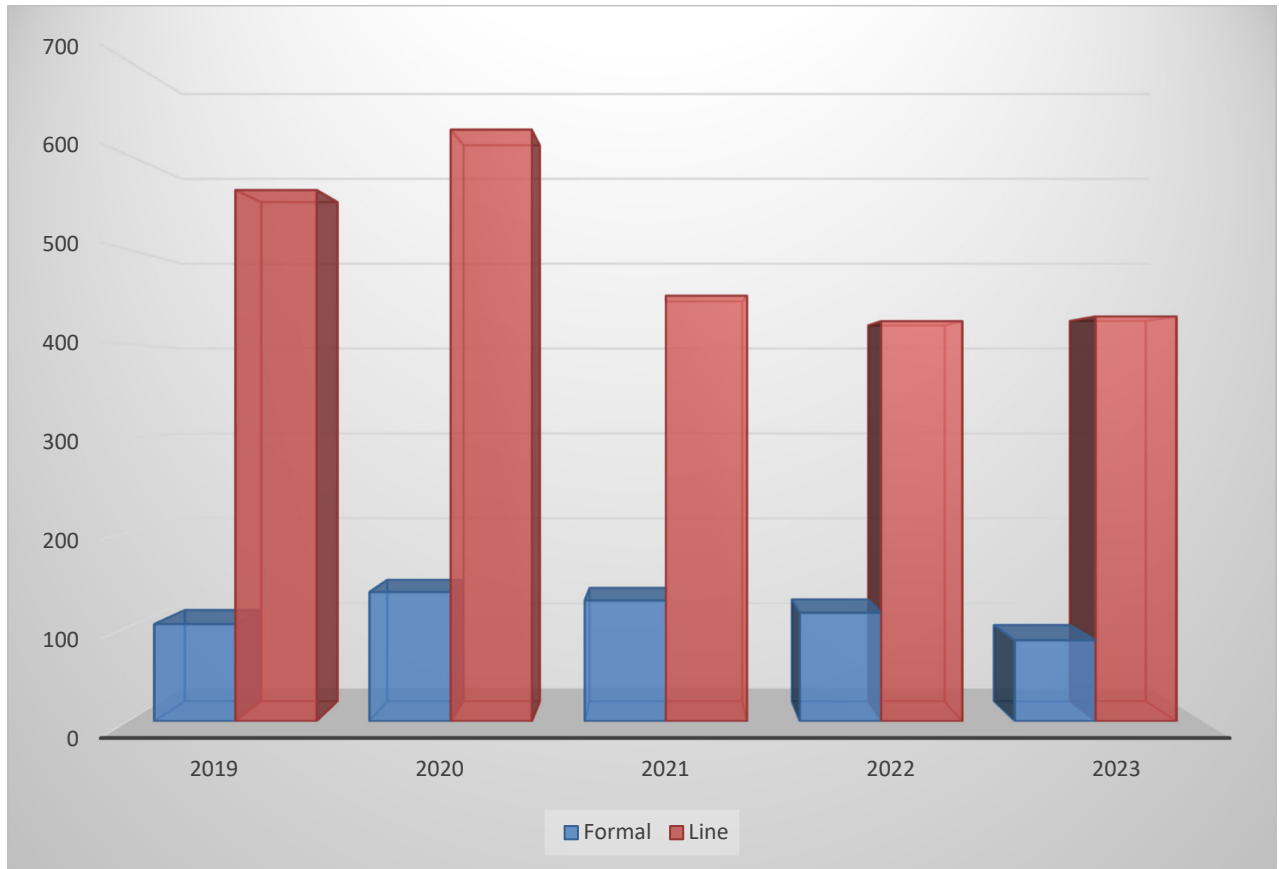


Figure 1: Five-year data for Formal Complaints and Line Complaints

Table 7 highlights the top 5 categories for Formal and Line Complaints and their respective frequencies.

Rank	Formal Complaints	Line Complaints
1	Conduct and Behavior (43)	Searching of Prisoners (110)
2	Treatment of Prisoners (25)	Body Worn Cameras; Recording (34)
3	Response to Resistance (16)	Pre-Operational Check of the ECD (29)
4	Responsibility to Serve the Public (12)	Mobile Video Recording; Recording (29)
5	Attentiveness to Duties (9)	Courtesy (20)

Table 7: Top 5 Formal and Line Complaints 2023

Use of Force Incidents

A **Use of Force incident** is any incident in which a police officer uses force during a public-police interaction. The San Antonio Police Department requires its officers to exhibit a sense of prudent judgment derived from departmental training, acquired knowledge, skills, and ability in the exercise or application of any level of force. Officers are trained and required to use only the level of force necessary to accomplish a lawful police objective. Every officer that uses force during an interaction is required to report such use in accordance with policy. In addition, the Department also requires supervisors to respond to the scene of use of force incidents and to review all Use of Force Reports to ensure the application of force conforms to established guidelines and departmental policy and procedures. These incidents are then reviewed by the Response to Resistance supervisor assigned to Internal Affairs.

	2022	2023	% Change
Use of Force Incidents	405	507	25.2%

Table 8: *Summary Use of Force incidents 2022 and 2023*

In 2023, the Internal Affairs Unit recorded 507 Use of Force incidents. See Table 9 below for Use of Force incidents recorded by Division. The majority (81.1%) of use of force incidents were recorded by the Patrol Divisions (South and North).

Division	Use of Force Incidents
PSC	263
PNC	148
TEC	55
FCD	33
IDC	8
TOTAL	507

Table 9: *Use of Force incidents recorded for 2023.*

Historical Use of Force Incidents

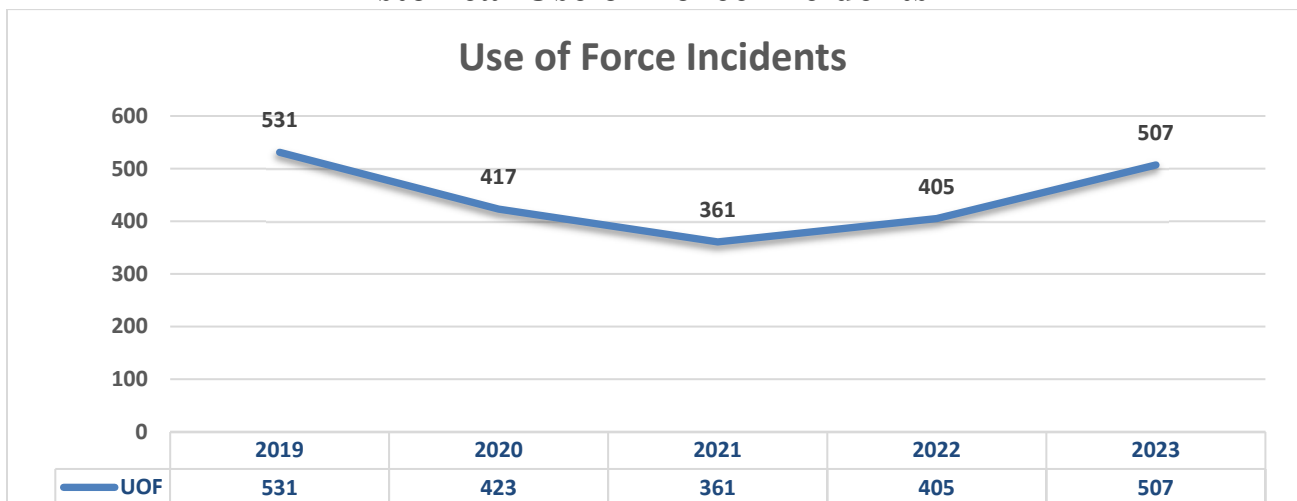


Figure 2: *Five-year historical data for use of force incidents*

Table 10 below illustrates a five-year historical perspective of Use of Force incidents.

2019						
Service Area	Central	South	West	North	Prue	East
<u>UOF Incidents</u> (531) <i>2 Out of City</i>	136	111	79	59	54	90
2020						
Service Area	Central	South	West	North	Prue	East
<u>UOF Incidents</u> (417) <i>3 Out of City</i>	86	109	69	46	37	67
2021						
Service Area	Central	South	West	North	Prue	East
<u>UOF Incidents</u> (361) <i>5 Out of City</i>	63	71	58	51	44	69
2022						
Service Area	Central	South	West	North	Prue	East
<u>UOF Incidents</u> (405) <i>1 Out of City</i>	78	84	73	66	40	63
2023						
Service Area	Central	South	West	North	Prue	East
<u>UOF Incidents</u> (507) <i>0 Out of City</i>	108	120	93	56	53	77

Table 10: Five Year Use of force incidents and their respective service areas

Show of Force Incidents

In 2020, policy changes required officers to report any instance in which they pointed their firearm at an individual on a Show of Force report. When pointing a firearm at an individual is not effective and other types of force are necessary, the pointing of a firearm therefore will be documented with the other types of force used on a use of force report.

	2022	2023	% CHG
Show of Force	509	518	1.8%

Table 11: Two-year comparison for Show of Force incidents

TASER Data

Police departments across the country have been searching for ways to reduce injuries that result from using force. Therefore, the implementation of electronic control devices, such as a TASER, into the officer’s use of force continuum is one attempt to reach these goals more efficiently. Law enforcement’s chief responsibility is guaranteeing the safety and protection of the community which, at times, requires the use or threat of the use of force. Police officers are mandated to use the proper amount of physical force to accomplish their objective. However, force going beyond this minimum standard is deemed excessive.

If physical force has proven ineffective or is not a reasonable option based upon the circumstances, officers are authorized to use a TASER to affect an arrest. The TASER is deployed as a non-deadly tool for the officer and is not intended to be used in deadly force situations. The decision to use a TASER will be dependent upon the actions of the subject, the threat facing the officer, and the totality of circumstances surrounding the incident. During the discharge of the TASER, individuals are unable to voluntarily perform motor tasks, but this effect terminates as soon as the discharge is stopped.

Compared to 2022, there was a 17.0% increase in TASER incidents reported for 2023.

	2022	2023
TASER Incidents	153	179

Table 12: *Number of TASER incidents*

The majority (87.2%) of TASER incidents were recorded by the Patrol Divisions (South and North). See tables 13 and 14 below. The remaining 23 incidents (12.8%) were recorded by units other than Patrol.

CENTRAL		WEST		SOUTH	
Shift	Totals	Shift	Totals	Shift	Totals
Bike Patrol	5	SAFFE	0	SAFFE	0
CPA	6	WPA	9	SPA	3
CPB	5	WPB	6	SPB	10
CPC	9	WPC	9	SPC	5
CPT	4	WPT	15	SPT	16
Central Total	29	West Total	39	South Total	34

Table 13: *TASER incidents Patrol South Division (2023)*

NORTH		PRUE		EAST	
Shift	Totals	Shift	Totals	Shift	Totals
SAFFE	1	SAFFE	0	SAFFE	2
NPA	6	PPA	5	EPA	1
NPB	3	PPB	7	EPB	4
NPC	3	PPC	4	EPC	8
NPT	1	PPT	4	EPT	5
North Total	14	Prue Total	20	East Total	20

Table 14: *TASER incidents Patrol North Division (2023)*

Chief's Complaint and Administrative Review Board (CCARB)

The Chief's Complaint and Administrative Review Board (CCARB) is comprised of two portions as outlined in the Collective Bargaining Agreement: The Police portion and the Citizen's portion. Both portions have seven members each. Members of the Citizen's portion of the CCARB shall be selected by the City Council from a list of names provided by the City Manager. Members of the Police portion of the CCARB are appointed by the Chief of Police. The CCARB is chaired by a Deputy Chief and the members serve for a period of 180 days.

The CCARB is designed to address complaints on officers as equitably as possible in an effort to achieve the following objectives:

- Correct the behavior of an officer who may not be in conformance with departmental standards or expectations;
- Instill a preventative effect;
- Demonstrate that compliance with departmental policies is uniformly required of all officers;
- Promote transparency and trust within the community

During board meetings, both citizen and police board members hear a detailed briefing of the various cases presented by Internal Affairs Investigators (Formal Complaints and Administrative Reviews). After considering all the facts, CCARB members vote towards determining a finding in a case.

For formal complaints, one of four findings may be recommended to the Chief of Police:

- **Unfounded** - means the allegations reported did not occur
- **Inconclusive** - means the allegations could not be proved or disproved
- **Sustained** - means the allegations reported are found to have occurred
- **Justified** - means the conduct complained of did occur, but was necessary and appropriate to accomplish a valid law enforcement objective

Following a finding of "sustained," a recommendation is made to the Chief of Police for disciplinary action or other remedy. The recommendations made by board members are advisory in nature, and the final decision on each case is made by the Chief of Police.

For Administrative Reviews, one of two findings may be recommended to the Chief of Police:

- **Action** - means action should be taken to address policy violation(s), training, equipment, or disciplinary issues
- **No Action** - means the review of the incident found no policy violations and/or issues to be addressed

Following a finding of "action," a recommendation is made to the Chief of Police for disciplinary action or other remedy. The recommendations made by board members are advisory in nature, and the final decision on each case is made by the Chief of Police.

In 2023, the CCARB reviewed 135 Formal and Administrative Review cases.

	2019	2020	2021	2022	2023
No. of Formal and Admin Review cases presented to CCARB	126	156	144	142	135

Table 15: *Number of cases referred to the CCARB*

Officer Concern Program (OCP)

The Officer Concern Program (OCP) is administered by one of the Internal Affairs Unit sergeants. There is a growing body of information that indicates that a small percentage of officers are responsible for a disproportionate number of citizen complaints and incidents of misconduct. The OCP is designed to evaluate performance indicators and behavioral traits that will aid in identifying those indicators and traits in officers before they (performance & behaviors) develop into disciplinary problems for the officer and the Department.

Once an officer with unacceptable behavior traits is identified, the officer may be referred to the OCP for a review. The OCP Board will conduct a review of the referred officer and, when appropriate, formulate a Plan of Action in an attempt to address the officer’s undesirable behavior.

There are three (3) methods for referring officers who are identified as having unacceptable behavioral traits to the OCP. The three (3) methods for referrals are:

1. Referrals by the Chief of Police
2. Referrals by Supervisors
3. Computer-Generated Referrals

The Preliminary Review Panel will review the case studies prepared for officers who have become candidates for the OCP to determine which cases should be reviewed by the Full OCP Board. The Preliminary Review Panel only reviews officer case studies where the recommendations for the majority of the complaints which caused the referrals are either unfounded for formal complaints or no disciplinary action for line complaints.

The Full OCP Board will review and discuss the case and make recommendations whether to enter the officer into the OCP.

The Chief of Police has the prerogative to place an officer directly into the OCP.

For 2022, the OCP Program Administrator recorded forty-two cases for OCP consideration. In 2023, thirty OCP cases were recorded by the Program Administrator.

	No. OCP cases	No. cases reviewed by Preliminary Board	No. cases referred to the Full OCP Board	No. cases assigned a Plan of Action
2022	42	31	15	13
2023	30	23	9	7
% Change	-28.6%	-25.8%	-40%	46.2%

Table 16: *OCP cases years 2022 and 2023*

APPENDIX A

Internal Affairs Operating Definitions

Administrative Review: means a documented review of an incident or occurrence prepared for the Chief of Police, or his designee, that may be reviewed by the CCARB to determine whether policy, training, equipment, or disciplinary issues should be addressed.

Custodial death: means the death of an individual who is in the custody of a peace officer or who dies as a result of a peace officer's use of force. A person is considered to be "in the custody of a peace officer" if the person is under arrest or under the physical control or restraint of a peace officer.

Deactivated case: means that a case or administrative review has been evaluated but information or evidence indicates that a complaint or claim has no merit or there are no apparent policy or procedural violations; the complainant voluntarily withdraws his/her complaint in writing; and/or the complainant refuses to cooperate or provide a statement.

Family Disturbance: means an act of disorder or an act to destroy the tranquility or composure by a member of a family or household against another member of the family or household that has not yet escalated into an act of family violence.

Force: means an officer's presence, the use of verbal communications, physical force as described in this procedure or the use of a weapon to achieve a lawful police objective.

Officer Concern Program Board: identifies unacceptable behavioral traits in officers before those behavioral traits develop into disciplinary problems for the officer and the Department. The board will conduct a review of the referred officer and, when appropriate, formulate a Plan of Action in an attempt to address the officer's undesirable behavior. The board is comprised of seven voting members appointed by the Chief of Police which are the following: a division commander who serves as the chairperson, captain, lieutenant, sergeant, detective-investigator, and two police officers.

Officer Involved Shooting: means (A) An incident in which an officer discharges a firearm and the discharge resulted in a death or injury to any person; (B) Any incident in which an officer uses deadly force against another or deadly force is used against an officer, which results in death or serious bodily injury to any person; or (C) Any incident in which an officer discharges a firearm at an individual or vehicle regardless of whether intended target is hit.

Physical force: means the use of physical strength and agility, or other physical techniques officers are trained in to achieve a lawful police objective.

Plan of Action: means a written, formulated course of action designed to be a non-punitive way of addressing an officer's unacceptable behavior or sub-standard performance to benefit the officer and the Department.

Preliminary Board: reviews the case study prepared for officers who have become candidates for the Officer Concern Program to determine which cases should be reviewed by the entire Board. This board is comprised of three officers of any rank from the existing Board. Furthermore, two members are appointed by the Chief of Police and one member is appointed by the San Antonio Police Officers' Association.

Racial/Bias Profiling: means a law enforcement-initiated action by a peace officer based on an individual's race, national origin, citizenship, religion, ethnicity, age, gender, sexual orientation, or physical or mental disability rather than the individual's behavior or information identifying the individual as having engaged in criminal activity.

Takedowns: means using physical force when executing a leg sweep, body flip or similar control technique intended to control an individual who is offering resistance during arrest and handcuffing.