



CITY AND COUNTY OF SAN FRANCISCO
OFFICE OF THE CONTROLLER

Ben Rosenfield
Controller

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Deputy Controller

May 13, 2008

The Honorable Gavin Newsom
Mayor, City and County of San Francisco
Room 200, City Hall

The Honorable Members, Board of Supervisors
Room 244, City Hall

The Honorable Members, San Francisco Police Commission
850 Bryant Street, Room 505

Dear Mayor Newsom, Ladies and Gentleman:

I am transmitting with this letter a report on San Francisco's police district station boundaries. The report was prepared by Public Safety Strategies Group (PSSG), under contract with the Controller's Office, and represents one of three planning studies that comprise the Police Effectiveness Review (PER). The PER provides for an independent and comprehensive review of the San Francisco Police Department's (SFPD) operations, structure, and personnel resources.

In addition to the district station boundaries analysis, the PER includes the Foot Patrol Pilot Program Evaluation and the Organizational Assessment. PSSG completed the foot patrol evaluation last month and another consulting firm, the Police Executive Research Forum, will prepare interim reports for the Organizational Assessment through the summer. The PER is an opportunity for the City to benefit from the expertise of two of the nation's top experts in effective policing and will provide an unprecedented amount of information about the City's police services including crime statistics, calls for service, staffing and stakeholder opinions. The PER is overseen by a project Steering Committee comprised of representatives from the Mayor's Office, Board of Supervisors, Controller's Office, Police Commission and the SFPD.

PSSG performed the district station boundaries analysis in accordance with Administrative Code Section 2A.86, which mandates periodic boundary reviews based on a set of factors such as demographic indicators, crime incidents, facility assessments, neighborhood and geographic considerations and stakeholder input.

Report Findings:

- There is an immediate need for two new stations and the remaining eight stations, despite being fairly new or updated, do not fully meet the needs of effective police operations.
- There are clear and longstanding areas of crime concentrated in the northeast corner and certain sections of the middle area of the City. New strategies are needed to address these issues.
- Survey results show that the majority of SFPD and community respondents desire additional police presence in the districts and on patrol. The majority of community respondents strongly oppose any changes to police districts that would compromise police presence. SFPD survey respondents are evenly split on their desire for boundary changes.

- Workload distribution is not well balanced among the district stations. The lightest workloads are in areas with the least amount of calls for service and the highest workloads are in the areas most impacted by crime.

Report Recommendations:

In response to these and other findings, PSSG recommends realigning boundaries to create five new districts from the existing ten districts. PSSG further recommends that the City build a single station to serve the northeast corner of the City and retrofit existing stations to accommodate growth, support productivity and address safety and security concerns. Specialized units could occupy vacated facilities to deploy these resources more strategically throughout the City thereby increasing police presence and visibility.

Additional benefits highlighted in the PSSG proposal include:

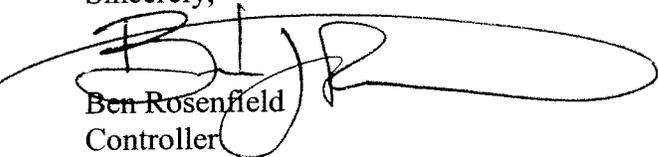
- *Increase in Police Services and Visibility.* Reconfiguring the districts could increase the number of officers on patrol by 10% over current patrol deployment. At a minimum three to five officers could be redeployed per station with the potential to re-deploy 90 to 100 officers.
- *Unified Crime Planning and Police Operations.* District realignment will allow for greater direction of prevention and intervention initiatives and more effective use of resources. District realignment is a step toward changing the organizational culture related to effective policing.
- *Cost Effective Facility Building and Management.* The Central and Southern stations need to be replaced and it is fiscally prudent to build and maintain a single station to serve the Northeast corner of the City.
- *Neighborhood Unification.* Reconfiguring the districts decreases the number of neighborhoods split by district lines.

The recommendations presented in the PSSG report represent a significant departure from the status quo. It is important to note that should there be interest in pursuing these recommendations the City will embark on a multiple-year planning effort that focuses on facilities, systems, operations, education and outreach. The planning process will involve significant participation by the public, SFPD employees, unions and policy makers. The decision to change the police district boundaries will ultimately rest with the Police Commission, Board of Supervisors and Mayor.

The analytical information and independent perspective brought by PSSG to the district station boundaries analysis will further the City's collective understanding of police operations and services. This report, coupled with the other two planning studies, will inform a constructive dialogue about the future of the SFPD and its effort to maximize resources and enhance public safety.

PSSG will present the report's findings and recommendations at a joint hearing of the Police Commission and Board of Supervisor's Public Safety Committee on Monday, May 19th at 6:00 pm in the Board Chambers. If we can answer any questions or provide additional information, please feel free to contact Peg Stevenson, Corina Monzón or me at 554-7500 or visit the project website, www.sfpolicereview.org.

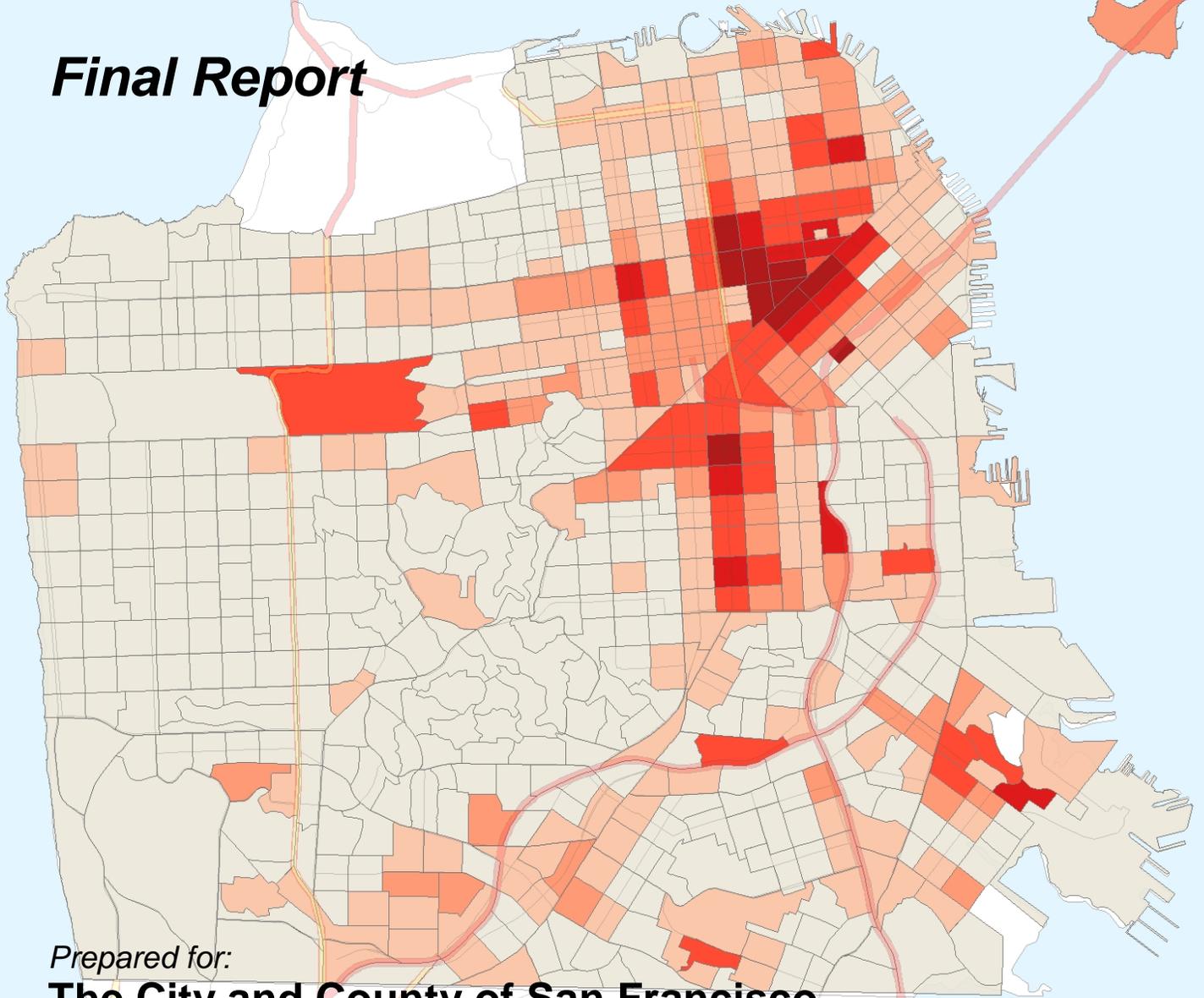
Sincerely,



Ben Rosenfield
Controller

San Francisco Police Department District Station Boundaries Analysis

Final Report



Prepared for:
The City and County of San Francisco

Prepared by:
The Public Safety Strategies Group

May 13, 2008

About The Cover: The cover depicts the concentration of overall crime in the City from January 1, 2002 - June 30, 2007.



Acknowledgements

The Public Safety Strategies Group (PSSG) would like to acknowledge the cooperation and assistance of the many stakeholders in the City of San Francisco that made themselves available to the PSSG team members. These individuals provided invaluable insight, observations, information, knowledge, history and assistance. Without them this report would not have been possible.

To the San Francisco Police Department (SFPD), the PSSG team thanks you for the cooperation, information shared and especially for the candor of Officers, Sergeants, Lieutenants, Captains, Commanders, Deputy Chiefs, the Assistant Chief and Chief. To those participating in the Department survey, your efforts and interest in the project and the future of the SFPD is appreciated, we hope you see your input reflected in our findings and recommendations.

To the citizens of San Francisco and the many community groups to which you belong, thank you for your willingness to be involved and your cooperation with PSSG. Your participation in the public hearings, focus groups and over thirty-five community meetings provided the team with tremendous input, observations and suggestions on how to improve the effectiveness of the policing in the City. Your willingness to discuss change is a key step in planning for the future operation of the SFPD.

To the business community and related associations, thank you for taking time from your busy schedules to meet with PSSG team members. The ability of the PSSG team to learn about the concerns and needs of businesses and merchants was an important step with understanding the impact of San Francisco deployment on stakeholders in the community.

To the San Francisco Police Officers Association (POA), thank you for being involved in the process and allowing us to brief your membership. We understand the issue of district station boundaries is an important one to your membership. The opportunity to have a dialogue without you was an essential component of the analysis.

To the Mayor's Office of Criminal Justice, Safety Network and SFSAFE, thank you for your cooperation and assistance with identifying community contacts and introducing us to residents and neighborhood groups.

To the San Francisco Police Commission, the team is grateful for the opportunity to privately interview the members of the Commission. Your willingness to share thoughts, information and experiences was important to the team in preparing this report.



To the San Francisco Board of Supervisors, the willingness of members to provide time for individual interviews and assistance in scheduling community meetings is appreciated. Your thoughts, concerns, suggestions and insight were important to understanding the evolution of the Legislation and the findings and recommendations of the report.

To the Mayor and Mayor's Staff thank you for meeting with the team to review the recommendation on strategies to improve the San Francisco Police Department in the future. Your willingness to be open and receptive to further investigating the recommendations is appreciated.

To the Project Steering Committee thank you for your participation, oversight, guidance and especially for your willingness to engage in the project. Your comments, questions and flexibility with the approach are a testament to your desire to bring proactive change to the SFPD and the City. The PSSG recognizes your dedication through the significant amount of time you committed to the meetings held over the eight months of the project.

To our local business partners:

Jon Canapary of Corey, Canapary and Galanis, thank you for your diligence in ensuring that the telephone survey included a representative sample of the City allowing a cross section of the community to express opinions on the future of the police boundaries.

David Latterman of Fall Line Analytics, thank you for your creativity, perseverance and attention to detail. The maps that you created truly brought to life the millions of data records and provide the SFPD and the City excellent tools to use for future foot patrol planning.

Finally, a very special thank you goes to the project team members from the City and County of San Francisco Controller's Office, City Services Auditor Division. The tireless dedication that each of you gave to this project and the assistance provided to the PSSG team was invaluable. Your knowledge, understanding, dedication and work ethic are outstanding. It was truly a pleasure to work with such a professional group.

We hope this report is used to the fullest extent possible to proactively shape the future of the district boundaries in the City. Each of you holds the key to a successful future for the SFPD.

Respectfully Submitted, May 13, 2008

The Public Safety Strategies Group



San Francisco Police Department District Station Boundaries Analysis

May 13, 2008

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Executive Summary

The following provides an overview of the district boundaries legislative initiative in the City and County of San Francisco¹ (herein referred to as the City), key findings, recommendations and next steps contained in this report.

Background

The objective of this project is to fulfill the legislative mandate set forth by the City's Board of Supervisors (BOS), in the Administrative Code Sec.2A.86² (herein referred to as the Legislation). The Legislation, adopted in September 2006, requires a comprehensive review of the San Francisco Police Department's (SFPD) district boundaries every ten years following the results of the federal census, with an interim review to be provided in 2008. The City commissioned the Public Safety Strategies Group (PSSG) to conduct the interim district station boundaries analysis.

PSSG performed the boundaries analysis in accordance with the Legislation, which mandates the review based on a set of factors such as demographic indicators, crime incidents, facility assessments, neighborhood and geographic considerations and stakeholder input. The review was conducted during the time period of July 2007 – March 2008. The information contained in this report is a tool for the City to use as it plans for the future and develops fiscally responsible strategies to address crime and quality of life.

Findings

Key findings for the report include:

- There is an immediate need for two new stations and the remaining eight stations, despite being fairly new or updated, do not fully meet the needs of effective police operations.
- There are clear and longstanding areas of crime concentrated in the northeast corner and certain sections of the middle area of the City. New strategies are needed to address these issues.
- Survey results show that the majority of SFPD and community respondents desire additional police presence in the districts and on patrol. The majority of community respondents strongly opposed any changes to police districts that would compromise police presence. SFPD survey respondents are evenly split on their desire for boundary changes.

¹ Information regarding the City is contained in Attachment A.

² The full text of Administrative Code Sec. 2A.86 is contained in Attachment B.

- Workload distribution is not well balanced among the district stations. The lightest workloads are in areas with the least amount of calls for service and the highest workloads are in the areas most impacted by crime.
- Technology in the City is antiquated, hampering effective strategic planning.
- Records and data sets are inconsistent and have high error rates.

Recommendations

The primary recommendations include:

- Realign boundaries to create five new districts from the existing ten districts.
- Build a single station to serve the northeast corner of the City.
- Retrofit existing stations to accommodate growth, support productivity and address safety and security concerns.
- Reuse vacated stations to house specialized units to deploy resources more strategically throughout the City thereby increasing police presence and visibility.
- Update technology to enhance planning capabilities and management.
- Conduct a workflow assessment to decrease error rates in records and data sets.

Benefits highlighted in the recommendations include:

- *Increase in Police Services and Visibility.* Reconfiguring the districts could increase the number of officers on patrol by 10% over current patrol deployment. At a minimum, three to five officers could be redeployed per station with the potential to re-deploy 90 to 100 officers.
- *Unified Crime Planning and Police Operations.* District realignment will allow for greater direction of prevention and intervention initiatives and more effective use of resources. District realignment is a step toward changing the organizational culture related to effective policing.
- *Cost Effective Facility Building and Management.* The Central and Southern stations need to be replaced and it is fiscally prudent to build and maintain a single station to serve the northeast corner of the City.
- *Neighborhood Unification.* Reconfiguring the districts decreases the number of neighborhoods split by district lines.

- *Enhanced Data Analysis Capabilities.* Addressing the data, technology and administrative issues will enhance the ability of the department to effectively plan and deploy resources based on timely and reliable data.

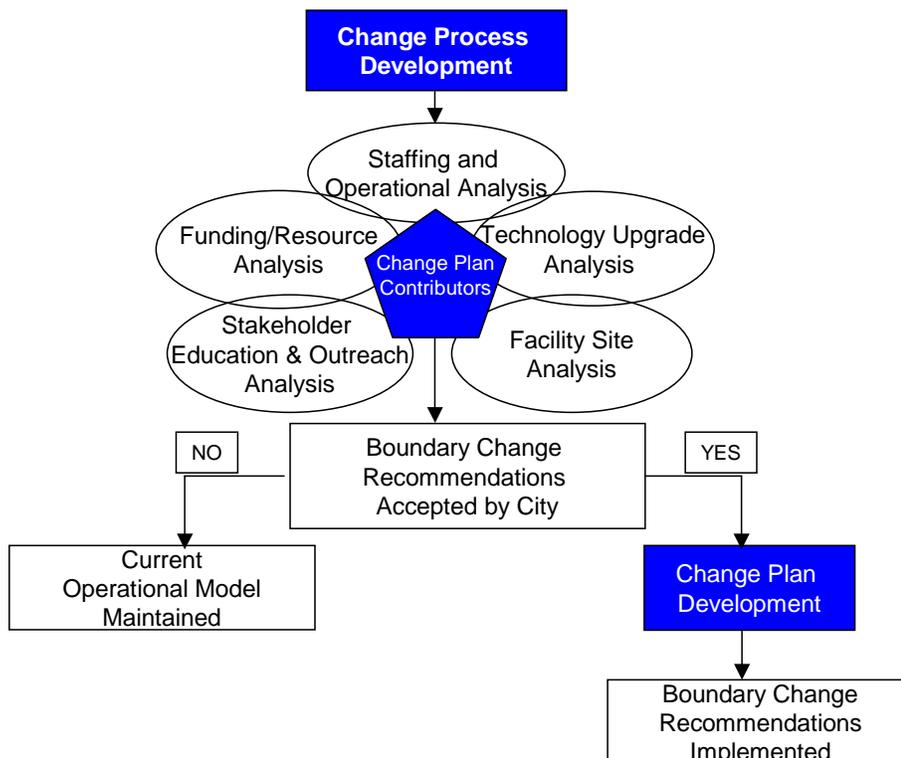
The topic of police facilities in the City is not a new one; both the San Francisco General Plan and Capital Plan discuss the future needs of the SFPD. Yet, the recommendations presented in this report are a significant departure from the status quo. The City is at a crossroads: crime and public safety are significant issues that the City desires to address, however, the City is traditional in its approach. The conditions related to crime trends, struggles faced with increasing staffing, requests for additional police coverage and the immediate need to replace facilities provides the City with an unprecedented opportunity for change.

Next Steps

The district station boundaries analysis is one component of an overall Police Effectiveness Review process underway in the City. Should there be interest in pursuing these recommendations the City will have to embark on a multi-year planning effort that focuses on facilities, systems, operations, education and outreach. A robust planning process will involve significant participation by the public, SFPD employees, unions and policy makers. The decision to change the police district boundaries will ultimately rest with the Police Commission, Board of Supervisors and Mayor.

The following figure provides a high level overview of the conceptual planning process.

Figure 1: Conceptual High Level Boundary Implementation Plan



Report Overview

The following provides detailed findings and recommendations of the District Station Boundaries Analysis conducted in July 2007 through March of 2008.

Background

The City commissioned the Public Safety Strategies Group (PSSG) to conduct an analysis of the San Francisco Police Department's (SFPD) district station boundaries in accordance with Administrative Code Sec.2A.86³. This report provides the findings of the assessment conducted by PSSG, and outlines recommendations to assist the SFPD with its approach to crime prevention, intervention and suppression through enhanced district boundaries, facility consolidation and reuse and enhanced data collection and administrative processes.

The recommendations contained in this report place less emphasis on the physical location of a facility and provide guidelines for the boundaries themselves. As noted in the San Francisco General Plan⁴ under Objective 2, "Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties." The recommendations for the boundaries consider community needs while balancing the needs of the SFPD. Should this proposal be adopted, the SFPD will have the ability to reduce redundancies in the operations of stations at the district level and improve efficiencies.

The following sections are contained in the report:

Methodology

This section outlines the approach utilized by PSSG for primary and secondary data collection and data analysis. This section describes the scope, key evaluation questions, and the data gathering for purposes of the assessment.

District Station Facility Assessments

This section examines the results of the facility assessments and details the findings. The facility assessments examined infrastructure, capacity and technology issues. The facility assessment section also discusses the overall potential of each facility for continued service into the future.

³ The full text of Administrative Code Sec. 2A.86 is contained in Attachment B.

⁴ The General Plan can be viewed at http://www.sfgov.org/site/planning_index.asp?id=41419

Quantitative Analysis

This section reviews information collected on demographics, special populations, future developments in the City, crime incidents, calls for service, response times and SFPD staffing.

Qualitative Analysis

This section examines the perceptions of the community and SFPD survey respondents regarding the current district boundaries, accessibility of the facilities, and adequacy of the existing resources to combat crime and deliver police services.

Recommendations

This section provides recommendations for improving both the facilities and boundaries of the SFPD as well as process recommendations related to data and administration.

Impact of Boundary Changes

This section provides information on how the distribution of demographics, coverage area, crime and calls for services would be redistributed through boundary realignment.

Next Steps and Preliminary Timeline for District Boundary Change Implementation

This section discusses the steps the City can employ as it further examines and transitions toward the recommendations contained in this report.

Summary Findings and Recommendations

The findings and recommendations are based on PSSG's review of the City's facilities, demographic data, crime incidents, neighborhood and geographic considerations and, survey and focus group input. The recommendations are in two major areas: (1) Facilities and Boundaries (2) Process: Data Management/Technology and Administration.

Facilities and Boundaries Findings and Recommendations

The key facilities and boundaries findings and recommendations include:

Facilities and Boundaries	
Findings	Recommendations
Station Replacement Needed	Consolidate Stations

Facilities and Boundaries	
Findings	Recommendations
Crime in the City is Unchanged	Reconfigure Boundaries to Maximize Resources
Workload is Unbalanced	Staff Districts According to Workload Needs
Community and SFPD Members Desire Additional Police Coverage	Consolidate Stations and Change the Span of Control to Reduce Redundancies and Increase Police Presence
Police District Boundaries Cross Neighborhood and Supervisorial Districts	Unify Neighborhoods and Supervisorial Districts When Possible
Community Members Desire Education on Operations	Provide Education and Outreach
SFPD Members Mixed on Boundary Changes	Include SFPD Members in a Transition Plan Working Group

Finding: Station Replacement Needed

- The SFPD needs to replace two stations, Central and Southern, in the near future. The remaining eight stations, despite being fairly new or updated, do not meet the needs of the SFPD. Station facilities are small, locker rooms do not provide adequate space, juvenile facilities are lacking, interview and report writing rooms compromise productivity and facilities present safety and security concerns.

Recommendation: Consolidate Stations

- Build a new facility in the northeast section of the City that can accommodate Central, Southern, Tenderloin, and Northern.
- Evaluate the existing stations and retrofit as appropriate for reuse by SFPD specialized units or combined stations.

Finding: Crime in the City is Unchanged

- Data sets from January 1, 2002 through June 30, 2007 were reviewed which revealed that:
 - Crime patterns have not changed in five years
 - Crime is highest in the northeast corner of the City
 - A second area of high concentration of crime includes certain sections of the middle area of the City
 - The outlying areas place less demand on police services

Recommendation: Reconfigure Boundaries to Maximize Resources

- Reconfigure boundaries and reduce the number of stations from ten to five allowing for a more streamlined approach to addressing crime, decrease in redundant administrative job functions, increase in deployment at the patrol level and higher visibility of sector cars.

Finding: Workload is Unbalanced

- Workload distribution is not equal at the district stations. The lightest workloads are in areas with the least amount of calls for service and the highest workloads are in the areas most impacted by crime. Calls per Officer range from approximately 450 to 1,100 per year.

Recommendation: Staff Districts According to Workload Needs

- Redistribute personnel based on the type and number of calls for service in each of the realigned districts.

Finding: Community and SFPD Members Desire Additional Police Coverage

- Seventy-six percent of survey respondents expressed the desire for additional police on patrol.
- Most members believed there was a connection to increased staffing based on having more stations.
- Eighty-six percent of department survey respondents believe there is a need for more officers in the districts.
- Currently, 30% - 40% of patrol personnel at the Districts are assigned to administrative duties. Of this 30% - 40% administrative personnel assigned to the Districts, 22% are supervisors, 7 - 11% are assigned to the Captains' Staff and another 10% - 20% are assigned to non patrol functions⁵.

Recommendation: Change the Span of Control and Reduce Redundancies to Increase Police Presence

- Consolidate the number of stations to decrease redundancies in staffing for the Captains staff, desk officers and related administrative functions and redeploy back to patrol.
- Increase the span of control to a minimum of one supervisor for every seven Officers to allow redeployment of a baseline of 10% of the total number of Officers assigned to foot patrol and sector car staffing.

⁵ Patrol for these percentages is limited to uniformed officers on foot, bicycle or sector car patrol.

Finding: Police District Boundaries Cross Neighborhood and Supervisorial Districts

- The current boundaries place neighborhoods in separate SFPD districts. The desire of the community is to contain neighborhoods, to the extent possible, in the same District. Additionally, Supervisorial District lines are impacted by the SFPD Districts.

Recommendation: Unify Neighborhoods and Supervisorial Districts When Possible

- Decrease the number of neighborhoods adversely impacted by the boundary lines and contain Supervisorial Districts to the extent possible.

Finding: Community Members Desire Education on Operations

- Focus groups revealed the need for community education on the process of increasing staffing within the districts and why increasing the number of stations will not increase the number of Officers on Patrol. Community members do not feel informed regarding staffing and police operations.

Recommendation: Provide Education and Outreach

- Conduct outreach to further evaluate the community needs and provide information on the process of increasing patrols in the neighborhoods.

Finding: SFPD Members Mixed on Boundary Changes

- Department survey respondents are split on their desire for boundary changes with half believing the department would benefit from changes and half believing the status quo is adequate.

Recommendation: Include SFPD Members in a Transition Plan Working Group

- Ensure a cross representation of SFPD members involved in planning the transition to a five district model.

Map 1 shows an overlay of the proposed boundaries in comparison with the current boundaries. The boundaries were adjusted in consideration of crime trends, natural boundaries and demographics. As discussed in the main body of the report, the change in boundaries equalizes the size of the Districts and provides a platform from which the SFPD can reorganize its operations to more effectively address crime and quality of life issues while maximizing resources.

Map 1: Current and Proposed District Station Boundaries



Source: PSSG

Process Findings and Recommendations

The key process findings and recommendations fall in the areas of data management and technology and administration as listed below:

Data Management and Technology	
Findings	Recommendations
Antiquated Record Keeping Technology	Update Computer Aided Dispatch and Records Management Systems
Data Sets Have a High Rate of Error	Conduct a Work Flow Analysis
Lack of a Boundary Assessment Process	Standardize and Document Procedures
Administration	
Staffing Records are Inadequate	Develop a Staffing Database
Daily Assignment Sheets are Ineffective	Standardize and Automate Daily Assignment Sheets

Data Management and Technology Findings and Recommendations

The SFPD faces several documentation challenges that were identified during the assessment of the district boundaries. The shortcomings of the data management system posed a significant challenge to those charged with the task of assessing both criminal activity as well as law enforcement effectiveness.

Finding: Antiquated Record-Keeping Technology

- SFPD is faced with old technology that limits productivity and hampers planning capabilities.

Recommendation: Update Computer Aided Dispatch and Records Management Systems

- Upgrade the Computer Aided Dispatch to include beats and changes in sectors, link data electronically for analysis and limit the ability to override records that create errors.
- Upgrade the Central Database Incident System to reflect current crime codes, allow for ease of data extraction and review for consistency with FBI reporting.
- Ensure the Records Management System upgrades stay on track and be implemented as soon as possible to allow the SFPD to use data in a more robust manner for crime analysis.

Finding: Data Sets Have a High Rate of Error

- Crime records exhibit a high percentage of duplicate entries and coding errors.

Recommendation: Conduct a Work Flow Analysis

- Conduct a workflow analysis to determine the source of the errors and develop appropriate procedures to decrease the rate of error.

Finding: Lack of a Boundary Assessment Process

- Historically, the SFPD modified boundaries on an as needed basis without detailed analysis or process information. PSSG reviewed all previous boundary changes and did not find evidence of a consistent process that was used in determining the alternations.

Recommendation: Standardize and Document Procedures

- Replicate the methodology used in the assessment to continually review, update and revise the boundary alignment and develop a strategy for patrol allocation and sector car alignment.

Administration Findings and Recommendations

The SFPD lacks an automated documentation process, which limits the ability to easily review key records needed for planning. The process of using paper based system is inefficient from a time management perspective and also allows for a high rate of errors.

Finding: Staffing Records are Inadequate

- The SFPD was unable to provide accurate staffing numbers and could not provide a breakdown of functional job tasks associated with the categories of employees. Without this basic breakdown it is impossible to determine the specific number of department members assigned to sector cars, foot patrols, undercover assignments and various other tasks.

Recommendation: Develop a Staffing Database

- Conduct an in-depth staff analysis based on rank, assignment and functional job category.
- Create a vision for staffing that includes time assumptions on court time, administrative responsibilities, patrol, special assignments, proactive policing and other related areas to determine capacity of current staff.
- Create a staffing matrix based on the collected data.
- Implement the use of the staffing tables created by the Controller's Officer and enhance with functional job task assignments to allow accurate deployment.

Finding: Daily Assignment Sheets are Ineffective

- Daily assignment sheets are inconsistent from District to District, lack details on job functions, are populated by hand, difficult to read and do not accurately depict assignments.
- Errors are evident when cross-referencing the daily assignment sheets and Human Resource Management System staffing records.

Recommendation: Standardize and Automate Daily Assignment Sheets

- Standardize the form based on a review of all approaches used in the Districts. Ensure that all functions duties are listed on the assignment sheet and the personnel are coded into the correct category. Automate the sheets so they are legible and information can be extracted from them in a simplified and useful manner.

Summary

PSSG extensively researched data elements related to crime, department staffing, community and department perceptions as well as reviewed current district boundaries, facilities and future development needs.

While the initial research questions posed focused solely on the location of the boundaries and resources, data and technology related issues were uncovered that need to be addressed to prepare the department for the future. A second unexpected occurrence was the outcome of the facility assessments, which determined that two District facilities needed to be replaced in the near term. This, when combined with the crime analysis, affected the overall assessment of the current boundaries.

Collectively the findings in the areas of facilities, boundaries and data led PSSG to the development of recommendations on the administrative requirements needed to properly plan police facilities and future staffing. These recommendations will assist the SFPD and City to work together effectively in planning for the future in a manner that maximizes resources and addresses community and department needs related to public safety.

Implementing the recommendations will provide the City with the following:

- Increase in Police Services and Visibility
- Concentrated Unified Crime Planning and Police Operations
- Improved Facilities
- Neighborhood Unification
- Enhanced Data Analysis Capabilities

It will also provide the SFPD with the ability to address crime in a uniformed purposeful way and can serve to increase the effectiveness of the organization. Additionally,

changing the culture of the organization, which currently supports ten individual Districts rather than a unified citywide agency, will benefit the SFPD.

The City is in a unique position to restructure the SFPD in a manner that is fiscally responsible, is responsive of the community to have more Officers assigned to patrol functions at the district level and allows resources to be used more effectively. The cost burden of building new facilities is already a reality for the City. The proposed five district plan capitalizes on the reduction of facilities operating as stations by combining locations, enhancing the boundaries based on crime, decreasing redundancy and streamlining long term building and maintenance issues.

The next section of the report will outline the methodology used in the assessment. Following the methodology are sections that detail the qualitative and quantitative data, recommendations, the impact of the changes and next steps. The report is complemented with attachments that provide background information and additional details.

Methodology

This section outlines the assessment approach utilized by PSSG for primary and secondary data collection and analysis. This section describes the scope, key evaluation questions, and data gathering for purposes of the assessment.

Scope of the Assessment

PSSG conducted the assessment under contract with and a high level of support from the City's Controllers Office and a project Steering Committee. The Steering Committee was comprised of members of the SFPD, Board of Supervisors, (BOS), Police Commission, Mayor's Office and the Controller's Office.

The Steering Committee developed the following questions to serve as the basis of the evaluation:

Key Evaluation Questions

- How could the City's current police district boundaries and resource allocation strategies be more in line with the industry's best practices?
- Do the City's existing police district boundaries contribute to effective police operations and resource allocation? Would an alternate configuration of boundaries more effectively address existing and anticipated demand for police services?
- How well do current police district boundaries address the needs of the City's diverse neighborhoods, geographies, and communities?
- Could the configuration be changed or enhanced to better leverage resources with other law enforcement agencies, City service providers, and community organizations to prevent crime and violence?
- Given the Department's existing physical assets, how well does the current configuration of police district boundaries match the Department's allocation of resources and that of current and future demand for police services?

Data Gathering

The first step in the assessment was to gather information through secondary and primary sources on the Legislation, past performance, community needs and boundary requirements. PSSG obtained information by conducting the following activities:

- Review of information pertaining to the City and the SFPD
- Review of the Municipal Code Section 2A.86
- Review of SFPD District Boundary Historical Changes
- Review of SFPD Staffing Records⁶
- Review of SFPD Calls for Service Records⁷
- Review of SFPD Crime Data⁸
- Review of District and Sector Maps provided by the SFPD
- Review of Planning Documents for Future Growth
- Review of Demographic Data
- Interviews with all ten of the District Captains and Specialized Unit Captains
- Interviews with Officers
- Interviews with five Police Commissioners
- Interviews with ten Members of the Board of Supervisors
- BOS Public Safety Committee, Police Commission and Youth Commission Public Hearings
- Meetings with Community Members⁹
- Meetings with Merchants
- Implementation and review of 330 Department Surveys
- Implementation and review of 2,100 Community/Business/Visitors Surveys
- Facilitation of a Community Focus Group of ten participants
- Facilitation of a SFPD Focus Group of 12 participants and an Information Session with 29 participants

The following describes the key data elements used for the project.

Department Data

The SFPD provided records related to criminal activity, calls for service and staffing for the ten Districts to be used in the review of current and future needs related to district boundaries. PSSG reviewed information from January 1, 2002 through June 30, 2007.

Crime Data

PSSG reviewed 4,318,175 CAD records and 715,125 CABLE records. A complete review of these data sets is contained in Attachment H Data Analysis and Data Concerns.

Staffing Records

The SFPD was not able to provide the total number of department members by assignment, functional title, job function, specialized unit or District. The Controller's

⁶ Staffing Records derived from the Human Resource Management System (HRMS).

⁷ Calls for Service derived from the Computer Aided Dispatch System (CAD).

⁸ Crime Data derived from the Central Database Incident System (CABLE).

⁹ A list of community meetings and public hearings is contained in Attachment C.

Office used the HRMS staffing records to construct an algorithm that provided staffing by District, rank and assignment. The Controller's Office calculations are the official staffing numbers for the report.

Surveys

Both community and department surveys were implemented in the Fall of 2007.

Administration of the community surveys occurred in three ways: online, in person at community meetings, and by telephone. The written survey was provided in English, Spanish, Russian and Chinese. PSSG worked with City departments, social service agencies, and community and merchants groups to distribute the survey during the time period of September 14 through October 15, 2007. There were 2,100 written and telephone surveys submitted. Of the written surveys, 1,532 were from residents, 97 businesses and 41 visitors. In addition, 430 telephone surveys were completed. There were 138 non-English surveys completed. Information gathered through the survey process appears throughout this report.

Every member of the SFPD received a department survey by mail. The survey was administered from September 21, 2007, through October 5, 2007. Of the 353 surveys returned, 330 of them were valid.

Meetings and Interviews

PSSG participated in over 60 meetings with social service agencies, community and merchants groups, the SFPD, Police Officers Association, government officials, members of the BOS, the Police Commission members, over 100 Officers, Captains and Supervisors from all Districts, members of specialized divisions and Command Staff of the SFPD.

Presentations at the BOS Public Safety Committee, Police Commission and Youth Commission meetings provided Public Hearing forums for community input. Attachment C provides the community meetings and public hearings attended by PSSG.

Focus Groups

Separate focus groups held with the SFPD and community members provided benchmarking of current initiatives, assessed tolerance for change and testing of assumptions related to district boundary issues.

A community focus group was held on November 3, 2007, with ten participants representing a cross section of the community. A department information gathering session was held with 29 Officers representing each District and specialized divisions. An SFPD focus group with a cross section of 12 participants from district stations, administration and specialized divisions was held on November 15, 2007.

Summary

The assessment approach ensured the review of all data resources and the invitation for community and department stakeholder contributions to the findings. Data sources were deemed inadequate, which led to modifications to the initial research design. Despite the changes, the study yielded significant findings and recommendations that the SFPD and the City can use to make positive changes to impact crime and public safety.

The research conducted during the assessment revealed significant limiting factors with respect to technology and processes employed by the SFPD. It was also discovered that crime trends have remained unchanged and that innovative strategies are needed to create change in the City.

The assessment also revealed that both community and SFPD are engaged and interested in finding solutions, but consensus on the solutions is mixed. The next section of the report discusses the outcome of the facility assessment.

District Station Facility Review

SFPD Survey Results and Site Visit Assessment

PSSG conducted site visits at each of the District stations. In addition, through the survey process, SFPD department members were invited to provide individual opinions on each of the stations. Unfortunately, most of the respondents did not specify which station on which they were commenting. In an effort to use the information and comments, PSSG aggregated the SFPD responses. The perceptions revealed in the general comments match many of the specific areas PSSG found to be in need of attention and upgrading.

The survey provided 24 areas for which SFPD members were requested to provide comments. Each category appears in the table below. The first two columns, representing Insufficient and Needs Improvement, were totaled and appear in the middle shaded column. The following table shows the aggregate responses as provided in the SFPD survey.

There are several areas that need to be addressed as priority areas. Technology, in the form of computers, internet, email, PDA's and cell phones was ranked as substandard by more that 77% of survey respondents. Availability of marked vehicles was a concern for 70% of respondents. Facility concerns included interview rooms (71%) report writing areas (67%) parking (63%-68%), Academic Training Room (59%) and security (58%).

Table 1: SFPD Facility Assessments – Department Survey

Facility Assessments – Department Survey						
	Insufficient	Needs Improvement	Total of Substandard Features	Adequate	Excellent	Response Count
Station / Facility	29.10%	27.00%	56.10%	35.40%	8.40%	285
Locker Rooms	26.90%	23.10%	50.00%	43.00%	7.00%	286
Report Writing Areas	31.20%	35.80%	67.00%	28.80%	4.20%	285
Public Areas	20.60%	17.00%	37.60%	53.20%	9.20%	282
Break-room	18.10%	24.50%	42.60%	52.10%	5.30%	282
Booking	29.70%	22.30%	52.00%	44.00%	4.00%	273
Interview Room	43.90%	27.00%	70.90%	25.90%	3.20%	278
Holding Areas	29.70%	22.10%	51.80%	44.90%	3.30%	276
Security	30.50%	28.00%	58.50%	38.30%	3.20%	282
Evidence Storage	26.00%	28.90%	54.90%	42.20%	2.90%	277
Academic Training Room	38.50%	20.70%	59.20%	37.50%	3.30%	275

Facility Assessments – Department Survey						
	Insufficient	Needs Improvement	Total of Substandard Features	Adequate	Excellent	Response Count
Roll Call / Assembly Room	15.70%	22.40%	38.10%	56.90%	5.00%	281
Weight Training Room	16.40%	20.60%	37.00%	49.80%	13.20%	281
Parking- Police Vehicles	36.80%	26.70%	63.50%	30.20%	6.30%	285
Parking- Personal Vehicles	45.50%	22.70%	68.20%	26.60%	5.20%	286
Vehicles - Marked	33.10%	37.40%	70.50%	26.60%	2.90%	278
Vehicles - Unmarked	30.50%	34.20%	64.70%	32.00%	3.30%	275
Desk Top Computers	48.80%	29.10%	77.90%	19.30%	2.80%	285
Internet	73.90%	13.60%	87.50%	11.80%	0.70%	272
Email	74.10%	15.80%	89.90%	9.40%	0.80%	266
MDT's (Mobile Data Terminals)	35.80%	29.50%	65.30%	33.20%	1.50%	271
PDA's (Personal Digital Assistant)	71.80%	11.80%	83.60%	15.10%	1.30%	238
Radios	23.20%	24.00%	47.20%	48.70%	4.10%	271
Cell Phones	61.10%	18.40%	79.50%	19.70%	0.90%	234

PSSG tabulated the rankings of the District as evaluated in the site visits in the same manner as depicted in the preceding table. After each individual district was assessed, the scores were tabulated on the basis of a point for each of the categories in the table above with all points in the categories tallied to represent the total score of a facility in five categories were created ranging from Insufficient to Excellent. The findings from the PSSG site visits covering the ten Districts are provided in the table below followed by summary review and photographs of key findings.

Table 2: Facility Assessments – PSSG Site Visits

Facility Assessment - PSSG							
	Insufficient	Needs Improvement	Combined Insufficient - Needs Improvement	Adequate	Excellent	Combined Adequate - Excellent	Comments
Central	13	6	19	3	0	3	Central is in need of immediate replacement. The station is not seismically sound, there is a sewer issue, the female locker room is in the garage, the holding facility is unusable and the station is too small for the number of officers assigned. Central is located in a public parking garage which presents a security risk. There is not a secure area for police vehicles.

Facility Assessment - PSSG							
	Insufficient	Needs Improvement	Combined Insufficient - Needs Improvement	Adequate	Excellent	Combined Adequate - Excellent	Comments
Southern	7	11	18	4	0	4	Southern is located in the Hall of Justice. The facility is too small for current staffing; there are safety and security issues especially when processing prisoners.
Taraval	4	8	12	10	0	10	Taraval is a newly remodeled station; however, the facility has little room for growth and staffing increases. Taraval lacks a secure lot area for police vehicles. Conduct a review to determine if the facility could support an addition.
Tenderloin	4	8	12	10	0	10	Tenderloin, while one of the newer facilities cannot accommodate additional officers, lacks parking and the community room is already under repair.
Bayview	4	6	10	10	2	12	Bayview is a newer station. The physical set up of the facility would need improvement if additional officers were assigned to the facility. Parking is limited for both police and private vehicles.
Ingleside	4	5	9	13	0	13	Ingleside is a large facility with separate buildings. The facility is functional and has expansion capabilities. There is secure parking.
Northern	4	4	8	13	1	14	Northern is a newer station. The station is adequate for current needs, but is limited with its capacity for growth. There is off street parking. The facility has potential for structural reengineering to accommodate a larger facility.
Mission	4	3	7	13	2	15	Mission is a new station. The facility is already at capacity and lacking storage. There is off street parking. Mission has the potential for growth as they share the building with another unit.
Park	4	3	7	15	0	15	Park is a remodeled facility with secure parking. The facility is adequate for current needs. Depending on historic concerns, there is the potential to add onto this facility.
Richmond	4	3	7	14	1	15	Richmond is a remodeled facility with secure parking. The facility is adequate for current needs. There are two buildings on the property allowing for expansion.

Facility Review by Key Elements

There are several major issues evident at each of the district stations. Although the magnitude of the issues differ in each district, the themes are common. The stations are either at capacity or too small for the number personnel assigned, storage is lacking, locker rooms are inadequate and technology is outdated and/or non-existent. The following discusses the summary findings for each of the ten District stations.

Station / Facility

Eight of the ten stations are reported to be structurally sound. Central and Southern are reported to be not seismically sound and need replacement. Accessibility or at the very least, the appearance of being accessible and inviting is a concern in Central, Southern, Park and Ingleside. Space is limited at most every station with many small work areas being shared by multiple officers. Police equipment is stored in areas designed for training and in hallways. While Mission, Bayview, Northern, Taraval, Richmond, Park, Ingleside and Tenderloin are newer or have been updated, they do not offer surge capacity for the future needs of the SFPD.

Locker Rooms

The male locker rooms in all Districts are too small to handle the number of officers assigned and do not provide adequate storage for the equipment issued to department members. The lockers themselves are too small for properly storing the equipment. This problem will be exacerbated as the department continues to fill vacant positions. Female locker rooms, with the exception of Central, are large enough however the size and functionality of the lockers are issues needing to be addressed.

Report Writing Areas

The report writing areas in most of the stations are in areas of high traffic within the stations. This atmosphere makes it difficult for officers to concentrate on the reports and can result in incomplete reports or contribute to reports taking longer to complete due to interruptions. The lack of a modern Records Management System is also severely affecting this process. Officers are required to fill out the same information on several forms extending the time required to file paperwork. The report writing areas contain photographs of suspects and/or gang members, which require Officers to review the photographs on the wall of the report writing areas. The fact the photographs cannot be accessed electronically limits productivity both from a report writing and apprehension perspective, as Officers on the street do not have the benefit of having access to the photographs.

Public Areas

Each district, except Central and Southern, has a community room that is actively being used by the residents of the districts. The lobbies of all the stations vary in size, lighting conditions, amenities and available information. Three stations, Mission, Northern and Bayview would benefit from a redesign of the lobby area from "free space" to functional space for use by the SFPD.

Break Room

Each station, with the exception of Central, has a break room large enough and properly equipped for use by department members.

Booking

Except for Central and Southern, Districts have adequate booking and holding facilities for adults. The lack of secure areas for juveniles is a concern in each of the districts.

Interview Room

The Mission District is the only station with a room specifically set up for interviews and interrogations. The room is equipped for audio and visual recording and is free of any distractions and safety concerns. The other nine districts have areas set up for interviewing; however, the areas are multipurpose including spaced designated for use by Officers. This presents both a safety and operational concern as these spaces contain equipment, which can be used as a weapon by suspects and law enforcement sensitive material is in full view.

Security

Security of parking areas for both police and personal vehicles is a concern at all the stations. Most stations rely on street parking and those with a lot specific for police vehicles are not secured with gates or entry requirement.

The entry systems at each of the stations also create a safety and security concern. Entry to law enforcement only areas is obtained by a keypunch system. Visitors to the station can easily view the keypad to access the entry code.

Roll Call / Assembly Room

Most of the assembly rooms are large and as a result have become multi purpose and storage areas. Some of the assembly rooms contain bicycles, restraint chairs and other equipment while still being used for briefings. An example of the Assembly Room issues facing the stations is depicted in the photograph of the Mission Station.

Photograph 1: Mission Station Assembly Room

Source: PSSG

Weight Training Room

The weight rooms are generally one of the largest areas in each of the stations. Equipment is purchased and maintained by the officers assigned to the station.

Parking

Parking is limited at all the stations for both police and personal vehicles. Bayview, Southern and Central stations only have street parking. In addition, parking is not readily available for citizens needing to go to a station.

Desktop Computers, Email, Internet and PDA's

Technology is extremely limited at every station. This hinders the productivity and effectiveness of the officers. The lack of technology also extends the time that officers are in the stations writing reports. Extended time in the station decreases coverage in the Districts and has the potential to increase response times. Officers are not afforded the ability to use the Internet, hampering their ability to conduct research or correspond by email with other law enforcement personnel, City departments and citizens. From the start of the assessment to the present date, it is the understanding of PSSG that limited progress has been made in the area of providing Internet at the District level however access is limited to supervisors. While there are some newer computers, most of the computers are older models. At this point only Administrators have PDA's and department issued cell phones. Officers are so desperate for this type of technology that some have resorted to using personal equipment to perform their jobs.

Mobile Data Terminals (MDT's)

The MDT's appear to be in most vehicles, however, are not used to the fullest potential. The MDT's currently do not have access to records at both the City and State level limiting the productive use of the MDT's while on patrol as only the basic functions are performed on them.

To further illustrate some of the issues present at the District level, the following photographs and comments are provided.

The first photograph shows the Central District Station. In addition to safety concerns, the Central Station is in a shared facility with a parking garage and does not have adequate space for police operations. The façade of the station is non descript and uninviting as a public facility. As depicted in the photograph, there is not any off street parking for police or personal vehicles. The Central Station needs to be replaced for a multitude of reasons including safety and lack of functionality.

The facility has an antiquated booking area that has been transformed into storage and currently lacks safe holding and interview areas. The entry space is divided with access to the Captain's Office from an unsecured reception area.

Photograph 2: Central Station



Source: PSSG

In addition to the problematic location of the Central station, the locker rooms are inadequate. There is not enough space in the male locker room for Officers to store

equipment and several lockers are located in hallways. The female locker rooms are located in a makeshift cinderblock “room” located in the garage area of the station.

The report writing area shown in Photograph 3 is located in a large multi-purpose room connected to the area of the reception window. This multipurpose room is not conducive to report writing as other personnel are in the room creating a noisy atmosphere. Computer workstations are very close and do not provide proper workspace for notebooks or other materials required to complete reports.

The Central District interview room shown in Photograph 4 is located off the multi-purpose room. The space is a small office area that is not sound or sight proof. The room contains two desks covered with law enforcement specific paperwork and there is office equipment on the desks. Bulletins and information cover the walls of the room and are in plain sight of non-law enforcement personnel entering the area. Additionally, access to the armory/weapon storage area is gained through this room. While locked, the area cannot be accessed while the room is being used for an interview. This area is not conducive to effective interviews and interrogations. The use of this room for interviews also creates safety concerns for the officers, witnesses and suspects.

Photograph 3: Central Station Report Writing Area



Source: PSSG

Photograph 4: Central Station Interview Room

Source: PSSG

The next photograph of the Park District station depicts an uninviting facility. The signage is confusing to non-law enforcement personnel as information on gaining access to the station is not apparent. The scenario at the Park station is similar to the Ingleside entrance.

Photograph 5: Park Station Entrance

Source: PSSG

Summary

The SFPD needs to replace two stations, Central and Southern in the near future. The remaining eight stations, despite being fairly new or updated, do not fully meet the needs of the SFPD. Station facilities are small, locker rooms do not provide adequate space, juvenile facilities are lacking, interview and report writing rooms compromise productivity and facilities present safety and security concerns.

Quantitative Analysis

This section reviews information collected on demographics, special populations, future developments in the City, crime incidents, calls for service, response times and SFPD staffing.

Demographic Data

In 2000, the City's total population was estimated at 774,385¹⁰ (excluding the Presidio). The population and demographic characteristics for each District shown in Table 3 illustrates the diversity in the neighborhoods. Each neighborhood is unique in its composition and law enforcement needs.

Table 3: Current District Demographic Breakdown

District Demographic Breakdown									
District	Population	Male	Female	Latino	White	Black	American Indian	Other	Asian / Pacific Islander
Bayview	60,301	49.0%	51.0%	17.4%	18.8%	30.4%	0.8%	0.9%	31.7%
Central	69,276	50.7%	49.3%	5.0%	44.8%	2.0%	0.6%	1.0%	46.5%
Ingleside	132,328	49.6%	50.4%	26.4%	30.1%	6.3%	0.6%	1.3%	35.2%
Mission	83,235	55.2%	44.8%	39.4%	45.0%	3.0%	0.8%	1.2%	10.6%
Northern	82,348	50.2%	49.8%	6.7%	65.0%	9.3%	0.8%	1.3%	16.5%
Park	59,572	54.3%	45.7%	7.2%	66.5%	10.4%	1.0%	1.2%	13.7%
Richmond	93,693	47.1%	52.9%	5.2%	52.6%	2.9%	0.6%	1.1%	37.7%
Southern	24,157	61.1%	38.9%	11.9%	45.2%	12.4%	1.5%	1.6%	27.4%
Taraval	147,806	48.2%	51.8%	7.4%	39.7%	5.7%	0.6%	1.3%	45.4%
Tenderloin	21,669	62.2%	37.8%	17.9%	33.3%	11.1%	1.6%	2.5%	33.7%

Source: US Census Bureau

Map 2 illustrates the population density across the City based on 2000 data while Map 3 shows breakdown as projected for 2025. Map 4 shows the ethnic composition, Map 5 the poverty levels in specific areas of the City and Map 6 shows the planned development areas.

As indicated in the series of maps, the areas with the highest demands on law enforcement are also the areas with the largest population. While there have been fluctuations in population that have occurred since 2000, the crime rate in the City has stayed relatively stable. The 2010 census will show the exact change in percentage of population; however, it is not expect to have a dramatic impact on the crime rates in each of the Districts. Projected population levels extend to 2025 indicate increases in

¹⁰ US Census estimated, excluding the Presidio.

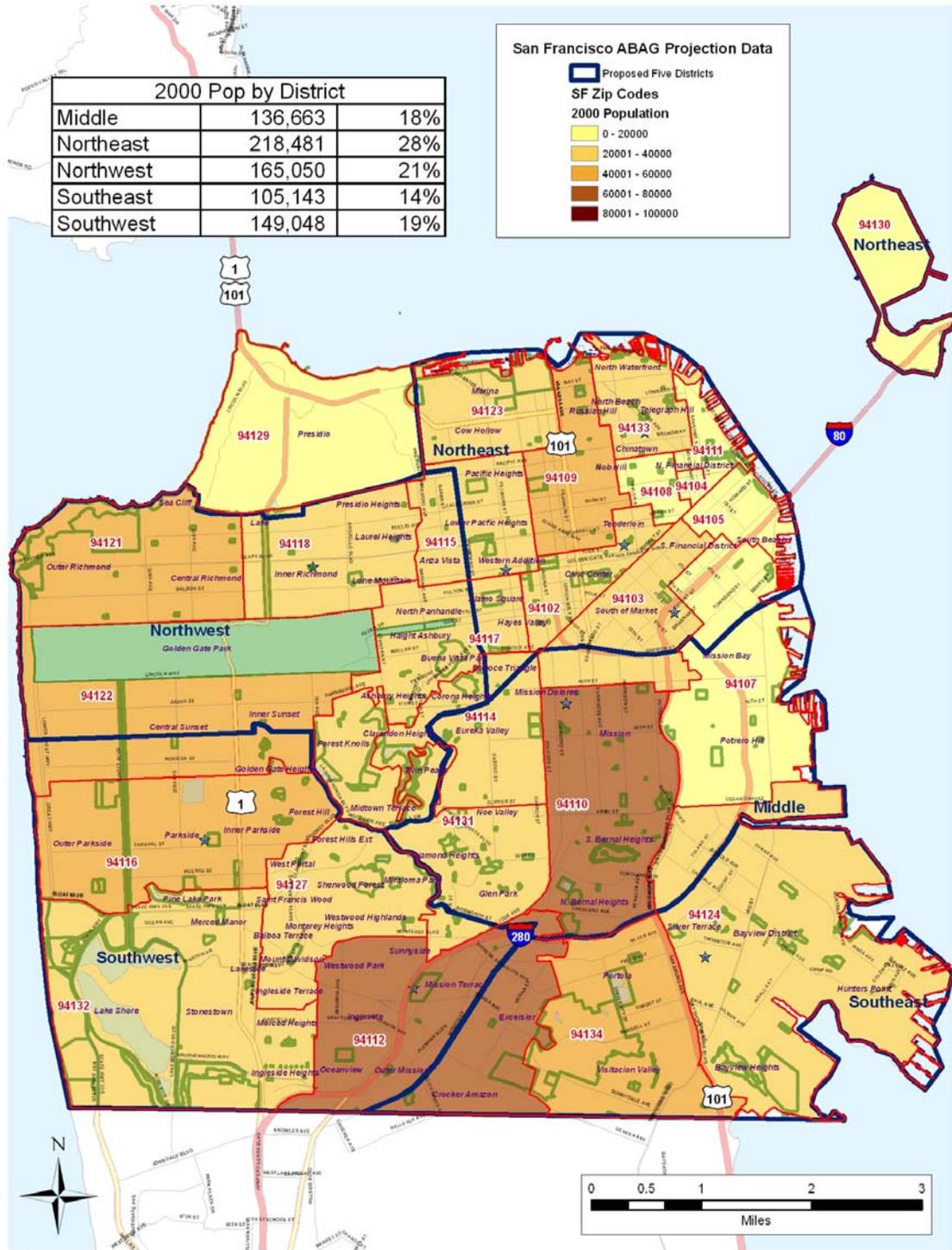
both the current Bayview and Southern sections of the City, the impact on crime, given the nature of the developments is not expected to outpace historic relative percent changes.

Another factor impacting the demands of police resources in the City is personal and family income. There are several areas in the City that are faced with issues related to poverty. In the Tenderloin, Mission, Southern, Northern, Central and Bayview Districts, a number of plots¹¹ have 20% to greater than 50% of the population living below the poverty level. These plots are the same plots that have consistently recorded the greatest need for police services as measured by CAD and CABLE data.

In several areas including the Tenderloin, Financial District, Chinatown, Mission Dolores, Hunters Point and the Western Addition the average median household incomes that range from \$0 to \$30,000 annually. Many of these same areas also have significant populations of homeless persons, which pose a different set of concerns for the SFPD.

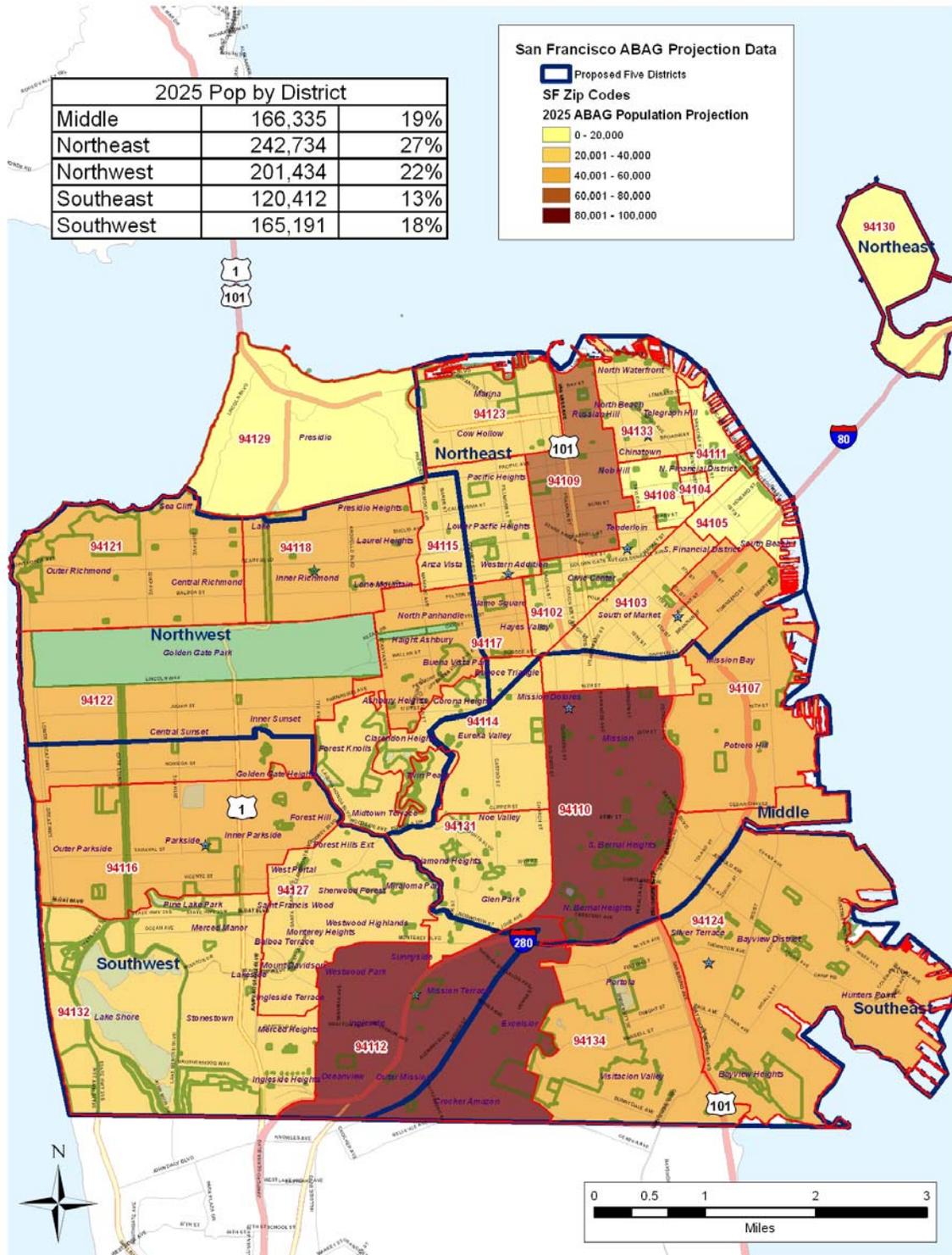
¹¹ Plots are defined as areas in the City used to track calls for service and crime data by address location.

Map 2: Citywide Demographics – Population Density 2000



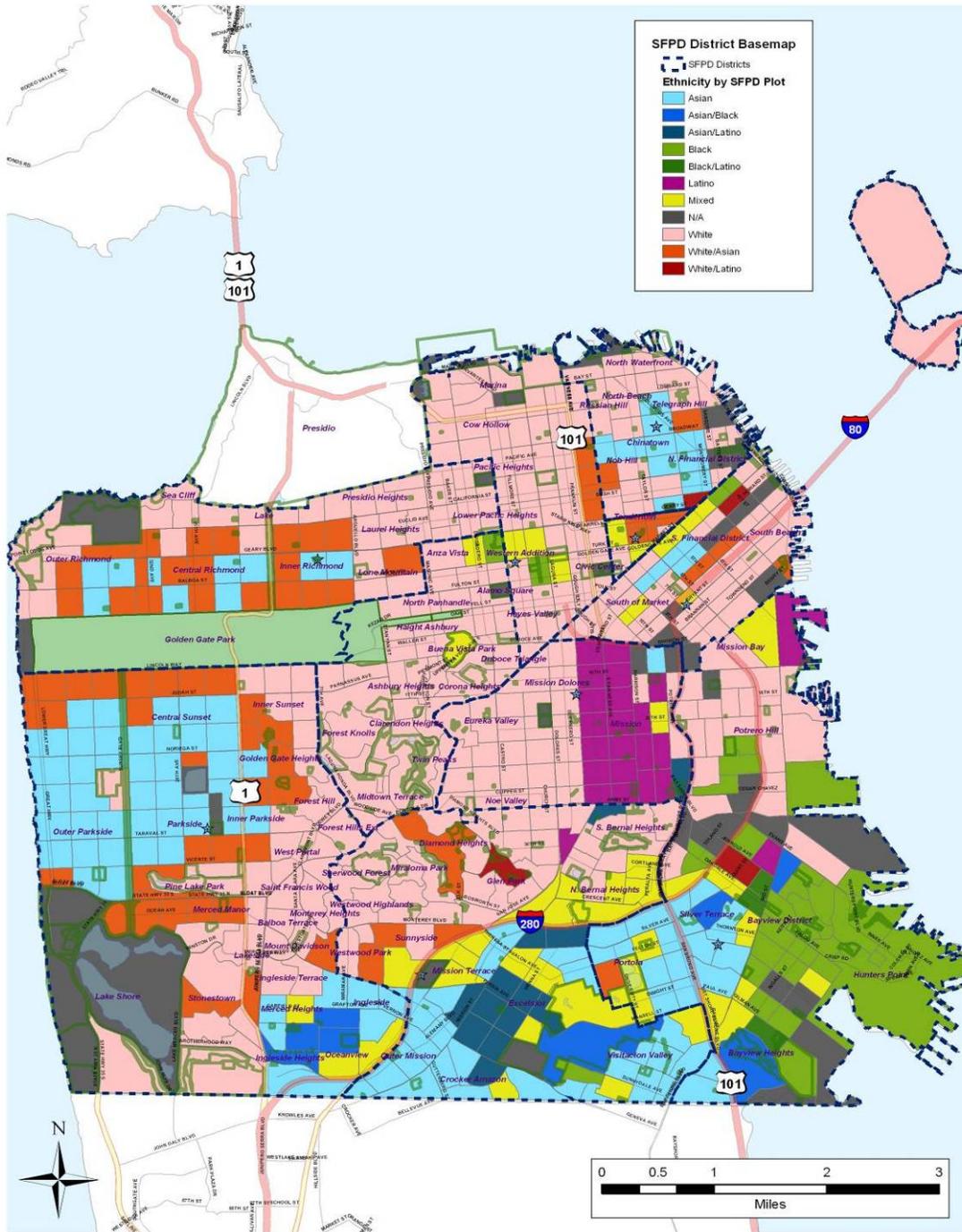
Source: Prepared by PSSG based on ABAG projections.

Map 3: Citywide Demographics – Projected Population Density 2025



Source: Prepared by PSSG based on ABAG projections.

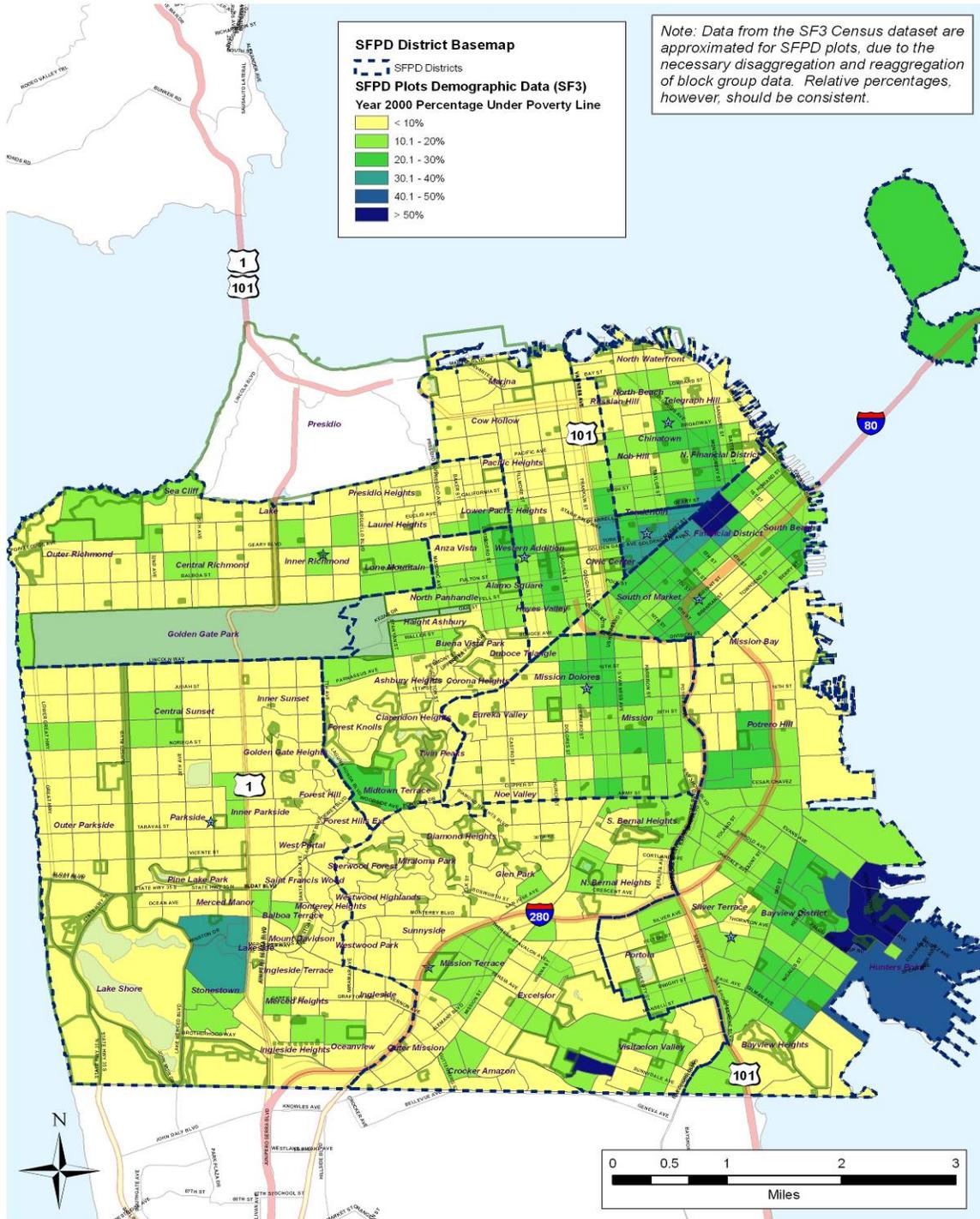
Map 4: Citywide Ethnic Distribution¹²



Source: Prepared by PSSG based on US Census Bureau data.

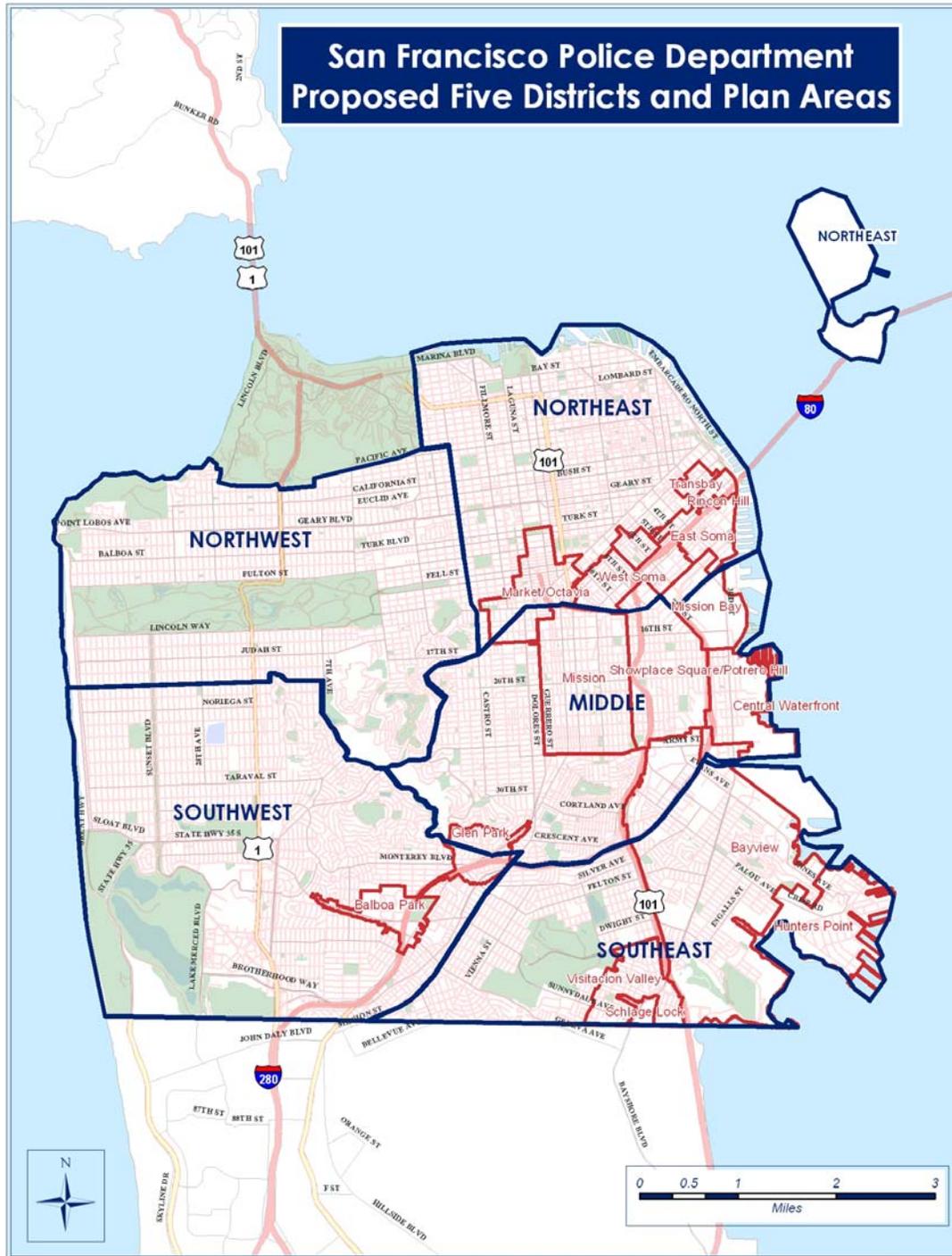
¹² In some areas, there is not a majority population; this is indicated with two groups represented with a shared coding on the map.

Map 5: Citywide Poverty Levels



Source: PSSG based on US Census data.

Map 6: City Planned Development Areas¹³



Source: PSSG based on City Planning Department maps.

¹³ The planning areas marked in red include: Transbay, Rincon Hill, East Soma, West Soma, Market/Octavia, Mission Bay, Showplace Square / Potrero Hill, Mission, Central Waterfront, Glen Park, Balboa Park, Visitacion Valley, Schlage Locak, Bayview and Hunters Point.

Crime Incident Reports

Crime incident reports vary across the City with a concentration of crime incident reports in the northeast portion and significantly lower crime incident reports in the west. Maps 7 and 8 detail the plot distribution of crime incidents as reported in CABLE. Plots are defined as areas in the City used to track calls for service and crime data by address location. Map 7 shows the significantly lower demands placed on the Police Department in the western half of the City with the majority of the plots recording an incidence of CABLE activity ranging from 0.00% to 0.15% based on all incidents from January 2002 through June 2007.

The pockets of high demand for police services in the northeast portion of the City are evident in specific areas as shown by the dark maroon shading on Maps 7 and 8. For example, in the Tenderloin District and north and east along Market Street into the Financial District and continuing into the downtown area, the total crime incident reports from 2002 through the first six months of 2007 ranged in value from 0.76% to 2.82%. Continuing westward, multiple plots in the Northern and Park Districts along Divisadero Street (Western Addition, Alamo Square, Hayes Hollow, Haight Ashbury, North of Panhandle, Anza Vista and Buena Vista Park) also were areas of high demand for police services. In these areas, the percentages again ranged from 0.16% to 0.60%.

Moving south, demand for police services in the Mission District was high with approximately 57.9% of all plots in the district having levels of criminal activity above the 0.00 to 0.15% range since 2002. In particular, plots paralleling Mission Street and Van Ness Avenue had percentages of offense / incidences that ranged in value from 0.31% to 2.82%, a trend that continued into 2007 with values ranging from 1.01% to 10.51% of all reports made through June 2007. Reporting levels for all criminal activity (offenses) was very high in the Mission Dolores, Duboce Triangle and Eureka Valley neighborhoods.

In the Southern District, high incidences of criminal activity were reported in three of every four plots. In particular, plots that parallel Market Street and continue into adjacent plots located south and east of the street reported high levels of criminal activity with percentages ranging from 0.61% to 2.82% for 2002 - 2007 and 1.01% to 10.51% for January through June 2007. Further, the Southern District is responsible for police services on Treasure Island, an isolated section of the City with limited access via Interstate 80. Despite the limited accessibility, approximately one third of one percent of all police reports in the city originated from the island since 2002.

Finally, the last pocket of high demand for police services was identified in the Bayview District. In this District, pockets of criminal activity were identified directly north and west of the Naval Ship yard located in the Hunters Point neighborhood. In addition, plots in the Bayview and Potrero Hill neighborhoods also were found to be areas with increased incidences of criminal activity. In approximately one dozen plots, the percentages of crime incident reports ranged from 0.31% to 2.82%.

Results from the analysis of the City's crime incident data obtained from CABLE¹⁴ show a pattern of consistent numbers of offenses that have experienced minor annual fluctuations since 2002; variations that range from decreases of 2.25% to increases of 2.35%. Until 2005, the trends in criminal activity had paralleled the national trends showing consistent decreases. While there is a District wide decrease in 2006 over 2005, the decreases were in the category of "Other" and not reflected in the more significant crime categories with the exception of Vehicle Theft. While many of the Part I¹⁵ offenses have seen a decrease over the past 12 months, offenses related to alcohol, drugs, malicious mischief, prostitution and quality of life have increased.

Table 4 Citywide Total CABLE¹⁶ Records 2002 - 2007

District Total CABLE															
Year	Alcohol	Assault	Burglary	Drugs	Malicious Mischief	Murder	Prostitution	Quality of Life	Robbery	Theft	Vehicle Theft	Weapons	Other	Total	% Change
2002	950	7,881	6,235	8,283	6,077	110	2,303	2,098	3,467	25,214	10,159	281	53,219	126,277	
2003	685	7,663	5,794	6,808	5,657	88	1,972	1,759	3,400	25,968	10,572	325	52,760	123,451	-2.24%
2004	644	7,323	6,399	6,518	5,509	123	1,656	1,601	3,284	23,226	13,267	386	50,738	120,674	-2.25%
2005	655	7,064	6,900	6,117	6,293	94	1,408	1,336	3,541	24,575	13,959	535	51,027	123,504	2.35%
2006	675	7,240	6,752	6,161	6,740	85	1,496	1,118	4,074	26,530	11,390	464	48,329	121,054	-1.98%
2007	365	3,656	2,609	3,480	3,359	50	926	676	1,861	11,896	4,411	214	24,650	58,153	

Source: SFPD CABLE records.

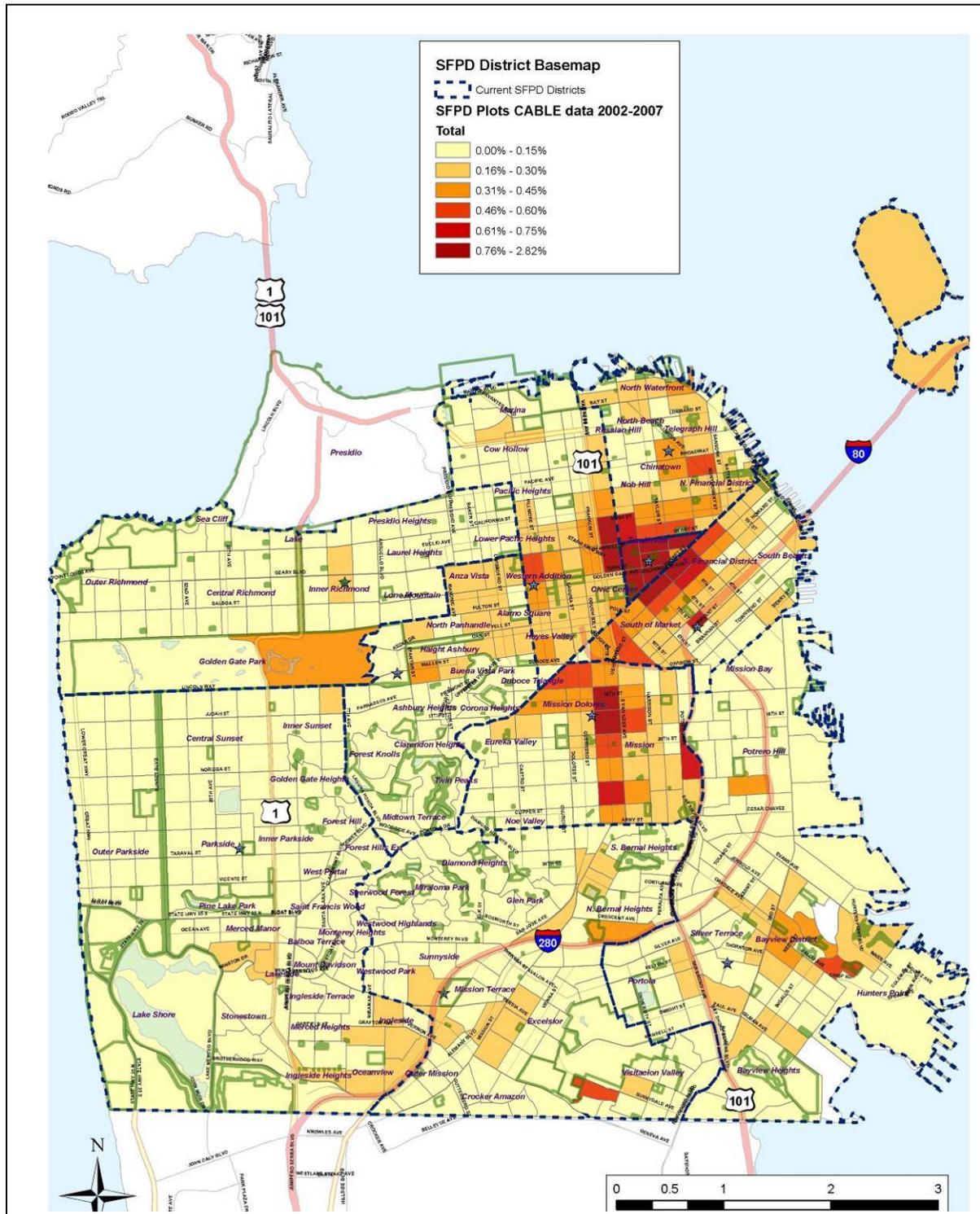
It is important to remember that decrease in the crime incident reports do not automatically indicate a drop in crime as the calls for services and office initiated numbers have increased during the same time period. To accurately determine what happened in 2007, the City must combine the first half-year of data from 2007 as compiled for the assessment with the final six months of the year. Additionally, the inherent data limitations in CABLE must be considered when making final conclusions regarding the status of numbers.

¹⁴ The CABLE categories are listed in Attachment E.

¹⁵ Part I offenses are those tracked by the FBI and comprise the Crime Index and include criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny - theft, motor vehicle theft and arson.

¹⁶ The CABLE categories are listed at the end of this section.

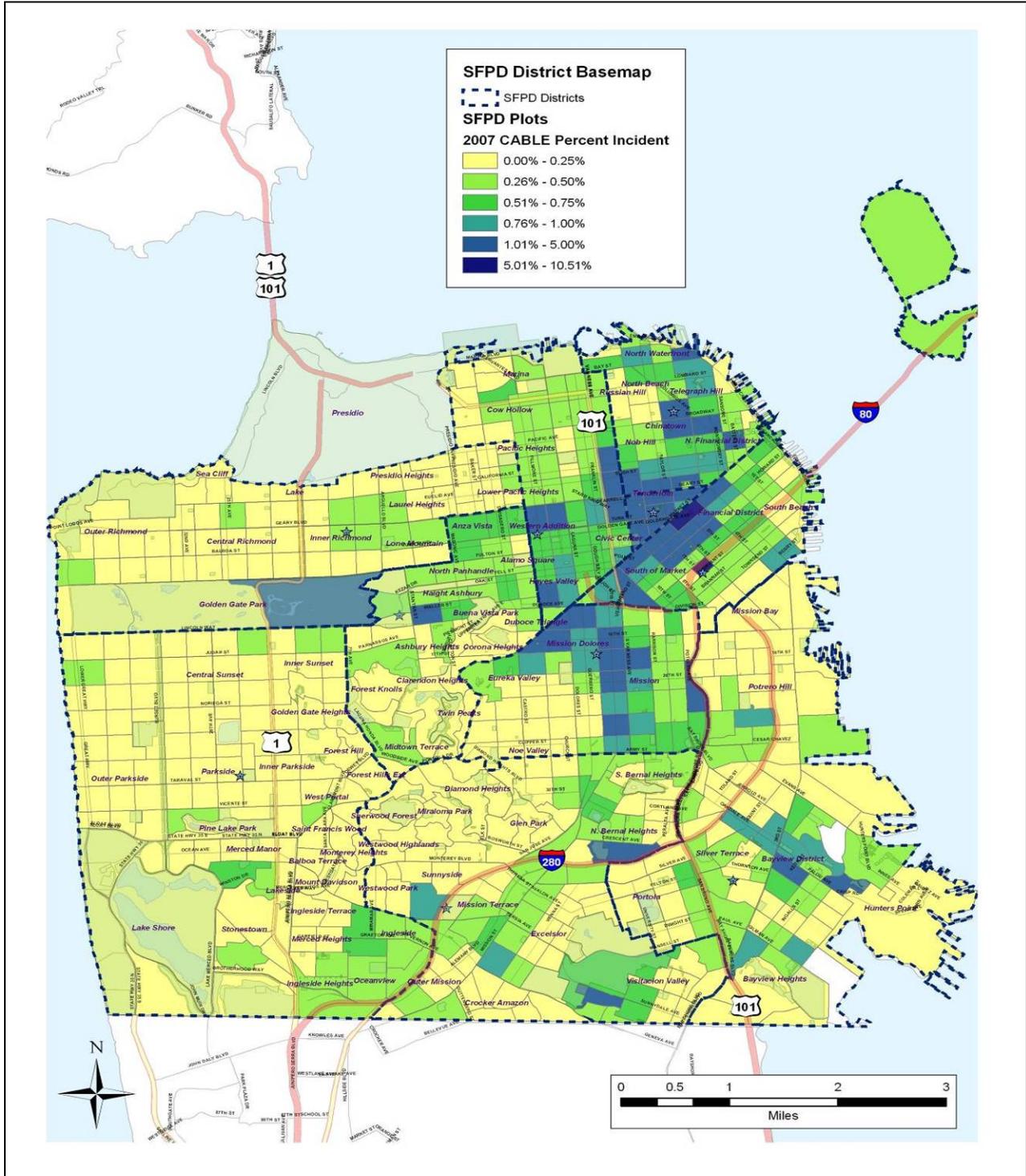
Map 7: Percentage of Total Crime Incident Reports by Plot 2002 - 2007¹⁷



Source: Prepared by PSSG based on SFPD CABLE data.

¹⁷ Data records cover January 1, 2002 – June 30, 2007.

Map 8: Percentage of Total Crime Incident Reports by Plot 2007¹⁸



Source: Prepared by PSSG based on SFPD CABLE data.

¹⁸ Data records include January 1 – June 30, 2007.

Calls for Service and Officer Initiated Activity

Maps 9 and 10 show the plot distribution of calls for service and officer initiated activity throughout the City. Similar to crime incident reports, the western half of the City placed minimal demands upon the Police Department with the majority of the plots recording an incidence of police responses to calls for service at 0.00% to 0.16% from 2002 through the first six months of 2007.

Throughout the remainder of the city, though, multiple pockets of high demand for police services are scattered, in particular in the eastern portion of the City. Maps 9 and 10 show marked similarity to the distribution of activity seen with the crime incident reports described in the previous section.

In the Tenderloin District and north and east along Market Street into the Financial District and continuing into the downtown area, the calls for service and officer initiated activity ranged in value from 0.31% to 2.87% and trending towards the upper limits for the 2002 through 2007 time period. Continuing westward, multiple plots in the Northern and Park Districts along Divisadero Street (Western Addition, Alamo Square, Hayes Valley, Haight Ashbury, North of Panhandle, Anza Vista and Buena Vista Park also were areas of high demand for police services. In these areas, the percentages again ranged from 0.31% to 2.87%.

Moving south, demand for police services in the Mission District was high with approximately 64.9% of all plots in the district reporting call loads for police services above average (0.00% to 0.15%). In particular, multiple plots paralleling Mission Street and Van Ness Avenue had percentages of incidences that ranged in value from 0.31% to 2.87% of the total calls for 2002 - 2007. The Mission Dolores, Duboce Triangle and Eureka Valley neighborhoods experienced a very high demand (0.61% to 2.87%) for police services.

In the Southern District, high call loads are localized in plots that parallel Market Street and continue into plots located south and east of the street. In these plots, calls for service accounted for 0.61% to 2.87% of all calls citywide since 2002. Further, the Southern District is responsible for police services on Treasure Island, an isolated section of the city with limited access via Interstate 80.

Finally, the last pocket of high demand for police services was identified in the Bayview District. In this District, pockets of increased police activity were identified directly north and west of the Naval Shipyard located in the Hunters Point neighborhood. In addition, plots in the Bayview and Potrero Hill neighborhoods also were found to be areas of increased need for police services. In approximately one dozen plots, the percentages of calls for service ranged from 0.16% to 2.87%.

In the City, demands placed upon the 911 emergency response system have remained consistent between 2002 and 2005 with minor fluctuations in the total number of calls for service. The most recent fluctuation was in 2006 with a 1.92% increase. Further, if you extrapolate the numbers for the entire year for 2007, the City could potentially witness an increase in police calls for service over 2006 of 5.4%.

Table 5: Citywide Total CAD Crime Categories 2002 - 2007¹⁹

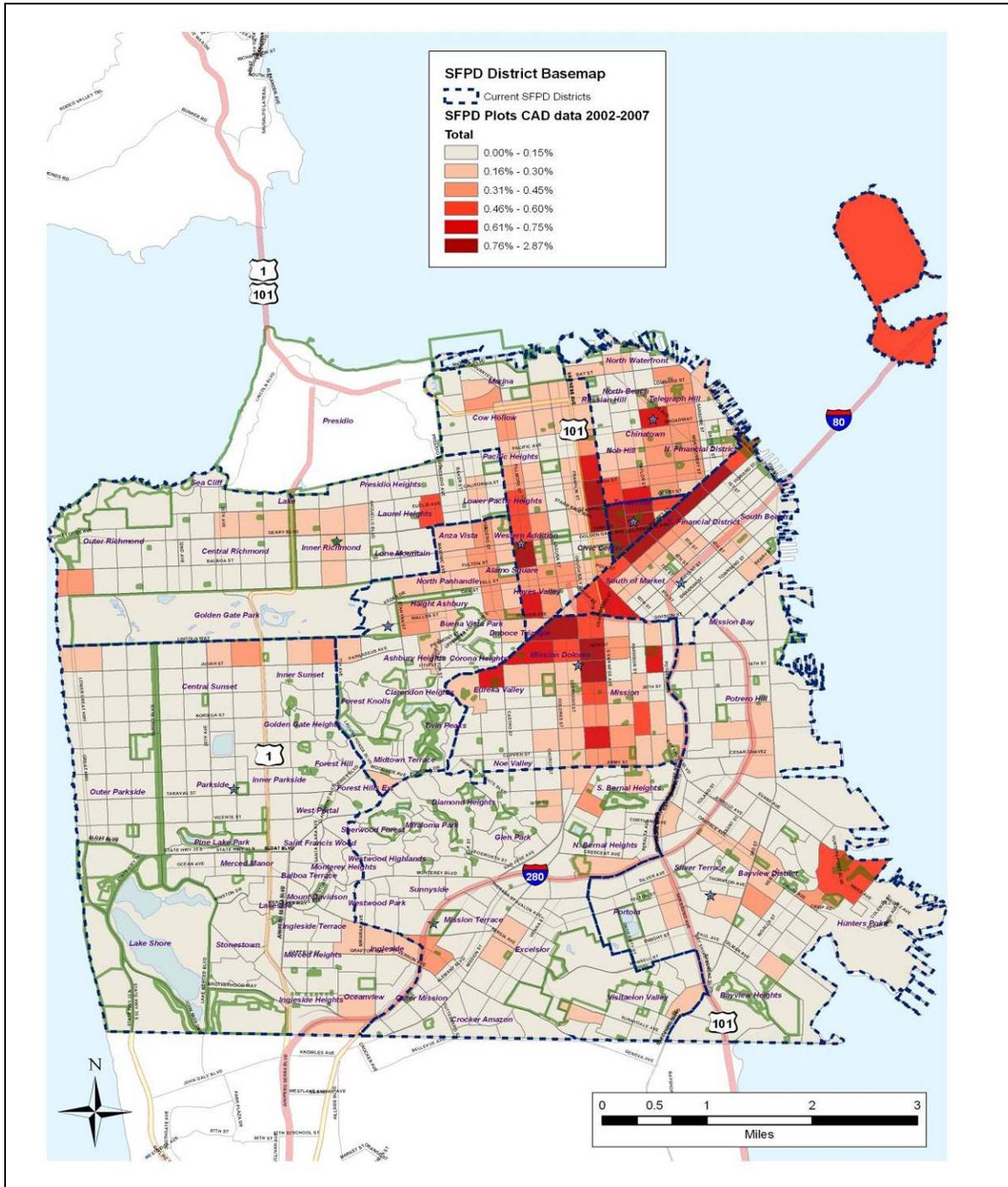
Citywide Total CAD 2002 - 2007													
Year	Assault / Battery	Auto Boost	Auto Theft	Burglary	DV Calls	Homicide	Quality of Life	Robbery	Theft	Weapon Calls	Other	Total	% Change
2002	13,246	5,099	6,128	7,885	293	53	214,030	5,204	7,250	6,790	513,118	779,096	
2003	12,398	5,200	6,685	7,840	505	59	208,055	4,150	7,574	6,779	521,426	780,671	0.20%
2004	12,280	5,571	7,573	8,938	657	72	215,185	4,003	7,998	7,498	505,251	775,026	-0.72%
2005	12,404	6,146	7,393	9,856	715	63	215,552	4,250	7,727	7,980	503,863	775,949	0.12%
2006	12,605	7,673	6,058	9,953	856	54	209,583	4,793	7,291	8,172	523,792	790,830	1.92%
2007	5,631	2,993	2,318	4,079	412	28	106,496	2,206	3,450	3,934	285,054	416,601	

Source: CAD records provided by the Department of Emergency Management.

The analysis of the CAD data indicates greater demands for police services and/or increase in Officer Initiated activity. It should be noted that the CAD increased in "Other" by the most significant amount where the types of calls linked to more violent crimes did not increase at the same rate. Detailed analysis of the CAD data shows a marked increase with officers calling in for Passing Calls and the Bus Inspection Program. PSSG has cautioned the SFPD with its tracking of these activities under the current coding process and has suggested that these types of police activities be accounted for using a different process as they skew the calls for services.

¹⁹ Data records cover January 1, 2002 – June 30, 2007.

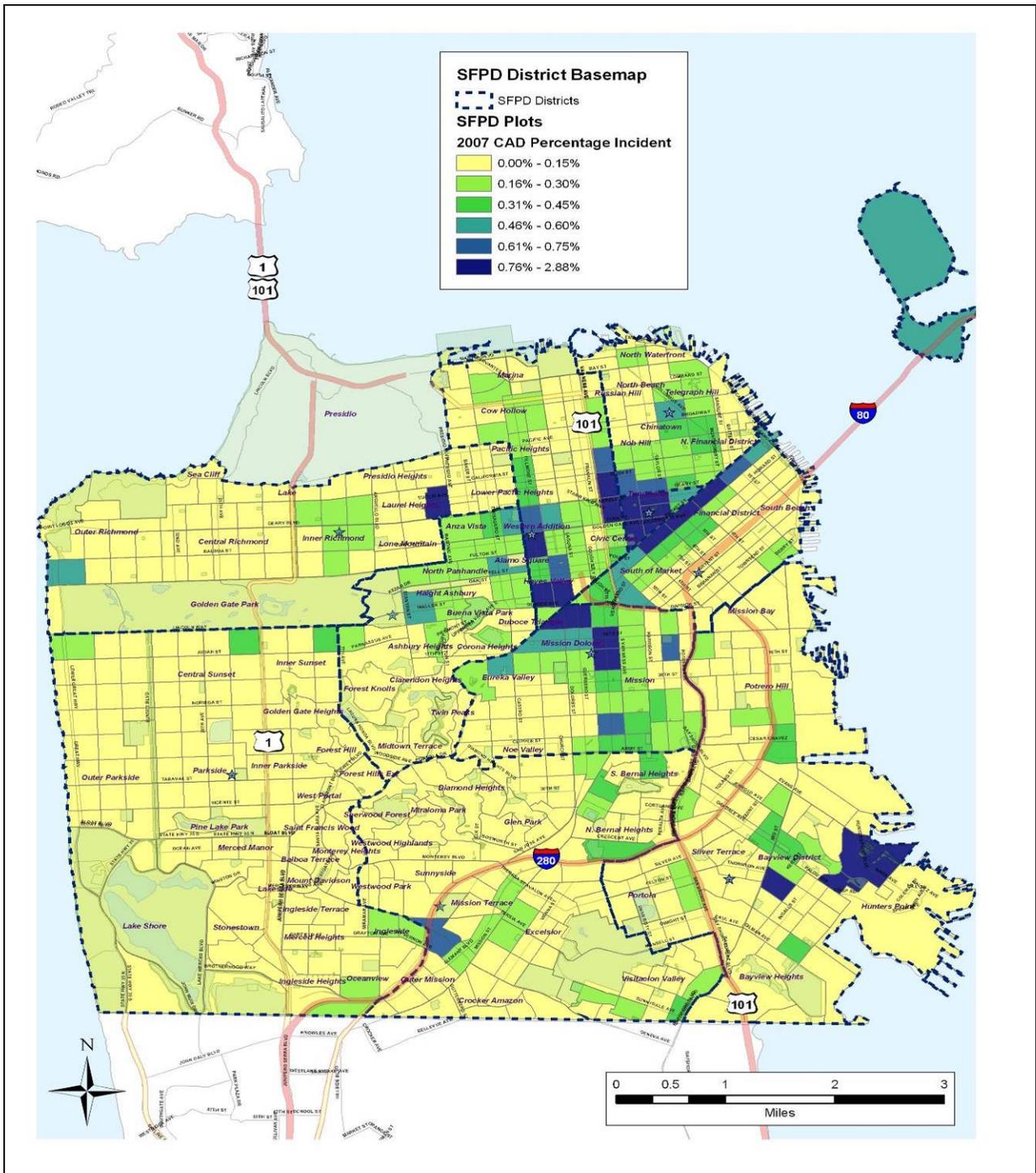
Map 9: Percentage of Total Calls for Service and Officer Initiated Activity by Plot, 2002 – 2007²⁰



Source: Prepared by PSSG based on SFPD CAD records.

²⁰ Data records cover January 1, 2002 – June 30, 2007.

Map 10: Percentage of Total Calls for Service by Plot, 2007²¹



Source: Prepared by PSSG based on SFPD CAD records.

²¹ Data records cover January 1, 2007 – June 30, 2007.

Response Times

PSSG calculated the times as part of the analysis citywide mean response times, in minutes, calculated appear in the tables below.²² The first table is calculated based on the categories created by PSSG based on the codes in the CAD system. Appendix F provides the codes that comprise the response time crime categories.

Table 6: Citywide Response Time in Minutes by Categories of Crime

Citywide Response Times in Minutes - Mean											
Year	Assault Battery	Auto Boost	Auto Theft	Burglary	Domestic Violence Calls	Homicide	Quality of Life	Robbery	Theft	Weapon Calls	Other
2002	7.02	6.24	14.09	13.03	11.19	7.20	7.42	5.03	11.49	3.76	9.90
2003	6.85	5.80	14.30	13.06	7.88	4.05	7.60	5.76	11.85	3.98	10.17
2004	7.03	6.26	14.29	13.49	7.68	4.12	7.72	6.57	12.11	3.83	10.43
2005	7.27	6.95	14.38	13.51	7.30	3.91	7.74	6.00	12.43	3.94	10.43
2006	7.16	6.62	15.46	13.03	7.11	2.99	7.87	6.34	12.45	3.81	10.47
2007 ²³	7.09	6.72	14.81	13.38	6.00	3.17	7.66	5.44	12.20	3.54	10.29

There are three notable changes in the response times. Domestic Violence, Robbery and Weapon response times decreased slightly. There have been decreases in these areas as seen in the CAD calls for services and Officer initiated activity and CABLE crime incident data, however until this is seen over a longer time period, an absolute trend cannot be established.

The next table shows the response time by the traditional categories of A, B, and C. Priority A calls are of the highest priority. Priority B calls are second in priority and C calls are the third level of priority calls. The SFPD did not supply a breakdown of the designations of crime codes included under the priority A, B, C, categories which limits the level of analysis without additional data runs of specific calls to determine the calls for each category.

Table 7: Citywide Response Times by Priority A, B, C Categories

Citywide Response Time in Minutes Mean - Priority A –B - C			
Year	A	B	C
2002	4.27	7.59	11.11
2003	4.43	7.78	11.44
2004	4.43	7.89	11.55
2005	4.56	8.08	11.54

²² Response time calculated on time dispatched to time on scene. Category breakdowns appear in Attachment H.

²³ January 1 – June 30, 2007.

Citywide Response Time in Minutes Mean - Priority A –B - C			
2006	4.58	8.30	11.48
2007*	4.36	8.02	11.37

Source: SFPD CAD Records

It is important to note that the average response times calculated for the SFPD under both methods, for the most part, remained consistent since 2002, with only moderate fluctuations occurring in each crime category. Changing the boundary lines is not likely to impact the response times. While sector car staffing is expected to increase, the SFPD response times are relatively low. If changes occur it would likely be in areas not considered to be priority calls for service.

Staffing

Since 2002 the SFPD has experienced an increase of 6% in civilian staffing and 8% increase in staffing of sworn personnel as shown in Table 6.

Table 8: SFPD Total Staffing 2002 - 2007²⁴

SFPD Total Staffing					
Year	Civilian	% Change	Sworn	% Change	Total
2002	276		1,887		2,163
2003	279	1.09	1,915	1.48	2,194
2004	288	3.23	1,941	1.36	2,229
2005	299	3.82	2,033	4.74	2,332
2006	330	10.37	2,123	4.43	2,453
2007	350	6.06	2,296	8.15	2,646

Source: PSSG based on HRMS data.

However, the patrol division has not experienced the same increase. As shown in Table 7, in 2007 45% of all department staff is assigned to the patrol division. The patrol division has less than 10% of the overall civilian staff and just over 50% of the total sworn staff. The increase in patrol division staffing at 2% is considerably less than the overall department increase of 8%.

²⁴ Data records include January 1, 2002 – June 30, 2007.

Table 9: SFPD Patrol Division Staffing 2002 - 2007²⁵

Patrol Division Staffing							
Year	Civilian	% of Dept. Civilian	Sworn	% of Dept. Sworn	Total	Patrol % of Dept	Total % Change
2002	13	4.71	1,118	59.25	1,131	52.29	
2003	14	5.02	1,130	59.01	1,144	52.14	1.15
2004	14	4.86	1,113	57.34	1,127	50.56	-1.49
2005	15	5.02	1,112	54.70	1,127	48.33	0.00
2006	22	6.67	1,150	54.17	1,172	47.78	3.99
2007	32	9.14	1,165	50.74	1,197	45.24	2.13

Source: PSSG based on HRMS data.

Of the 1,165 SFPD members assigned to patrol in 2007, 904 are Officers and 261 are Supervisors. A review of daily assignment sheets revealed that currently, of personnel deployed to the Districts, those actually on patrol is reduced by 30% – 40%. Of those assigned to the Districts, 22% are supervisors, an additional 7 – 11% are assigned to the Captains Staff and another 10% - 20% are assigned to non patrol functions²⁶. Additionally, span of control in the Districts vary from a low of 3.7 to a high of 6.7.

Despite current hiring, the SFPD, like most police agencies are struggling to keep pace with hiring to cover loss of personnel through retirements. Additionally, the SFPD has a low rate of civilian personnel which results in many Officers performing civilian duties. While efforts are underway to increase civilian staffing, the plan needs to direct personnel to patrol. Further a complete job / task analysis needs to be performed to assess areas of redundancy.

The survey of SFPD members showed 86% believe more staffing is needed at the patrol level. Of those surveyed, 63% would favor fewer Districts if consolidation resulted in more Officers on patrol.

²⁵ Data records include January 1, 2002– June 30, 2007.

²⁶ Patrol for these percentages is limited to uniformed officers on foot, bicycle or sector car patrol. Other specialized unit assignments support the districts but are not assigned as district personnel.

Summary

The population of the City is expected to increase over the next 16 years, however, the relative percentage of population in each area of the City will remain fairly stable. The City has projected areas of development, which the SFPD can proactively use to plan its service delivery.

Crimes and calls for services in the City are in a few concentrated areas. The areas correspond to locations with high poverty rates and special populations. The rates of crime have remained unchanged during the past five years. Additionally, the staffing rates for the City, specifically the patrol division has also remained unchanged. Staffing of the patrol division accounts for 45% of all SFPD members. Of the sworn personnel just under 51% are assigned to patrol.

The unchanging crime trends and the stable demographic expectations combined with the small increase in SFPD staffing requires a change from the status quo related to crime prevention. The SFPD needs to take innovative and aggressive steps for future planning to increase its emphasis on patrol staffing through decreasing redundancy and the number of Officers performing civilian duties.

Qualitative Analysis

Perceptions on District Boundaries

Residents of the City, business owners, visitors and SFPD personnel were asked to respond to questions related to the public perception of the Department as well as the existing district boundary configurations and infrastructure.

Survey Results

The community survey was administered in three ways: online, in person at community meetings, and by telephone. The written survey was provided in English, Spanish, Russian and Chinese. PSSG worked with City departments, social service agencies, and community and merchants groups to distribute the survey during the time period of September 14 through October 15, 2007. There were 2,100 written and telephone surveys submitted, of the written surveys, 1,532 were from residents, 97 businesses and 41 visitors, in addition, 430 telephone surveys were completed. There were 138 non-English surveys completed.

Every member of the SFPD received a department survey by mail. The survey was administered from September 21, 2007, through October 5, 2007. Of the 353 surveys returned, 330 of them were valid.

The results of this survey, summarized below, revealed a mixture of feelings regarding the SFPD, the current district boundaries configuration and the physical facilities. Key findings of the surveys include:

Number of Police Stations Needed

- A majority of respondents, 53.5% of the telephone and 43.1% of written respondents believe that more stations are needed in order to provide optimal service. (C)²⁷
- 24% of telephone respondents and 19.1% of the written survey respondents were satisfied with the current number of stations. (C)
- 21% of telephone respondents and 35% of the written respondents were unsure as to whether the current number of stations should be changed. (C)
- Of the respondents who did not know in which district they resided, half believed more stations are needed, as did almost half, 47.9% of respondents from the Northern District residents. (C)

²⁷ (C) = Community

Visiting and Finding the District Stations

- 87.3% of telephone respondents and 74.2% of the written respondents have never visited a station. (C)
- Of those who had gone to a station 70% went for a community meeting. (C)
- Of those individuals that had visited their stations, a large majority, 86% of telephone and 62% of those responding to the written survey reported that the station was easy to find. One third of those that did not think the station was easy to find live in the Ingleside District. (C)

District Stations and Community Needs

- 43% agree / strongly agree current district boundaries meet the public safety needs of community stakeholders, 36% disagree / strongly disagree with the statement, 14% answered "Don't Know", and 9% of the respondents had no opinion. (D)²⁸

Changes in District Boundaries

- 36% percent of the respondents agree / strongly agree the department would benefit from a change in district stations boundaries, 31% disagree / strongly disagree with the statement, 20% answered "Don't Know", 13% of the respondents had no opinion. (D)

District Stations and Neighborhood Boundaries

- 47% percent of the respondents did not know if district boundary lines split neighborhoods, 42% answered, "Yes" they were and 10% answered, "No". (D)
- 47% of respondents knew their neighborhood was in a single district, 15% believed their district was split and 38% did not know (C)
- 56% of the respondents agree / strongly agree district boundaries should be drawn to avoid splitting neighborhoods between districts, 21% disagree / strongly disagree with the statement, 14% had no opinion, 10% answered "Don't Know". (D)

Staffing

The next series of responses related to questions asked regarding staffing levels at the District Stations.

- *District stations have enough staff to deliver police services:* 86% of department respondents strongly disagree / disagree and 76% of the community members believed more staff are needed.

²⁸ (D) = Department

- *District Stations have enough officers to staff all patrol car assignments:* 89% strongly disagree / disagree. (D)
- *District Stations have enough staff to staff all foot patrol assignments:* 88% of department respondents strongly disagree / disagree and 85.9% of the community believed more foot patrols are needed (in addition community members believe more (75%) bikes, (25%) mounted and (46%) motorcycles are needed.
- *District Stations have enough police/sworn administrative support:* 44% strongly disagree / disagree, 39% agree / strongly agree. (D)
- *District Stations have enough non-sworn (civilian) support:* 59% disagree / strongly disagree, 19% agree / strongly agree, 14% responded "Don't Know", 8% had no opinion. (D)
- *District Stations have enough staff to support specialty assignments:* 77% strongly disagree / disagree, 9% responded "Don't Know", 9% agree / strongly agree, 5% had no opinion. (D)
- *District Stations have enough vehicles to support the current staffing:* 64% disagree / strongly disagree, 21% agree / strongly disagree, 10% responded "Don't Know", 5% had no opinion. (D)
- *District Stations have enough support from specialty divisions:* 64% disagree / strongly disagree, 16% agree / strongly agree, 12% responded "Don't Know", 9% had no opinion. (D)
- *The department would benefit from fewer physical stations if more officers were on patrol:* 63% strongly disagree / agree with the statement, 17% agree / strongly agree, 14% responded "Don't Know", 7% had no opinion. (D)
- *District Stations would benefit from civilian staff filling positions currently assigned to sworn members of the department:* 63% agree / strongly agree with the statement, 20% disagree / strongly disagree, 9% responded "Don't Know", and 8% had no opinion (D), 64% of the community members believe more civilian staff is needed.
- *District Station personnel are informed of decisions that affect personnel in a timely manner:* 74% strongly disagree / disagree, 10% responded "Don't Know", 9% agree / strongly agree, 7% had no opinion. (D)
- *District Station personnel are included in decisions that affect operations at a district level:* 82% strongly disagree / disagree, 13% responded "Don't Know", 4% agree / strongly agree, 3% had no opinion. (D)

Focus Group Results - Community

A community Focus Group was held on November 3, 2007 with a representative cross section of the City. Ten individuals participated in the session. The goal of the session was to review issues that became evident as being important to the community and test assumptions regarding change. The information below provides insight on the general thoughts of the participants.²⁹

What is most important to you about boundary lines?

- Areas should not be chopped up, natural borders should be used, neighborhoods and community groups should not be divided and the station needs enough resources to handle the area and provide consistency of officers.

What do you believe is the amount of time needed to respond to a call?

- 911 calls should be responded to in a matter of minutes, non-emergency calls within 20 minutes or less and quality of life issues should be handled as soon as possible.

Why are neighborhood stations important?

- They provide a presence and give a sense of security to neighborhoods. They are accessible to residents, although several stations need to be made more inviting to the public, they provide a sense of relationship, promote community policing, goodwill, and stability.

Issues of importance for Boundary Changes

- If changes are proposed, show the cost savings and the addition of patrol officers to the community. The process will need to be supported with extensive community education prior to making changes; SFPD does not do this well. The process will need to involve the Police Officers Association POA to avoid litigation. There will need to be improvement with the technology issues facing the SFPD before making changes.
- Majority of group members could see the benefit of fewer stations, but all felt very strongly that if a decrease were made, extensive community education/outreach would be essential. Participants believe a 12-month process of education would be needed prior to implementing widespread changes.

Focus Group Results – Department

A Focus Group was held with representatives from the SFPD on November 15, 2007. Twelve. Sixteen individuals participated in the session. In addition an information sharing session was held with 29 members of the SFPD. The goal of the session was to review issues that became evident as being important to the SFPD and test assumptions regarding change. The information below provides insight on the general thoughts of the participants.³⁰

³⁰ The information provided in this section is based on participant feedback and not PSSG team members.

- The current way districts are set up is not working, it is like there are 10 police departments, more interaction and coordination between districts is needed to have the system work better.
- Community policing has drained staffing.
- Community meetings take up too much time.
- BOS would oppose fewer stations.
- Need larger stations.
- Department has no vision with regards to building stations.
- Officers and citizens identify with the current districts.
- Current stations need updating.
- Officers spend too much time in the station writing reports.
- Need a report writing system like the airport to keep Officers out of the stations.
- Each district needs a wagon to transfer and book arrests.
- Every district needs full staffing, equipment and quality time off for staff.
- Dispatch center needs to have a call screening procedure for routine calls.
- With fewer districts there may be a need for sub-stations.
- SFPD needs to look far into the future in evaluating the districts.

Summary

Survey results were mixed regarding the status of the current boundaries, how the boundaries affect defined geographic areas, location of the stations and the need for realignment. The survey results also indicated that less than 13% of the telephone survey participants and 26% of the written survey respondents had never visited a police station. Of those who had visited one of the stations, the majority of these community members had attended community meetings. Further, those who visited a District station indicated that the stations were easy to find with the exception of Ingleside.

The community was not uniformly convinced that the current alignment met the needs of the community. Survey results showed that only two of five respondents believed that the current alignment met the needs of the community while the remaining three of five either did not believe that the current alignment was meeting the community needs or had no opinion. Inquiries about changes in the current alignment were also mixed with 36% of respondents indicating that the district alignment needed changes, 44% believing changes were not needed and 20% of the responses did not know if the changes were needed.

Finally, the community's responses to inquiries about whether their neighborhoods were split by the District boundaries indicated a mixed perception of this issue. Almost half of the responses (47%) were uncertain about this issue. Yet, 56% of the respondents agreed that the District boundaries should be drawn in a manner that does not split neighborhoods.

Survey responses from members of the Department were more uniform than those from the community. Officer responses indicated that the stations were understaffed for basic police services (86%), patrol activities (89%), foot patrols (88%), administrative staff (44%), civilian support (59%) and specialized units (77%). Further, the SFPD members believe that vehicles to support the staffing needs (64%) and support of the specialty units (64%) are lacking.

The Officers responding were not supportive of an alignment that reduces the number of stations even if it would mean more officers on patrol (63%). The Officers did support civilianizing positions to relieve sworn Officers from administrative duties, a perception matched by the community.

Officers responded unfavorably to questions about how information was communicated that affect the Districts. Seventy four percent of respondents did not believe Officers were kept informed about decisions that affect personnel and the majority (82%) believed that they are not included in decision making that impacts District operations.

Recommendations

The recommendations are focused in two areas: (1) Facilities and Boundaries and (2) Process: Data Management/Technology and Administrative Requirements. While the initial research questions posed were directed at the location of the boundaries and resources, there were data and technology related issues uncovered that needed to be addressed to prepare the department for the future. A second unexpected occurrence was the outcome of the facility assessments, which shows that two District facilities need to be replaced in the near term. This, when combined with the crime analysis affected the overall assessment of the current boundaries. Collectively the findings in the areas of facilities and boundaries, and data, led PSSG to the development of the recommendations on administrative requirements needed to properly plan staffing for the future.

Facilities and Boundaries

During the initial interviews with SFPD personnel, PSSG determined that in many areas of the City there are issues with some Districts “owning” both sides of the streets. This causes complications as buildings on the “main” street may have addresses in the neighboring District. Streets not divided down the middle also results in less visibility of officers on normal patrol. To correct this in the future, PSSG suggests that all boundary streets be divided along the centerline. This will eliminate confusion as to ownership and provide higher visibility.

Additionally, there were some boundary concerns noted during interviews and observed during the PSSG assessment, particularly with the Northern and Park District boundaries related to crime on the border. While recognizing this is an issue, data does not support small boundary changes. Small changes at this time would cause complications with the current data systems that would outweigh the benefits of any changes.

As part of its review of the District Stations, PSSG determined that the ten district facilities do not meet the current and future needs of the City. This finding has led to the recommendation to make significant changes in the operation of the SFPD with a consolidation and reuse from ten Districts to five.

To summarize the preceding sections in the report, there are several key issues creating a need for changes in the boundaries

- There is an immediate need for two new stations, Southern and Central. The remaining two districts in the northeast sector, Tenderloin and Northern while adequate at this time, do not support growth.

- There are clear areas of concentration of crime in the City. The trend is long standing and new strategies are needed to address these issues.
- There are areas in the City not highly affected by crime that would benefit from consolidation.
- Both community and department members desire additional police in the districts.

PSSG recommends the following changes in response to these findings:

- Create five new districts: Northeast, Northwest, Southwest, Southeast and Middle.

The five new districts would be created using the set of assumptions that are outlined below.

Northeast

Combine the following districts: Central, Northern, Tenderloin, the majority of Southern and small sections of Bayview, Park and Richmond into the new Northeast District.

Northeast District Boundaries	
North	
San Francisco Bay.	
West	
Presidio boundary south from the San Francisco Bay to Pacific Avenue, Pacific Avenue east to Divisadero Street, Divisadero Street south to 14 th Street, 14 th Street east to Castro Street, Castro Street south to Market Street.	
South	
Intersection of Castro and Market Streets, Market Street northeast to Duboce Avenue, Duboce Avenue east to 13 th Street, 13 th Street east to Division Street , Division Street east to Townsend Street, Townsend Street east to 7 th Street, 7 th Street south to its intersection with an imaginary line extending westerly from the northern shoreline of Mission Creek, the northern shoreline on Mission Creek easterly to the San Francisco Bay.	
East	
San Francisco Bay.	
<i>The Northeast District would include Treasure Island.</i>	

In the Northeast District, there are two facilities that need to be replaced: Central and Southern. There are options for the establishment of a single station in this District. One option is to locate a new site and build a station; the second option is to retrofit the current Northern station to accommodate the growth.

Northwest

Combine the majority of Park and Richmond with the northern section of Taraval into the new Northwest District.

Northwest District Boundaries
North
The boundary of the Presidio from the San Francisco Bay to the Pacific Ocean.
West
The Pacific Ocean south from the Presidio to Lawton Street.
South
Lawton Street from the Pacific Ocean to 7 th Avenue, 7 th Avenue south to Laguna Honda, to Woodside Avenue to Portola Drive, Portola Drive east to Market Street, Market Street northeast to Castro Street.
East
Castro Street at Market Street north to 14 th Street, 14 th Street west to Divisadero Street. Divisadero Street north to Pacific Avenue, Pacific Avenue west to the Presidio Boundary, Presidio Boundary north to the San Francisco Bay.

In the Northwest, there is potential to expand the Richmond facility to accommodate the growth.

Southwest

Combine the majority of Taraval, the western section of Ingleside and a small section of Park into the new Southwest District.

Southwest District Boundaries
North
Lawton Street from the Pacific Ocean to 7 th Avenue.
West
Pacific Ocean south from Lawton Street to the county line.
South
County line from the Pacific Ocean to Mission Street.
East
7 th Avenue at Lawton Street south to Laguna Honda, to Woodside Avenue to O'Shaughnessy Blvd. Southeast to Bosworth Street southeast to Mission Street, Mission Street south to the county line.

In the Southwest, there is the potential to expand the Ingleside facility to accommodate the increase in staffing.

Southeast

Combine the southern section of Bayview with the southeast section of Ingleside into the new Southeast District.

Southeast District Boundaries
North
Islais Creek Channel from the San Francisco Bay to Highway 280, Highway 280 southwest to Mission Street.
West
Mission Street south to the county line.
South
County line from Mission Street to the San Francisco Bay.
East
San Francisco Bay from the county line north to Islais Creek Channel.

In the Southeast, there is the potential to expand the Bayview facility to accommodate the increase in staffing.

Middle

Combine the Mission District with the northern sections of Bayview and Ingleside with a small section of Southern into the new Middle District.

Middle District Boundaries
North
Intersection of Castro and Market Streets, Market Street northeast to Duboce Avenue, Duboce Avenue east to 13 th Street, 13 th Street east to Division Street, Division Street east to Townsend Street, Townsend Street east to 7 th Street, 7 th Street south to its intersection with an imaginary line extending westerly from the northern shoreline of Mission Creek, the northern shoreline on Mission Creek easterly to the San Francisco Bay.
West
Market Street west from Castro Street to Portola Drive, Portola Drive southwest to O'Shaughnessy Blvd. O'Shaughnessy Blvd southeast to Bosworth Street, Bosworth Street southeast to Mission Street, Mission Street south to Highway 280.
South
Islais Creek Channel from the San Francisco Bay to Highway 280, Highway 280 southwest to Mission Street.
East
San Francisco Bay south from the north shoreline of Mission Creek to Islais Creek Channel.

The Middle District could continue to operate from the current Mission District Station.

Map 11 shows the recommended boundary lines.

Map 11: Proposed Five District Boundaries



Source: PSSG

Process Recommendations

This section describes the recommendations for data management and administrative processes that are needed within the department. While there is planning currently in place for upgrading technology there are key areas in which the SFPD needs to review to eliminate the rate of error in the data and in general enhance internal record keeping allowing for management reviews and planning related to boundaries and deployment.

Data Management

The SFPD faces several documentation challenges that were identified during this assessment of the district boundaries. The shortcomings of the data management system posed a significant challenge to those charged with the task of assessing both criminal activity as well as law enforcement effectiveness. For future crime analysis, district and sector alignment, and staffing management reviews, the City would benefit if the current data capture and management protocols used by the SFPD were examined and modified as recommended. What follows are the recommendations for improving data capture and management and retrieval.

Computer Aided Dispatch (CAD)

The current CAD system does not have the beat locations mapped and also does not reflect recent sector changes, as a result when calls are dispatched, either to sector cars or foot patrol units, they are not accurately depicted as available units. In addition, activity logs are not integrated into other systems, which requires officers to print copies of CAD thus limiting the information sharing. The City should make the following improvements to the CAD system:

- *Update the CAD system to add beat locations.* This modification will allow dispatchers and supervisors to identify units independently of each other.
- *Update the CAD system to properly show sectors.* This modification will ensure active sectors are properly represented on the maps.
- *Automate CAD activity logs.* This modification will automate the activity tracking process and eliminate the need for officers to produce printed copies of activity sheets and provide simplified tracking of CAD calls.
- *Review and update CAD codes.* This modification will ensure greater consistency in comparative analysis. CAD and CABLE codes differ from one another, but need to be used in concert for analysis purposes. A review would allow the SFPD to create categories of calls for service with corresponding CABLE incident codes. For purposes of this study, PSSG created categories for classification of a broad range of law enforcement activities. Attachments E and F provide list of codes by category. However, the SFPD needs to conduct a complete review of the activity coding. A

review of CAD also needs to evaluate if the existing list of codes meets the needs of the SFPD by determining if codes are current.

- *Conduct a process flow analysis.* A process flow analysis is warranted to determine the consistency between CAD with CABLE data entries with regards to issues such as date, time and location. This step will assist with decreasing the rate of inaccurate data.
- *Limit the current capabilities of the patrol officers to 'override' address information in the CAD system.* This modification will reduce the amount of unusable records. The data received was rife with records that were of no use during this analysis because the officers on the scene had changed the addresses. The ability of the officers to make these types of changes must be restricted and monitored. Officers should be allowed to make changes to the call records, but only upon review and approval by authorized personnel and in a manner that is consistent across all Districts. Alternatively, a computerized system that automatically verifies the call address could be used to eliminate the 10% and greater frequency of override classifications currently found in the CAD datasets. See Attachment H for a further discussion of error rates and data related concerns.

Central Database Incident System (CABLE)

The current CABLE system has limitations that hinder the effective utilization of the data for crime analysis, district, and sector alignment and resource management. The City could greatly benefit if the following data capture and management protocols were implemented to improve the existing CABLE system:

- *Continually review CABLE data.* Data from the CABLE system requires the establishment of guidelines and protocols for the monitoring of offense records. A consistent process will decrease the rate of duplication and record inaccuracies and foster improved mapping capacities and enhanced understanding of crime trends. Until there is an updated Record Management System (RMS) that allows for the linking of CABLE data to assignments, the SFPD should continue to routinely evaluate the CABLE data based on beat goals and objectives.
- *Integrate data.* During the course of this study, PSSG encountered issues such as duplicate records, incomplete records and invalid records. The lack of consistency in the datasets contributed to the limitations experienced during this comprehensive analysis for the District Boundaries alignment. The analysis revealed that the frequency of errors in the annual datasets remained constant. To counter these concerns, PSSG has established a process for elimination of records deemed unusable. PSSG suggest that the

data for July through December of 2007 and future datasets be integrated and managed under the same guidelines.

- *Establish data retrieval methods.* The retrieval of records for this analysis was delayed by administrative directives guiding archived records and confidentiality and a lack of established protocols for retrieval of specific records. The SFPD should review all administrative directives related to data management and retrieval and establish updated guidelines that will simplify the data retrieval methods for future analysis. In addition, protocols should be established that simplify consistent data retrieval methodology.
- *Review and update CABLE codes, codebook and align with FBI Part I hierarchy.* During the course of this study, PSSG discovered that there are multiple versions of the codebook currently used by the SFPD. This analysis revealed the existence of 110 undocumented codes found in the codebooks provided by the SFPD. During this analysis, an updated version of the codes used by the SFPD was developed for the data compilation. Additionally, the algorithms used by the SFPD for reporting Part I Crimes to the FBI appears to be out of date and is in need of review and restructuring based upon FBI guidelines.

Maps

At the outset of this assessment the SFPD could not provide PSSG with official maps. PSSG created multiple layers of CAD and CABLE maps during the course of this assessment. The SFPD and future crime analysts will benefit from:

- Continued maintenance of maps that identify the positioning of District boundaries, sector and individual beat locations.
- Integration of other special features onto the map layers such as targeted crime zones, critical infrastructure and tourist attractions.
- Consolidation of District, sector, beat and plot maps that can be used to establish a consistent frame of reference for data analysis purposes.

Activity Reports

Currently, there is not a standardized reporting system for officers and administrators. Consistency of reports would provide a basis for historical record keeping facilitating crime analysis and evaluation of program effectiveness. The SFPD would benefit from:

- Creation of report templates that can be automated and reviewed.
- Creation of standardized reports to provide consistency with capturing activity.

Staffing Reports

Staffing records at the District level are paper based. The tracking of personnel is done manually on a form that is not uniform among all the Districts. In a review of Daily Assignment Sheets, the Captain's Morning Report and HRMS data, PSSG found inconsistencies in the recording of the information. PSSG suggest the following:

- Auditing of paper based records to decrease the amount of errors.
- Transition to an electronic system to accurately track Officer assignments and hours.

Records Management Technology

As outlined in the documentation section above, the SFPD faces several technology challenges that limit its information gathering, documentation and reporting capabilities. The SFPD recognizes CABLE is an outdated records management system that has not kept up with evolving policing requirements.

To address this need, the SFPD hired a technology-consulting firm to assess the needs and requirements for the replacement of this records management system and selected a vendor to install a new Records Management System (RMS) to replace CABLE. Further, the SFPD is reviewing other information technology requirements, such as upgrading its computer system, Internet capabilities and enhancements for data capture from Officers in the field.

As SFPD undergoes this technology evaluation, the SFPD will benefit from ensuring the consultant's technology evaluation, documentation and recommendations include the needs related to boundary assessments.

Administrative Requirements

The SFPD was unable to provide accurate staffing numbers and could not provide a breakdown of functional job tasks associated with the categories of employees. Without this basic breakdown it is impossible to determine the specific number of department members assigned to sector cars, foot patrols, undercover assignments and various other tasks. Using the HRMS data, the Controller's Office was able to provide an analysis of the assignments for each division, this breakdown is what PSSG used as the official numbers for department assignments.

Accurate staffing numbers are required for calculating the ratio of Officers needed to respond to calls for service. Further, the functional staff assignments provide a baseline for determining resource allocation. The SFPD does not have a strategy for the allocation of Officer hours per shift which limits the ability to plan for future growth. To address these issues PSSG suggests the following:

- Conduct an in-depth staff analysis based on rank, assignment and functional job category.
- Create a vision for staffing that includes time assumptions on court time, administrative responsibilities, patrol, special assignments, proactive policing and other related areas to determine capacity of current staff.
- Create a staffing matrix based on the collected data.

The lack of modern technology in use at the SFPD is well documented. While solutions are on the horizon, there are steps the department can employ today to decrease the impact of the lack of technology. Confounding the issue of technology not being in place is the rate of error evident in the data currently used by the department. The department would benefit from a process flow review to determine the failure points in the data capture.

Additionally the department lacks a robust database for capturing deployment of personnel, job classification and function. A review of staffing from an actual deployment status would enhance the SFPD planning function.

Analysis Outcomes

As a result of the assessment, PSSG provided the City with the following:

- “Cleaned” data sets that can be used in future evaluations
- Electronic staffing summaries that can be updated daily
- Preliminary staffing assignment databases (developed by the Controller’s Office)
- Maps showing crime and calls for service data by plots
- District by District crime, staffing and calls for service tables for January 2002 – June 2007

These data analysis tools and baseline information can be used as an aid for the SFPD with future assessments. The process used for the assessment has established parameters for future reviews of crime, population, and other demographics which were previously not in place. This is critically important not only for ongoing planning and management but also because the SFPD is mandated by the Legislation to conduct periodic reviews of the district boundaries.

The process recommendations are independent of the larger issue of facilities and needs to be implemented prior to any additional data review for project related to the SFPD.

Summary

PSSG extensively researched data elements related to facilities, demographics, future developments, crime, calls for service, department staffing, along with community and department perceptions in the review of current district boundaries and changes needed for the future.

While the initial research questions posed were directed toward the location of the boundaries and resources, there were data and technology related issues uncovered that need to be addressed to prepare the department for the future. A second unexpected occurrence was the outcome of the facility assessments which determined that two District facilities need to be replaced in the near term, this in turn, when combined with the crime analysis affected the overall assessment of the current boundaries.

Collectively the findings in the areas of facilities, boundaries and data led PSSG to the development of recommendations on administrative requirements needed to properly plan police facilities and staffing for the future.

Together the recommendations will assist the SFPD and City to effectively plan for the future in a manner that maximizes resources and addresses community and department needs related to public safety.

The City is in a unique position to restructure the SFPD in a manner that is fiscally responsible, is responsive of the community to have more Officers assigned to patrol functions at the district level and allows resources to be used more effectively. The cost burden of building new facilities is already a reality for the City. The proposed five district plan capitalizes on the reduction of facilities operating as stations by combining locations, enhancing the boundaries based on crime, decreasing redundancy and streamlining long term building and maintenance issues.

The next section discusses the impact of the boundary changes on SFPD operations, crime and the City along with the benefits for reducing the number of stations.

Impact of Boundary Changes

Five District Impact on Key Data Elements

PSSG reconfigured road miles, square miles, population, calls for service as reported in CAD and crime incidents as reported in CABLE to show the impact of the change from ten districts to five. Map 12 shows the boundaries of the proposed five Districts along with the redistribution of these key data elements.

In the five district scenario, there are three areas where the percentage range narrows:

- 1). The percentage of road miles which range from 15% to 23.9% as compared to .5% to 21.3% under the ten Districts,
- 2). The percentage of square miles which range from 17% to 25.3% as compared to .5% to 23.9% under the ten Districts, and
- 3). The percentage of population which ranges from 14% to 28% as compared to 2.8% to 19.1%.

The shift in the CAD and CABLE data creates a high percentage calls for service and incidents in the Northeast District. This will require an appropriate staffing adjustment. Tables 8 and 9 show a comparison of road miles, square miles, population, calls for service and crime incidents between the proposed five districts and the current ten districts.

Table 10: Proposed Five District Key Data Elements

5 District Key Data Elements										
	Road Miles		Square Miles		Population		CAD		CABLE	
District	Total	%	Total	%	Total	%	2006	%	2006	%
Northeast	272.4	22.3	8.7	19.4	218,481	27.0	356,863	48.0	60,803	50.2
Southeast	183.2	15.0	8.0	17.8	105,143	14.0	80,900	11.0	14,352	11.9
Northwest	236.4	19.3	9.2	20.4	165,050	21.0	104,570	14.0	11,703	9.7
Southwest	292.4	23.9	11.4	25.3	149,048	19.0	56,929	8.0	11,193	9.2
Middle	238.3	19.5	7.6	17.0	136,663	18.0	149,815	20.0	22,961	19.0
Total	1,223		45.9		774,385		749,077		121,012	

Source: PSSG calculations

Table 11: Ten District Characteristics

10 Districts Characteristics										
	Road Miles		Square Miles		Population		CAD		CABLE	
District	Total	%	Total	%	Total	%	2006	%	2006	%
Bayview	171.2	14.1	7.9	17.5	60,301	7.8	94,177	12.6	12,623	10.4
Central	61.7	5.1	1.8	4.1	69,276	8.9	58,314	7.8	11,758	9.7
Ingleside	216.4	17.8	6.9	15.4	132,328	17.1	62,202	8.3	11,687	9.7
Mission	104.8	8.6	2.9	6.4	83,235	10.7	87,347	11.7	15,935	13.2
Northern	94.4	7.8	2.8	6.1	82,348	10.6	108,951	14.5	16,615	13.7
Park	79.4	6.5	3.0	6.7	59,572	7.7	58,785	7.8	6,980	5.8
Richmond	128.7	10.6	5.7	12.7	93,693	12.1	48,528	6.5	5,891	4.9
Southern	95.1	7.8	2.9	6.5	24,157	3.1	139,336	18.6	20,457	16.9
Taraval	259.0	21.3	10.8	23.9	147,806	19.1	49,733	6.6	9,897	8.2
Tenderloin	6.5	0.5	0.2	0.5	21,669	2.8	41,704	5.6	9,204	7.6
Total	1,217		44.9		774,385		749,077		121,047	

Source: US Census Bureau, SFPD Department Records

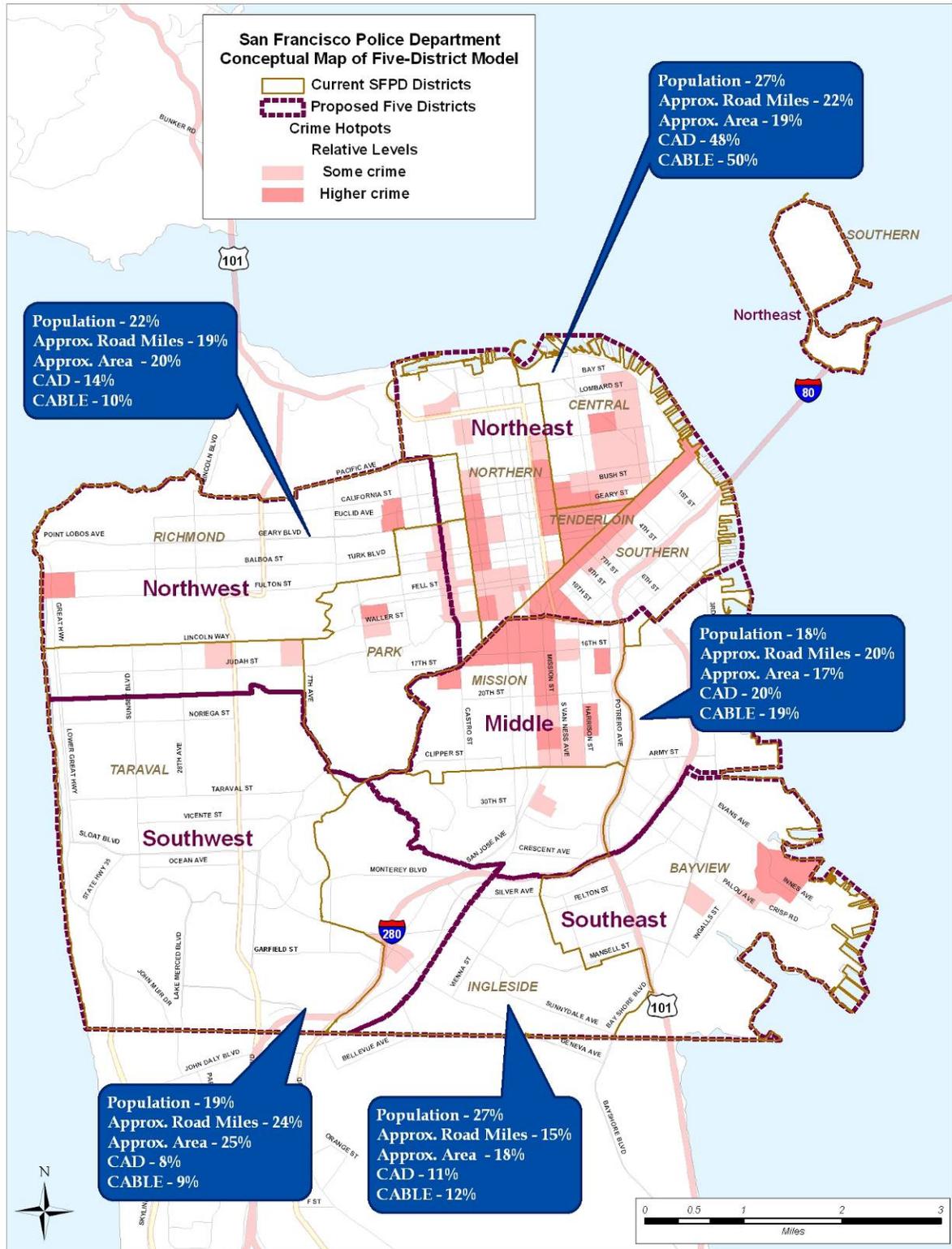
Five District Impact on SFPD Operations and Crime

In the Northeast District, the current Tenderloin District and surrounding areas that include the Financial District along Market Street, have the highest percentages of offenses as well as the highest demands for services. These areas will become the responsibility of the new Northeast District. This change will afford the District Captain an opportunity to oversee efforts that will address the law enforcement needs of this highly volatile area. This area will also place the highest demands upon the staffing needs to provide adequate staffing to effectively pursue efforts to address the problems facing this area.

In the Middle District, the areas that now include the Mission District, will have similar demands placed upon the police presence as witnessed in the Northeast District. Many of the highest demands for police service currently seen in the Mission District occur in the neighborhoods along Divisadero South from the Northeast District southern boundary. The efforts to address crime rates will require a collaborative approach by both District Captains working to reduce crime without relocating it to a neighboring District.

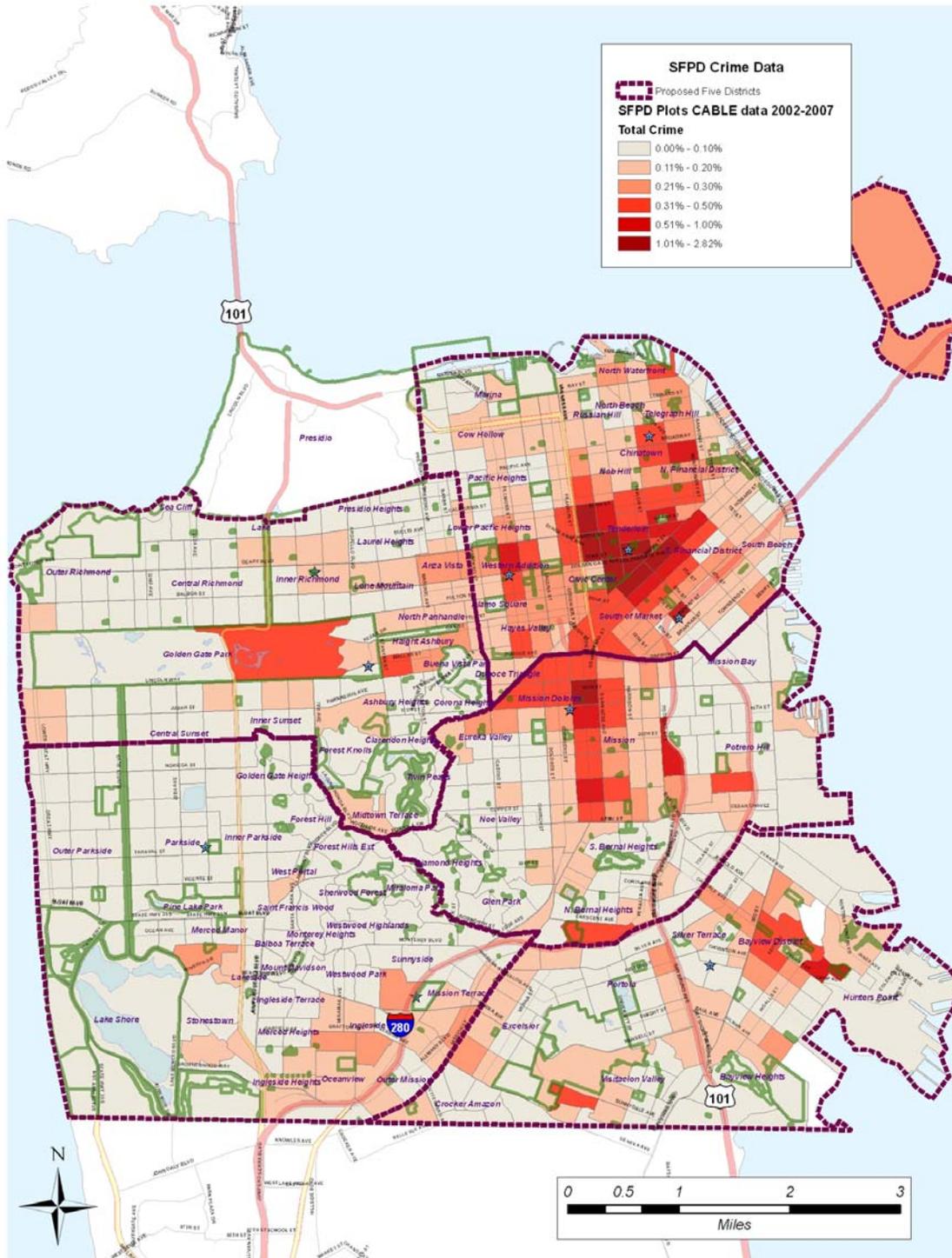
The Northwest and Southwest Districts will place relatively less demand on police resources. The Southeast District will place moderate demands on the SFPD. Map 13 labeled "Total CABLE Five District Proposal" and Map 14 labeled "Total CAD Five District Proposal" illustrate the proposed boundary realignment against the geographic distribution of crime incidents and calls for service.

Map 12: Conceptual Five District Proposal Key Data Elements



Source: PSSG.

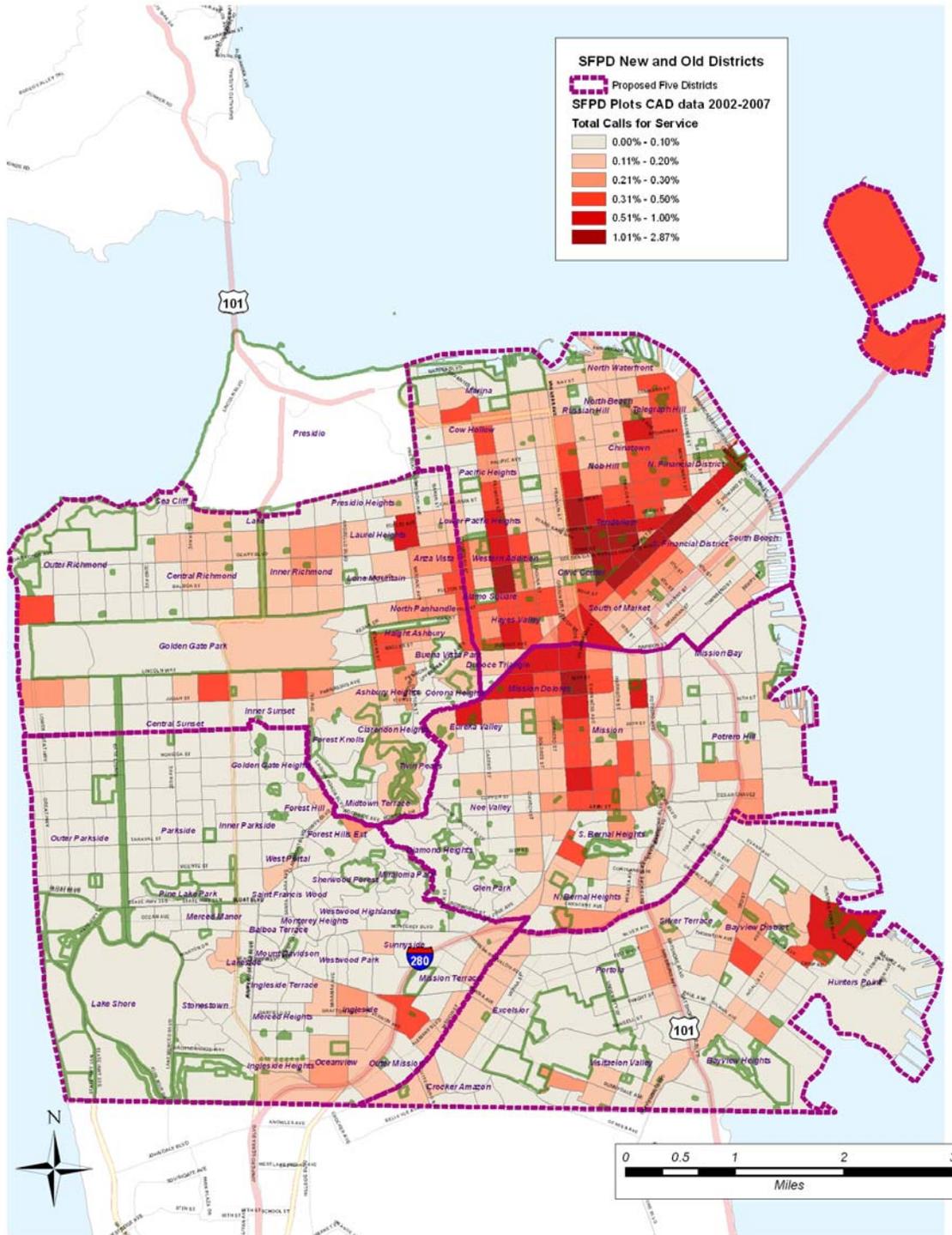
Map 13: Total CABLE Five District Proposal 2002 - 2007³¹



Source: Prepared by PSSG based on CABLE records provided by the SFPD.

³¹ Data records cover January 1, 2007 – June 30, 2007

Map 14: Total CAD Five District Proposal 2002 - 2007³²



Source: Prepared by PSSG based on Source: CAD records provided by the Department of Emergency Management.

³² Data records cover January 1, 2007 – June 30, 2007

Five District Impact on Community and SFPD Perceptions

As discovered during the survey and focus group process, both City residents and members of the SFPD desire additional Officers in the Districts. While they desire change, the community members believe that increased numbers of Officers in the District is dependant on more stations. SFPD members are split as to changing the Districts. Community members expressed apprehension about change based on concerns over decreased service levels and comfort with their current station.

It is understood that the current boundaries have evolved over time and that individuals feel a certain connection to “their” District. What was also discovered however was that many community members did not know which District they were in, were unsure if their district boundaries divided neighborhoods, and the majority (from 74% to 87%) of residents have never been to a district station.

An area that the SFPD needs to evaluate is the process of community engagement and connection of the SFPD to the residents of the City. Currently, less than 50% of department members were aware of the neighborhood boundaries in relation to the SFPD station boundaries. This lack of awareness highlights the need for the SFPD to be more orientated to the community. Consolidation of Districts can be a catalyst for increasing the SFPD’s attempts to integrate Community Policing and increase the interaction of Officers with neighborhoods.

Crime is a topic of priority in the City, changing District configurations will enable the SFPD to address crime differently and with more resources. By its own experience with the transition of the Tenderloin Task Force to a physical police station, the mere presence of one does not necessarily result in a drop in crime. The reduction of the number of stations will streamline processes within the SFPD and decrease the need for maintaining ten facilities.

Benefits from District Realignment and Facility Consolidation and Reuse

The City and SFPD will benefit from the reconfiguration of the district boundaries in several ways ranging from increased visibility to enhanced working conditions and better use of resources. The following provides information on the types of benefits expected from the reconfiguration of the Districts.

Increase in Police Services and Visibility

- Reconfiguring the Districts increases the number of Officers on patrol. At a minimum three to five Officers could be redeployed per station with the potential to re-deploy ninety to one hundred Officers, representing a 10% increase over current patrol deployment. This matches the desire of the community for increased visibility and has a positive impact on police operations. Currently, 30% - 40% of patrol personnel at the Districts are

assigned to administrative duties. Of this 30% - 40% administrative personnel assigned to the Districts, 22% are supervisors, 7 - 11% are assigned to the Captains' Staff and another 10% - 20% are assigned to non patrol functions³³.

Increase the Ratio of Supervisors to Officers

- Flattening the organization and increasing the number of Officers reporting to each supervisor will streamline the organization and increase effectiveness. The current reporting ratio ranges from a low of 3.7 to a high of 6.7. At minimum the ratio should be 1:7 which would also allow for increased street level supervision.

Redistribute Workload

- Workload distribution is not well balanced at the district stations. The lightest workloads are in areas with the least amount of calls for service and the highest workloads are in the areas most impacted by crime. Calls per Officer range from approximately 450 to 1,100 per year; this becomes equalized under the district boundaries recommendations.

Concentrated Unified Crime Planning and Police Operations

- District realignment will allow for greater direction of prevention and intervention initiatives and more effective use of resources as currently the SFPD operates as ten separate police agencies rather than a single department. District realignment is a step toward changing the organizational culture related to effective policing.

Facilities

- It is fiscally responsible to build a single station to serve the Northeast corner of the City and retrofit the existing stations.
- Specialized units occupying vacated stations will place the resources more strategically throughout the City, provide increased visibility and eliminate the need for leasing facilities.

Neighborhood Unification

- Reconfiguring the boundaries decreases the number of neighborhoods split by District lines. This matches the desire of the community. Map 15 shows the neighborhoods in relation to the conceptual lines of the proposed five Districts. While there are not any official set lines for neighborhoods and there

³³ Patrol for these percentages is limited to uniformed officers on foot, bicycle or sector car patrol.

are numerous sub sections of neighborhoods, the proposed Districts cut through very few traditional neighborhood areas

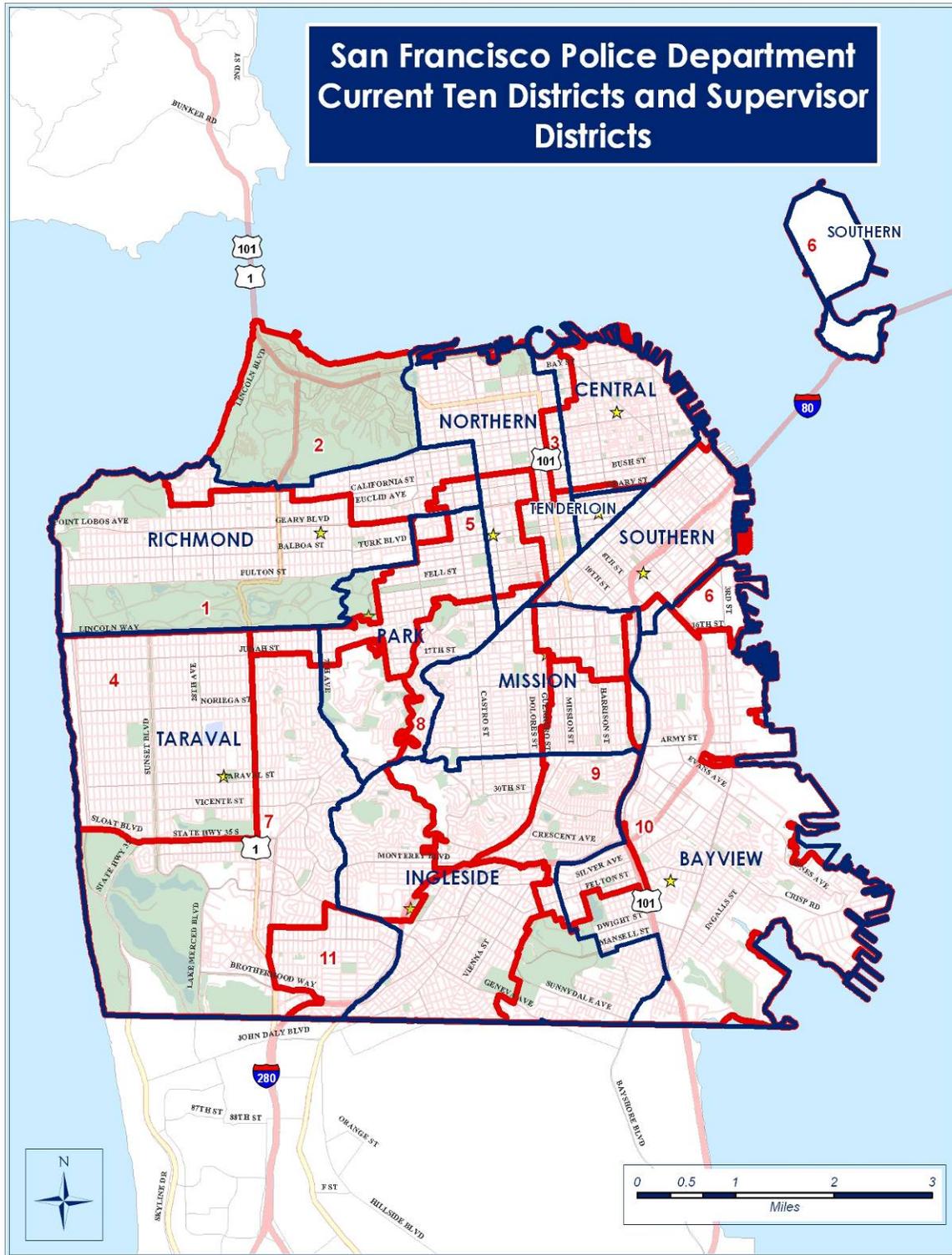
- Reconfiguring the boundaries streamlines the overlapping of Supervisorial Districts with the district stations. Map 16 shows the Supervisorial Districts along with the current districts and Map 17 shows the Supervisorial Districts along with the proposed five police districts. Currently, the Supervisorial Districts cover several police districts with seven Supervisorial Districts covering three or more police Districts. Under the proposed plan there are ten of the Supervisorial District covering one or two police Districts. Table 10 shows the Supervisorial District along with the corresponding proposed five Districts.

Table 12: Comparison of Supervisorial and Proposed Five Districts

Comparison of Supervisorial and Proposed Police Districts		
Supervisorial District	SFPD Proposed District	Portion of SFPD Proposed District within Supervisorial District
	1 Northwest	all
	2 Northwest	partial
	2 Northeast	partial
	3 Northeast	all
	4 Northwest	partial
	4 Southwest	partial
	5 Northwest	partial
	5 Northeast	partial
	6 Middle	partial
	6 Northeast	partial
	7 Northwest	partial
	7 Southwest	small portion
	8 Northwest	small portion
	8 Southwest	small portion
	8 Middle	partial
	8 Northeast	small portion
	9 Southeast	partial
	9 Middle	partial
	10 Southeast	partial
	10 Middle	partial
	11 Southwest	partial
	11 Southeast	partial

Source: PSSG

Map 16: Supervisorial Districts in Comparison with Current Police Districts



Source: PSSG

Map 17: Supervisorial Districts in Comparison with Proposed Police Districts



Source: PSSG

Summary

The topic of police facilities in the City is not a new one; both the San Francisco General Plan and Capital Plan discuss the future needs. Previous reports have focused more closely on the availability of potential space and core structural needs rather than the analysis based on data and deployment. The recommendations in this report place less emphasis on the physical location of a facility and but rather provides guidelines for the boundaries themselves.

The recommendations center on three key areas, facilities, crime and stakeholder needs. Given the factors present in the City: the need for new facilities, unchanged crime trends and the desire for more Officers deployed in the Districts. The recommendations provide the City and the SFPD the opportunity to more efficiently address crime and quality of life.

Moreover, following the recommendations provides a framework for balancing the geographic territory of the Districts and reducing the occurrence of boundary lines splitting neighborhoods and Supervisorial Districts. Most importantly it provides the opportunity for the SFPD to reorganize, change the organizational culture and maximize resources.

Realignment of the boundaries does require a significant investment on behalf of the City and the SFPD. A complete review of staffing by job class and job function, span of control, number of Officers performing civilian tasks needs to be conducted as outlined in the Process Recommendation section to accommodate the change in the number of District Stations. The realignment of boundaries does not mean the existing number of personnel deployed will remain in the same geographical area, but rather that the data trends are the basis for assignments and personnel are reallocated as appropriate.

The following section discusses next steps and preliminary timeline for district boundary change implementation.

Next Steps and Preliminary Timeline for District Boundary Change Implementation

The City must determine if it accepts the conceptual redesign of the SFPD's boundaries from ten districts to five as a means to improve police services and maximize the use of resources. If the concept is accepted, the City will need to explore several planning areas to determine if realignment should be conducted citywide or on an incremental basis. Further work in these planning areas will provide detail regarding cost, benefits and feasibility of all implementation options. In addition, there are core operational requirements that must be addressed prior to the implementation of the changes as recommended whether approached as a single change or implemented over the span of several years.

The following outlines a preliminary timeline for the planning areas requiring additional review in order to transition from ten to five districts.

Short Term (1 – 2 years)

- Conduct a full assessment of the technology, staffing, training and facility needs. This project has expended a great deal of effort and time assessing the conditions of the existing facilities, staffing, equipment and technology of the San Francisco Police Department. The short-term goals for implementation include an assessment that will thoroughly examine the strengths and deficiencies of these key areas. The technology, which includes communication, data capture, data storage, and infrastructure, must be updated in order that the City can effectively address its law enforcement needs into the future.

Mid Term (1 - 5 years)

Operational

- *Training and Education Needed for Conversion.* The changes will require that the officers of the SFPD undergo additional training about the new alignment of the Districts, changes in command staff, procedural changes and new assignments.
- *Sector Re-alignment as an Interim Step.* The transition from ten to five Districts is a long-term process, as it requires changes in facilities, technology and management. As an interim step the SFPD can begin phasing in the approach by selecting the Northeast District as a pilot. This step requires that a management structure be developed to merge the operations of four Districts into a single District. Another step that should be conducted is realignment of sectors to more adequately address crime. Some Districts have already begun this process, however, the SFPD has not formally implemented this strategy.

Technology Upgrades / Systems

- *RMS Implementation.* The SFPD must continue and expedite its efforts to obtain and launch an updated RMS system. Implementation of the new system will help alleviate the error rate found in the data.
- *CAD Capacity and Capabilities Analysis.* A key hindrance to this project has been the inconsistent, incomplete data collection and storage protocols for the department. Input from the technologists and analysts will be key to the development of a highly effective system of data management that will benefit the entire City and the SFPD.
- *Officer Input.* The needs of the rank and file through the command staff must be assessed in order that a functional, highly effective system of technology can be developed and installed for the SFPD. The best design is worthless if it fails to meet the needs of the personnel who will use the technology. Therefore, the input of the end users will be critical to the ultimate implementation of an updated system.
- *Radio Channel Assessment.* Radio frequencies are limited. Consolidation of the existing districts and reassignment of the radio frequencies for each district will streamline the dispatch process and offer additional resources that the department can utilize for special events and units.
- *Data Collection and Analysis Updates.* Delineation of a process for continually updating and evaluating the data will allow the SFPD to monitor data capture on a regular basis reducing the likelihood of errors going unnoticed.

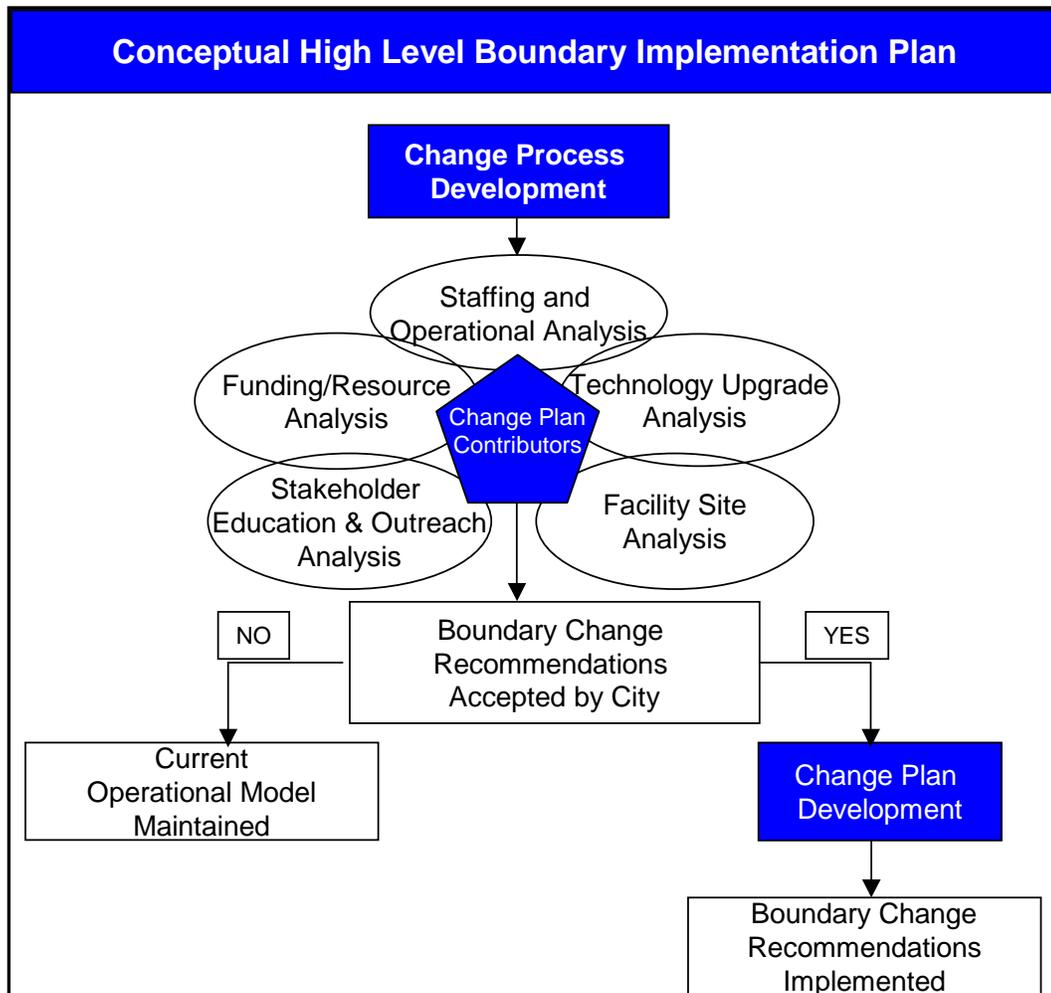
Facilities and Funding

- *Facility Alternatives Assessment.* The SFPD and the City must engage in a process to locate potential sites for the Northeast station, determine the decommission or reuse schedule for the facilities in use and then determine which facilities to expand in the four other Districts.
- *Funding Assessment.* The SFPD administration, in cooperation with the governing body for the City, must establish financial needs, identify sources for revenue and in a cost effective manner commit the resources to the priority needs of the SFPD.

Outreach and Education

- Provide additional conceptual information to the community and SFPD members.
- Collect additional public opinion.

Figure 2 provides a decision matrix and high-level graphical representation of the planning process to be implemented as a means to manage the implementation of the recommended changes.

Figure 2: Conceptual High Level Boundary Implementation Plan

Summary

The process of reconfiguring district boundaries requires commitment and planning from the City and the SFPD. PSSG suggests a working group with participation from key City departments, the SFPD (to include a cross-representation of all members from the officer level to administration) and government and community stakeholders be convened to further refine the implementation and review of the following key areas:

- Staffing and Operational Analysis
- Training and Education needed for conversion
- Structural facility reviews
- Sector re-alignment
- Technology Upgrades / Systems
- Facility Alternatives / Reuse Assessment
- Funding Assessment
- Outreach and Education

Conclusions

Over the course of eight months, PSSG conducted a review of the SFPD's district station boundaries in accordance with the Legislation. To conduct the assessment PSSG reviewed department staffing, calls for service, crime data, demographic indicators, facilities. In addition, PSSG conducted surveys, focus groups, interviews and attended meetings with the Steering Committee, SFPD, Police Commission, Board of Supervisors and the Community.

The key findings and recommendations for the assessment are detailed in two categories, (1) Facilities and Boundaries and (2) Data and Administration, and are listed below.

Facilities and Boundaries	
Findings	Recommendations
Stations Replacement Needed	Consolidate Stations
Crime in the City is Unchanged	Reconfigure Boundaries to Maximize Resources
Workload is Unbalanced	Staff Districts According to Workload Needs
Community and SFPD Members Desire Additional Police Coverage	Change the Span of Control to Reduce Redundancies and Increase Police Presence
Police District Boundaries Cross Neighborhood and Supervisorial Districts	Unify Neighborhoods and Supervisorial Districts When Possible
Community Members Desire Education on Operations	Provide Education and Outreach
SFPD Members Mixed on Boundary Changes	Include SFPD Members in a Transition Plan Working Group

Data Management and Technology	
Findings	Recommendations
Antiquated Record Keeping Technology	Update Computer Aided Dispatch and Records Management Systems
Data Sets Have a High Rate of Error	Conduct a Work Flow Analysis
Lack of a Boundary Assessment Process	Standardize and Document Procedures
Administration	
Staffing Records are Inadequate	Develop a Staffing Database
Daily Assignment Sheets are Ineffective	Standardize and Automate Daily Assignment Sheets

The consolidation of district stations will allow the SFPD to reallocate resource and reassign personnel that will allow for deploying more officers on the street, reduce the heirachy in the department, reduce redundancy of roles and streamline operations to more adequately address crime.

Additionally, consolidation is fiscally responsible given that two new stations are needed. Reducing the number of facilities needed for stations allows the reuse of facilities for specialized units decreasing the number of leased facilities.

Updating the processes related to data and administrative record keeping will allow the SFPD to use and analyze information to more effectively track crime and deployment strategies.

The process related recommendations can be implemented immediately while the boundary change implementation will occur over a period of several years. Should the department accept the recommendations, the management structure and deployment can be changed while waiting for the build-out and retrofitting of stations.

Prior to the changes being implemented the City should engage in a planning process to include community and SFPD outreach, planning for facility locations, planning for technology upgrades, management reorganization and related issues. PSSG recommends a working group representing City departments, SFPD personnel, and government and community stakeholders to facilitate the change process.

Attachment A: About the City and County of San Francisco

The City and County of San Francisco (the City) incorporated on April 15th, 1850, is a legal subdivision of the State of California. The City is the fourth largest city in the state of California and geographically the smallest county in California. Occupying just 47 square miles, the City is located on a peninsula bounded by the Pacific Ocean to the west, San Francisco Bay on the east, the entrance to the Bay and the Golden Gate Bridge to the north and San Mateo County to the south. The City is very compact, and its density creates a rich variety of experiences and encounters on every street.

The City is the only consolidated city and county in the State, exercising the governmental powers of both a city and a county under California law. The City's governance structure, codified in the City Charter of 1996, is similar in form to the federal government. The Mayor's Office comprises the executive branch of local government. The Board of Supervisors acts as the legislative branch and the Superior Court is the judicial arm of local government.

The United States Census Bureau reported a 2000 population of 776,733. San Francisco is a racially and ethnically diverse city, with minority groups combining to represent approximately 57% of the population with no single majority group. Among persons aged five and older, 46% speak a language other than English.

San Francisco is a city of neighborhoods, comprised of more than 40, each with its own unique character and appeal. Neighborhoods host festivals, fairs and other events throughout the year. The neighborhoods through their associations and groups play an integral part in governmental affairs. The City is cosmopolitan and affable, easily traversed by foot or by bus, and offers an intriguing balance of urban architecture.

The City is the economic and cultural hub of the nine counties contiguous to the Bay (Bay Area): Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma Counties. The economy of the Bay Area includes a wide range of industries that supply local needs as well as the needs of national and international markets. In San Francisco, the top growth industries are business and professional services, hospitality, digital media, and health.

There are more than 60,000 businesses located within the City. Ninety-five percent of all businesses in San Francisco have 50 employees or less. In total, one out of every four jobs in the Bay Area is in San Francisco. The City has a resident workforce of 433,000 and an additional 590,500 workers commute into the City each day, bringing the City's total daily workforce to more than one million.

The San Francisco International Airport (SFO) is located 15 miles south of the City and County in the unincorporated County of San Mateo. The SFO is one of the 30 busiest airports in the world.

According to The City's Convention and Visitor's Bureau 15.7 million people visited San Francisco in 2005 and spent approximately \$7.37 billion. In addition to the cultural and historic attractions, the City is home to two professional sports teams. The San Francisco Giants play at AT&T Park and the San Francisco 49ers play at Monster Park. The San Francisco sports teams draw large crowds of both residents and visitors.

Attachment B: District Station Boundaries Analysis Legislation

Board of Supervisors Mandate for District Boundaries Analysis

SEC. 2A.86. BOUNDARIES OF POLICE DEPARTMENT DISTRICT STATIONS.

(a) **Ten-Year Review.** The boundaries of Police Department district stations should operate to maximize the effectiveness of police operations and the efficient use of police resources. No less than once every ten years, the Police Commission, in consultation with the Chief of Police, shall complete a comprehensive review of district station boundaries and make adjustments as appropriate.

(b) **Data and Factors for Consideration.** The Police Commission, in consultation with the Chief of Police, shall base the review of station boundaries on the following:

- (1) Population data, including but not limited to the results of the decennial federal census;
- (2) Data regarding non-residents -- including visitors, shoppers, workers and tourists -- who spend time in San Francisco;
- (3) Proposed development or other activities that are likely to significantly alter the population of residents or non-residents in the following ten year period;
- (4) Landscape features, whether natural or constructed, such as hills, waterways, major streets or transit lines, shopping districts, residential developments and parks;
- (5) Boundaries of neighborhoods and cohesive communities;
- (6) Areas with higher-than-average concentrations of children, youth and the elderly;
- (7) Number, type and frequency of policing activities, including calls for service and arrests;
- (8) Anticipated needs for police resources, including but not limited to adequate staffing for (i) foot beats and community policing efforts, (ii) areas experiencing or at-risk for higher-than-average crime, and (iii) areas with a special need for policing services due to lower-than-average arrest and conviction rates;
- (9) Capacity of police resources, including but not limited to district station facilities, information technology, communications systems and police personnel;
- (10) Neighborhood and community input; and
- (11) Other relevant factors as determined by the Police Commission and the Chief.

(c) **Review and Adoption of New Boundaries.** No later than the first January 1st following official publication of the results of the federal decennial census, the Chief of Police shall develop and submit to the Police Commission a work plan for a comprehensive review of district station boundaries. The work plan shall include timelines, a budget, and identification of functions that can best be performed by technical experts in other City departments or from outside the City.

Consistent with implementation of the work plan, including appropriate budgetary support for the project, the Chief of Police shall review the station boundaries, including

all data described above. The following shall provide technical assistance to the Chief of Police, as requested; the Controller, the Director of the Mayor's Office of Criminal Justice, the Director of Planning, and any other officers or employees engaged in planning, forecasting, building or population analysis. As part of the review, the Chief, with the assistance of the Mayor's Office of Criminal Justice and any expert identified or retained to manage the project, shall conduct public hearings and gather input from all affected communities.

Based on consideration of all relevant information, the Chief shall submit to the Police Commission a report analyzing the existing boundaries and making a recommendation for boundary changes, if any are warranted. The Chief shall submit the report and recommendation no later than the second January 1st following official publication of the results of the federal decennial census.

The Police Commission shall consider the Chief's report and recommendations, and any other information it deems relevant, and shall propose changes to district station boundaries where appropriate. The Commission shall forward any proposed to adjust station boundaries to the Mayor and the Board of Supervisors. The Commission also shall post the proposal at the Commission offices, outside the Commission's regular meeting location, and on the City's website, and shall send a copy to the Public Library. The Commission shall allow a minimum of 90 days from the date of posting for public comment, before taking final action to adopt new station boundaries. During the 90-day period, the Commission may hold hearings, take testimony, consider written comments, and revise the initial proposal. After a minimum of 90 days from the posting of the initial proposal, the Commission may adopt new station boundaries.

The Commission, in consultation with the Chief, may set an effective date for implementation of the new boundaries, which shall occur no later than eighteen (18) months from the posting of the initial proposal.

(d) Transition Provision. The Chief shall conduct the first boundary review described in this Section and submit recommendations to the Police Commission no later than January 1, 2008. Thereafter, the Chief shall conduct the review and submit recommendations according to the timelines described above. After January 1, 2008, the Clerk shall delete this Section 2A.90(d) from the Code.

(Added by Ord. 243-6, File No. 060795, App. 10/4/2006)³⁴

³⁴ <http://www.municode.com/Resources/gateway.asp?pid=14131&sid=5>

Attachment C: Community Meetings and Public Hearings

Community Meetings				
Meeting Name	Address	Date	Time	Police District
Mission Community Council Task Force	1885 Mission St. (Walden House)	9/11/2007	10:00am	Mission
Alliance for a Better District 6	301 Eddy St (Tenderloin Police Station)	9/11/2007	6:00pm	Tenderloin
East Mission Improvement Association	1002 Potrero Ave. Rm 2A 6 (San Francisco General Hospital)	9/11/2007	7:30pm	Mission
SF5 Together	1125 Fillmore St. (Northern Police Station)	9/12/2007	7:30pm	Northern
Central City SRO Collaborative	259 Hyde St.	9/13/2007	11:00am	Tenderloin
Northern District Community Forum	1125 Fillmore St. (Northern Police Station)	9/13/2007	6:00pm	Northern
Community Meeting - Alice Griffith	2525 Griffith St. (Alice Griffith)	9/15/2007	11:00am	Bayview
Community Meeting - Hunter's Point	1030 Oakdale Ave.	9/15/2007	12:30pm	Bayview
Community Meeting - Diamond Heights and Glen Park	101 Goldmine Drive (St. Aidan Church)	9/15/2007	4:00pm	Ingleside
Visitation Valley Violence Prevention Collaborative Meeting	450 Raymond Ave., Rm 101	9/18/2007	12:00pm	Ingleside
Chinatown Community Development Center Meeting	1525 Grant Ave.	9/18/2007	12:00pm	Central
CCDC Tenant Meeting	1590 Broadway St. (Chinatown Community Development Center Cafeteria Basement)	9/18/2007	12:00pm	Northern
Park District Community Meeting	1899 Waller St. (Park Police Station)	9/18/2007	6:00pm	Park
Taraval District Community Forum	2345 - 24th Ave. (Taraval Police Station)	9/18/2007	7:00pm	Taraval
Richmond District Community Forum	461 - 6th Ave. (Richmond Police Station)	9/18/2007	7:00pm	Richmond
Market Street Merchants	835 Market St.	9/19/2007	9:00am	Tenderloin/Southern
Mission Merchant Association	260 Capp St.	9/19/2007	12:00pm	Mission
OMI Community Meeting	446 Randolph (I.T. Bookman Community Center)	9/19/2007	7:00pm	Taraval
Mission Education Project Meeting	3049 24th St (Mission Education Project Building)	9/19/2007	7:30pm	Mission
Haight Ashbury Service Association	1833 Page St. (Park Branch Library)	9/20/2007	12:00pm	Park

Community Meetings				
Central District Community Forum	660 Lombard (Telegraph Hill Neighborhood Center - Tel Hi)	9/20/2007	6:00pm	Central
Western Addition Community Advisory Committee	762 Fulton (African American Arts and Cultural Complex)	9/20/2007	6:00pm	Northern
Southern Community Meeting	270 6th St. (Gene Friend Recreation Center)	9/20/2007	6:30pm	Southern
North of Panhandle	1801 McAllister (Café Neon)	9/20/2007	7:00pm	Park
Chinatown Community Meeting	1199 Mason (Chinese Recreation Center, upstairs)	9/22/2007	10:00am	Central
Richmond Area Multi-Services, Inc.	3654 Balboa St. (Richmond Area Multi-Services, Inc.)	9/22/2007	10:00am	Richmond
Sunset Neighborhood Beacon Center	3925 Noriega St. (Sunset Neighborhood Beacon Center)	9/22/2007	1:00pm	Taraval
Chinatown Community Development Center Tenant Meeting	950 Clay St. (Gordon Lau Elementary School)	9/23/2007	2:00pm	Central
Public Hearings				
Meeting Name	Address	Date	Time	Police District
Youth Commission	City Hall, Rm 416; 1 Dr. Carlton B. Goodlett Place	9/17/2007	5:30pm	Northern
Police Commission	City Hall, Rm 400; 1 Dr. Carlton B. Goodlett Place	9/19/2007	6:00pm	Northern
Board of Supervisors, Public Safety Committee	City Hall, Rm 263; 1 Dr. Carlton B. Goodlett Place	9/24/2007	10:00am	Northern
Survey Distribution*				
Meeting Name	Address	Date	Time	Police District
Haight Ashbury Neighborhood Council	965 Mission St. #705	9/13/2007	7:30pm	Southern
Middle Polk Neighborhood Association	1800 Polk St. (It's a Grind Coffeeshop)	9/17/2007	7:00pm	Northern
Chinatown Autumn Moon Festival	-	9/22/2007	-	-
Excelsior Festival - 5th Annual	-	9/23/2007	-	-

Attachment D: San Francisco Police Department

This section provides information on the SFPD, the organizational structure of the Districts, and staffing for each District. The section also offers an overview of calls for service and officer initiated activity as reported in CAD, crime incidents as reported in CABLE and related maps.

San Francisco Police Department - Overview

The SFPD began operations on August 13, 1849. The department operated under a Chief, Captain, Deputy Captain, three Sergeants and thirty Officers. In June 2007, the department had staffing of 2,296 sworn and 350 civilians working in one of 10 District Stations, specialty divisions, the airport or the department headquarters.³⁵

District Station - Patrol Strategies and Staffing

Authorized staffing at each District Station includes one Captain, four Lieutenants and 16 Sergeants. The number of Patrol Officers varies in relation to population and crime statistics within the District. For example, the number of Officers ranged from a high of 147 in the Southern District to a low of 86 in the Richmond District (January of 2007). The table below shows the breakdown of staffing for the SFPD citywide and the patrol division. District staffing tables appear in the District Summary section of the report on pages 18 - 27.

Table 13: SFPD Department Staffing 2002 - 2007³⁶

Department Total 2002 - 2007				
Year	Civilian	Sworn	Total	% Change
2002	276	1887	2163	
2003	279	1915	2373	9.71
2004	288	1941	2408	1.47
2005	299	2033	2512	4.32
2006	330	2123	2635	4.90
2007	350	2296	2646	0.42

Source: Controller's Office based on HRMS

³⁵ The numbers in the report are calculations completed by the Controller's Office and based on HRMS data. These numbers are person counts and not Full Time Equivalents.

³⁶ PSSG reviewed records covering January 1, 2002 – June 30, 2007.

Table 14: SFPD Patrol Division Staffing 2002 - 2007³⁷

Patrol Division 2002 - 2007							
Year	Civilian	% of Dept. Civilian	Sworn	% of Dept. Sworn	Total	% of Dept	Total % Change
2002	13	4.71	1118	59.25	1131	52.29	
2003	14	5.02	1130	59.01	1144	48.21	1.15
2004	14	4.86	1113	57.34	1127	46.80	-1.49
2005	15	5.02	1112	54.70	1127	44.86	0.00
2006	22	6.67	1150	54.17	1172	44.48	3.99
2007	32	9.14	1165	50.74	1197	45.24	2.13

Source: Controller's Office based on HRMS

The District Captains handle the day-to-day command of the District. During the assessment period January – June 2007, the District Captains reported to a Commander assigned to the FOB located at Police Headquarters. The Commander of the FOB reported to the Deputy Chief of the FOB. During an absence of the Captain during scheduled hours, the senior Lieutenant on duty serves as the Acting Captain.

District Lieutenants assigned to either the day or evening watch are responsible for that specific shift. One Lieutenant in each District, designated as the Community Policing Lieutenant, has responsibility for handling the Community Policing concerns in the District. Each of the three shifts has Sergeants assigned with one Sergeant acting as the Administrative Sergeant on day shift.

The Officers work 10-hour shifts. The weekly schedule staggers, with 5 days on/3 days off for 5 weeks and then 4 days on/4 days off for 3 weeks. Officers in the Districts are assigned either to a specific shift on patrol or to a specialty assignment.

Specialty assignments at the District level include:

- Two motorcycle Officers per District;
- Up to seven Officers per District with specialty assignments by the Captain, referred to as “The Captains Watch”;
- Up to two homeless outreach Officers;
- Graffiti Officer;
- Officers assigned to the gang task force;
- Up to twelve undercover Officers (numbers vary from District to District),
- Park Officers (in Districts with large parks) and
- Officers assigned to answer telephones and staff the lobby windows.

Officers in marked “radio” police cars patrol Districts divided into sectors. Depending on the location, staffing and time of day there may be two Officers assigned to a patrol car.

³⁷ PSSG reviewed records covering January 1, 2002 – June 30, 2007.

Within the sectors there are areas designated as foot beats. These beats are either one or two Officer beats depending on location, staffing and time of day.

Each District has a certain number of overtime hours per week for violence reduction. The amount of hours varies from District to District. District Captains decide the focus of the overtime duties.

Districts also have the option to request assistance from the department specialty units that include the motorcycle/traffic unit, gang task force, Honda unit, mounted unit, and the SWAT team.

District by District Overviews

Central District, Company A, has a population of 69,276 and covers 4.1% of the landmass in the City. The area is both residential and tourist in nature. The District is comprised of many neighborhoods to include Downtown, Nob Hill, Russian Hill, Telegraph Hill, North Beach, Fisherman's Wharf and Chinatown. New development includes condominiums in the Financial District. The District contains 15 schools (public and private), 2 acute care hospitals and 2 community health clinics.

There were 348,376 calls for service and Officer initiated activity in the Central District over the 2002-2007 time frame. Central handled 8% of the total calls for service in the city. At the top of the list were calls for suspicious person totaling 40,717 calls. Calls for bus inspection³⁸ ranked second, with 38,240 total calls received during this period.

Table 15: Central District Staffing 2002 - 2007

Central				
Year	Civilian	Sworn	Total	% Change
2002	1	106	107	
2003	2	107	109	1.87
2004	2	103	105	-3.67
2005	2	99	101	-3.81
2006	2	99	101	0.00
2007	3	107	110	8.91

Southern District, Company B, has a population of 24,157 and covers 6.5% of the landmass in the City. The area is mixed-use, rapidly growing with some tourism. The District is comprised of many neighborhoods to include SOMA, South Beach and Treasure Island. New development includes the Towers in Eastern SOMA and Mixed-use in Western SOMA. The District contains 4 schools (public and private), and 24 community health and substance abuse clinics.

³⁸ The bus inspection program requires officers to board and ride a bus and document the activity.

There were 781,484 calls for service and Officer initiated activity in the Southern District over the 2002-2007 time frame. Southern handled 18% of the total calls for service in the city. At the top of the list were calls for traffic stops totaling 80,783 calls. Calls for bus inspection program ranked second, with 51,662 total calls.

Table 16: Southern District Staffing 2002 - 2007

Southern				
Year	Civilian	Sworn	Total	% Change
2002	3	147	150	
2003	3	145	148	-1.33
2004	3	153	156	5.41
2005	3	141	144	-7.69
2006	5	145	150	4.17
2007	7	147	154	2.67

Bayview District, Company C, has a population of 60,301 and covers 17.5% of the landmass in the City. The area is mixed-use and highly segregated by race and zoning use. The District is comprised of many neighborhoods to include Bayview, Hunters Point, Silver Terrace, Potrero Hill, Mission Bay and Portola. New development includes port land, Showplace Square/Potrero. The District contains 30 schools (public and private); two acute care hospitals and 13 community health and substance abuse clinics.

There were 424,386 calls for service and Officer initiated activity in the Bayview District over the 2002-2007 time frame. Bayview handled 10% of the total calls for service in the city. At the top of the list was passing calls³⁹ totaling 52,614 calls. However, when combined, calls for suspicious person and suspicious person in a vehicle totaled 71,341, exceeding the passing calls for service.

Table 17: Bayview District Staffing 2002 - 2007

Bayview				
Year	Civilian	Sworn	Total	% Change
2002		117	117	
2003		138	138	17.95
2004	1	139	140	1.45
2005	1	134	135	-3.57
2006	2	143	145	7.41
2007	3	133	136	-6.21

³⁹ Passing calls are when an Officer drives by a location known to have an ongoing issue or are dispatched to drive by a particular location.

Mission District, Company D, has a population of 83,235 and covers 6.4% of the landmass in the City. The area is residential except the northeast section. The District is comprised of many neighborhoods to include Mission, Noe Valley, Dolores Heights, Lower Haight and some of Castro. New development includes mixed-use along Mission Street, Inner Mission and condominiums in Noe Valley. The District contains 33 schools (public and private); two acute care hospitals and 19 community health and substance abuse clinics.

There were 514,934 calls for service and Officer initiated activity in the Mission District over the 2002-2007 time frame. Mission handled 12% of the total calls for service in the city. At the top of the list were calls for suspicious person totaling 95,624 calls. Calls for traffic stops ranked second, with 56,250 total calls during this period.

Table 18: Mission District Staffing 2002 - 2007

Mission				
Year	Civilian	Sworn	Total	% Change
2002	2	134	136	
2003	2	139	141	3.68
2004	2	133	135	-4.26
2005	2	133	135	0.00
2006	2	142	144	6.67
2007	3	138	141	-2.08

Northern District, Company E, has a population of 82,348 and covers 6,1% of the landmass in the City. The area includes mixed-use properties (south) and residential units (north). The District is comprised of many neighborhoods to include Civic Center, Pacific Heights, Cow Hollow and Marina. New development includes light mixed-use. The District contains 27 schools (public and private), one acute care hospital and 14 community health and substance abuse clinics.

There were 586,263 calls for service and Officer initiated activity in the Northern District over the 2002-2007 time frame. Northern handled 14% of the total calls for service in the city. At the top of the list were calls for bus inspection program totaling 111,456 calls. Calls for suspicious person ranked second with 78,391 total calls during this period.

Table 19: Northern District Staffing 2002 - 2007

Northern				
Year	Civilian	Sworn	Total	% Change
2002	1	138	139	
2003	1	137	138	-0.72

Northern				
2004	1	133	134	-2.90
2005	1	135	136	1.49
2006	2	134	136	0.00
2007	3	138	141	3.68

Park District, Company F, has a population of 59,572 and covers 6.7% of the landmass in the City. The area is mostly residential. The District is comprised of many neighborhoods to include Haight-Ashbury, North of Panhandle, West of Twin Peaks, Western Addition and some of Castro. New development includes light mixed-use. The District contains 17 schools (public and private); three acute care hospitals and 18 community health and substance abuse clinics.

There were 280,431 calls for service and Officer initiated activity in the Park District over the 2002-2007 time frame. Park handled 6% of the total calls for service in the city. At the top of the list was passing calls totaling 54,756 calls. Calls for bus inspection program ranked second, with 35,934 total calls. However, when combined, calls for suspicious person and calls for suspicious person in a vehicle totaled 38,046, exceeding calls for bus inspection program.

Table 20: Park Staffing 2002 - 2007

Park				
Year	Civilian	Sworn	Total	% Change
2002	1	84	85	
2003	1	74	75	-11.76
2004	1	80	81	8.00
2005	1	87	88	8.64
2006	3	93	96	9.09
2007	4	90	94	-2.08

Richmond District, Company G, has a population of 93,693 and covers 12.7% of the landmass in the City. The area is mostly residential and Golden Gate Park. The District is comprised of many neighborhoods to include Richmond, Presidio Heights, Laurel Heights, Seacliff, and Golden Gate Park. There is very little new development. The District contains 35 schools (public and private), one acute care hospital and 9 community health and substance abuse clinics.

There were 271,576 calls for service and Officer initiated activity in the Richmond District over the 2002-2007 time frame. Richmond handled 6% of the total calls for service in the city. At the top of the list were calls for bus inspection program totaling 63,783 calls. Calls for traffic stops ranked second, with 40,320 total calls.

Table 21: Richmond District Staffing 2002 - 2007

Richmond				
Year	Civilian	Sworn	Total	% Change
2002	2	81	83	
2003	2	86	88	6.02
2004	2	77	79	-10.23
2005	2	85	87	10.13
2006	2	89	91	4.60
2007	2	86	88	-3.30

Ingleside District, Company H, has a population of 132,328 and covers 15.4% of the landmass in the City. The area is mostly residential. The District is comprised of many neighborhoods to include Diamond Heights, Bernal Hill, Glen Park, Miraloma, Sunnyside, Mission Terrace, Excelsior, Crocker Amazon and Visitacion Valley. New development includes light mixed-use along Mission.

There were 335,086 calls for service and Officer initiated activity in the Ingleside District over the 2002-2007 time frame. Ingleside handled 8% of the total calls for service in the city. At the top of the list were calls for traffic stops totaling 46,955 calls. Calls for bus inspection ranked second, with a total of 42,579 calls during this period.

Table 22: Ingleside District Staffing 2002 – 2007

Ingleside				
Year	Civilian	Sworn	Total	% Change
2002	1	120	121	
2003	1	122	123	1.65
2004	1	115	116	-5.69
2005	1	111	112	-3.45
2006	1	120	121	8.04
2007	2	131	133	9.92

Taraval District, Company I, has a population of 147,806 and covers 23.9% of the landmass in the City. The area is mostly residential. The District is comprised of many neighborhoods to include Sunset, Merced, Oceanview, Ingleside and Parkside. There is little new development. The District contains 45 schools (public and private), and nine community health and substance abuse clinics.

There were 290,369 calls for service and Officer initiated activity in the Taraval District over the 2002-2007 time frame. Taraval handled 7% of the total calls for service in the city. At the top of the list were calls for traffic stops totaling 45,052 calls. Calls for bus inspection program ranked second, with 39,548 total calls.

Table 23: Taraval District Staffing 2002 - 2007

Taraval				
Year	Civilian	Sworn	Total	% Change
2002		95	95	
2003		87	87	-8.42
2004		88	88	1.15
2005	1	97	98	11.36
2006	2	91	93	-5.10
2007	3	94	97	4.30

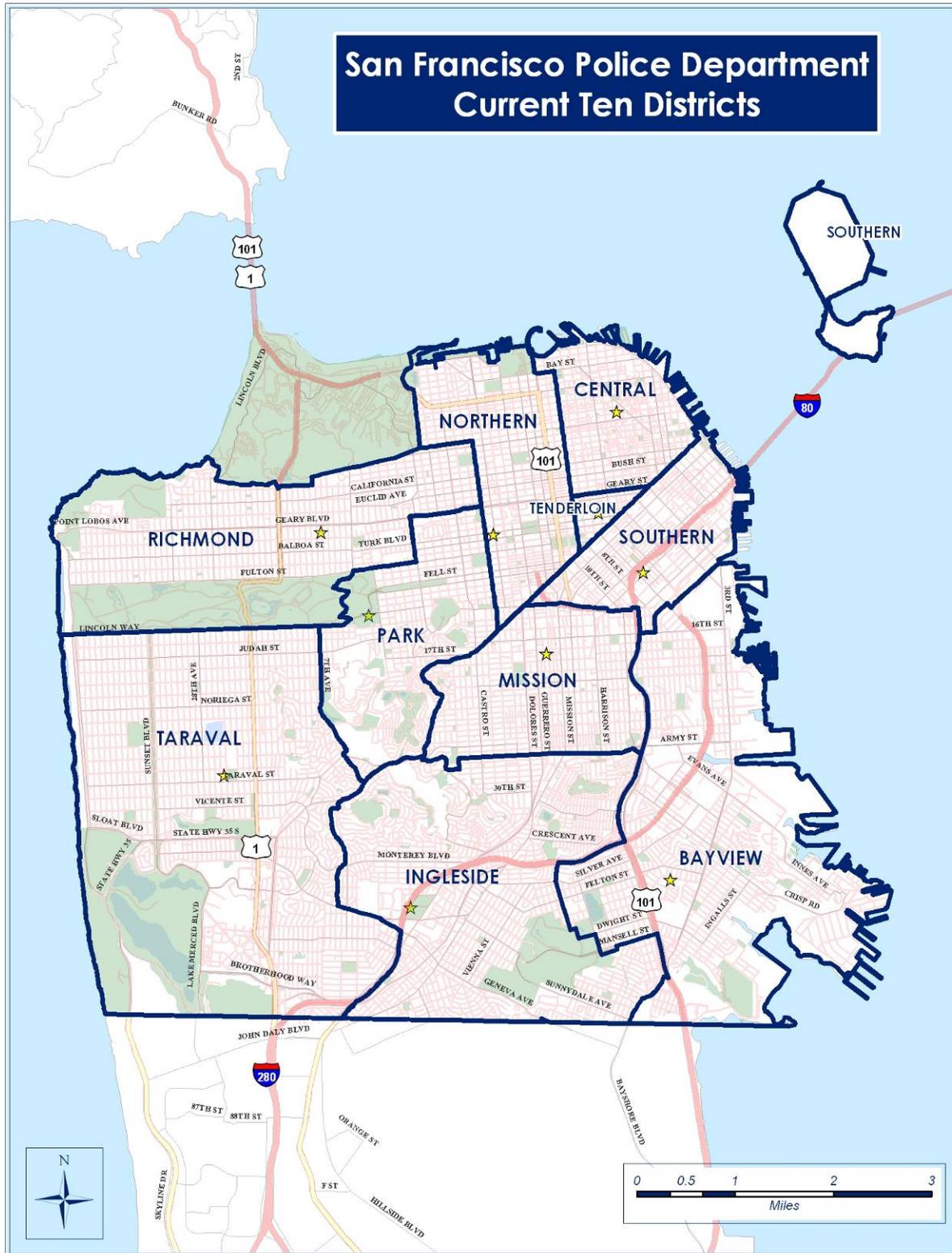
Tenderloin District, Company J, has a population of 21,669 and covers 0.5% of the landmass in the City. The area is residential, mostly Single Room Occupancy (SRO's) and very dense. The District is comprised of the Tenderloin neighborhood. Potential development may occur in residential towers. The District contains two private schools, and 9 community health and substance abuse clinics.

There were 482,741 calls for service in the Tenderloin District over the 2002-2007 time frame. Tenderloin handled 11% of the total calls for service in the city.

Table 24: Tenderloin District Staffing 2002 - 2007

Tenderloin				
Year	Civilian	Sworn	Total	% Change
2002	2	96	98	
2003	2	95	97	-1.02
2004	1	92	93	-4.12
2005	1	90	91	-2.15
2006	1	94	95	4.40
2007	2	101	103	8.42

Map 18: SFPD Current Citywide Districts



Source: PSSG based on SFPD shape files.

Attachment E: CABLE Categories

The following is a breakdown of the categories of incidents reviewed under the CABLE data.

CABLE Categories		
Alcohol		
Alcohol	17020	Alcohol, License Required To Sell
Alcohol	17030	Liquor Law Violation (general)
Alcohol	17031	Liquor, Furnishing to Habitual Drunkard or Incompetent
Alcohol	17040	Minor Inside On-sale Licensed Premise
Alcohol	17050	Alcohol, Purchasing by Minor
Alcohol	17060	Alcohol, Possession Of By Minor
Alcohol	17070	Alcohol, Sale Of After Hours
Alcohol	17071	Alcoholic Beverage, Procuring Sale of
Alcohol	17072	Soliciting Customer to Purchase Alcoholic Beverage
Alcohol	17080	Alcohol, Sale Of To Minor
Alcohol	17090	Alcohol, Sale To Minor In Bar
Alcohol	17100	Alcohol, Sale Of By Minor
Alcohol	17110	Alcohol, Furnish or Sell to Intox. Person
Alcohol	17120	Alcohol, Solicit the Sale of (B-Girls)
Alcohol	17130	Alcohol, Unlawful Transportation Of
Alcohol	19090	Alcohol, Under Influence Of In Public Place 647(f) Drunk
Alcohol	29080	Juvenile, Intoxicated
Alcohol	29081	Minor, Allowing to Drive Intoxicated or after
Alcohol	30132	Beer Keg, Sale without Receipt or ID Tag
Alcohol	30155	Alcohol, Consuming In Public View
Alcohol	65050	Driving While Under The Influence Of Alcohol
Alcohol	65055	Vehicle, Open Container Of Alcohol In
Alcohol	65056	Driving While Under the Influence of Alcohol w/injury
Assault		
Assault	04011	Assault, Aggravated, WI Gun
Assault	04012	Assault, Aggravated, WI Knife
Assault	04013	Assault, Aggravated, WI Other Weapon
Assault	04014	Assault, Aggravated, WI Force
Assault	04021	Assault, Att. Homicide, WI Gun
Assault	04022	Assault, Att. Homicide, WI Knife
Assault	04023	Assault, Att. Homicide, WI Other Weapon
Assault	04024	Assault, Att. Homicide, WI Force
Assault	04025	Assault, Att. Homicide, Sniping
Assault	04026	Assault, Att. Homicide, Explosives
Assault	04033	Assault, WI Caustic Chemical to Injure or Disfigure
Assault	04043	Assault, WI Poison
Assault	04051	Assault, Att. Mayhem, WI Gun
Assault	04052	Assault, Att. Mayhem, WI Knife
Assault	04053	Assault, Att. Mayhem, WI Other Weapon

CABLE Categories		
Assault	04054	Assault, Att. Mayhem, WI Force
Assault	04061	Assault, Mayhem, WI Gun
Assault	04062	Assault, Mayhem, WI Knife
Assault	04063	Assault, Mayhem, WI Other Weapon
Assault	04064	Assault, Mayhem, WI Bodily Force
Assault	04071	Assault, Aggravated, On Police Officer, WI Gun
Assault	04072	Assault, Aggravated, On Police Officer, WI Knife
Assault	04073	Assault, Aggravated, On Police Off., WI Other Weapon
Assault	04074	Assault, Aggravated, On Police Officer, WI Force
Assault	04076	Assault or Attempted Murder Upon Government Officers
Assault	04104	Assault Non Aggravated
Assault	04114	Assault, Non-Aggravated Att
Assault	04124	Assault During Labor Dispute
Assault	04134	Battery
Assault	04136	Battery with Serious Injuries
Assault	04138	Battery former Spouse or Dating Relationship
Assault	04144	Battery, Sexual
Assault	04145	Assault to Commit Mayhem or Specific Sex Offenses
Assault	04154	Battery, Of A Police Officer
Assault	19080	Assault on School Employee
Burglary		
Burglary	05011	Burglary, Apartment House, Forcible Entry
Burglary	05012	Burglary, Apartment House, Att. Forcible Entry
Burglary	05013	Burglary, Apartment House, Unlawful Entry
Burglary	05014	Burglary Vehicle (arrest made)
Burglary	05015	Burglary Vehicle Att (arrest made)
Burglary	05021	Burglary, Flat, Forcible Entry
Burglary	05022	Burglary, Flat, Att. Forcible Entry
Burglary	05023	Burglary, Flat, Unlawful Entry
Burglary	05031	Burglary, Hotel Room, Forcible Entry
Burglary	05032	Burglary, Hotel Room, Att. Forcible Entry
Burglary	05033	Burglary, Hotel Room, Unlawful Entry
Burglary	05041	Burglary, Residence, Forcible Entry
Burglary	05042	Burglary, Residence, Att. Forcible Entry
Burglary	05043	Burglary, Residence, Unlawful Entry
Burglary	05051	Burglary, Store, Forcible Entry
Burglary	05052	Burglary, Store, Att. Forcible Entry
Burglary	05053	Burglary, Store, Unlawful Entry
Burglary	05061	Burglary, Warehouse, Forcible Entry
Burglary	05062	Burglary, Warehouse, Att. Forcible Entry
Burglary	05063	Burglary, Warehouse, Unlawful Entry
Burglary	05071	Burglary, Other Bldg., Forcible Entry
Burglary	05072	Burglary, Other Bldg., Att. Forcible Entry
Burglary	05073	Burglary, Other Bldg., Unlawful Entry
Burglary	05081	Burglary, Hot Prowl, Forcible Entry

CABLE Categories		
Burglary	05082	Burglary, Hot Prowl, Att. Forcible Entry
Burglary	05083	Burglary, Hot Prowl, Unlawful Entry
Burglary	05111	Burglary, Apt Under Constr., Forcible Entry
Burglary	05112	Burglary, Apt Under Constr., Att. Forcible
Burglary	05113	Burglary, Apt Under Constr., Unlawful Entry
Burglary	05121	Burglary, Flat Under Constr., Forcible Entry
Burglary	05122	Burglary, Flat Under Constr., Att. Forcible
Burglary	05123	Burglary, Flat Under Constr., Unlawful Entry
Burglary	05131	Burglary, Hotel Under Constr., Forcible Entry
Burglary	05132	Burglary, Hotel Under Constr., Att. Forcible
Burglary	05133	Burglary, Hotel Under Constr., Unlawful Entry
Burglary	05141	Burglary, Residence Under Constr, Forcible Entry
Burglary	05142	Burglary, Residence Under Constr, Att. Forcible
Burglary	05143	Burglary, Residence Under Constr, Unlawful Entry
Burglary	05151	Burglary, Non-residential, Forcible Entry
Burglary	05152	Burglary, Non-residential, Att. Forcible
Burglary	05153	Burglary, Non-residential, Unlawful Entry
Burglary	05161	Burglary, Warehouse Under Constr, Forcible Entry
Burglary	05162	Burglary, Warehouse Under Constr, Att. Forcible
Burglary	05163	Burglary, Warehouse Under Constr, Unlawful Entry
Burglary	05171	Burglary, Other Bldg. Under Constr., Forcible Entry
Burglary	05172	Burglary, Other Bldg. Under Constr., Att. Forcible
Burglary	05173	Burglary, Other Bldg. Under Constr., Unlawful Entry
Burglary	05211	Burglary, Safe, Apartment
Burglary	05221	Burglary, Safe, Flat
Burglary	05231	Burglary, Safe, Hotel
Burglary	05241	Burglary, Safe, Residence
Burglary	05251	Burglary, Safe, Store
Burglary	05261	Burglary, Safe, Warehouse
Burglary	05271	Burglary, Safe, Other
Burglary	05311	Burglary Safe Apartment with Explosives
Burglary	05321	Burglary Safe flat with Explosives
Burglary	05331	Burglary Safe Hotel with Explosives
Burglary	05341	Burglary, Safe, Residence, with Explosives
Burglary	05351	Burglary, Safe, Store Explosives
Burglary	05361	Burglary, Safe, Warehouse, with Explosives
Burglary	05371	Burglary, Safe, Other, with Explosives
Drugs		
Drugs	16010	Marijuana Offense
Drugs	16020	Marijuana, Planting / Cultivating
Drugs	16030	Marijuana, Possession
Drugs	16040	Marijuana, Sale
Drugs	16050	Marijuana, Furnishing
Drugs	16060	Marijuana, Transportation
Drugs	16070	Marijuana, Encouraging Minor to Use

CABLE Categories		
Drugs	16100	Heroin Offense
Drugs	16110	Heroin, Possession for Sales
Drugs	16120	Heroin, Sales
Drugs	16130	Heroin, Transportation
Drugs	16140	Heroin, Encouraging Minor to Use
Drugs	16210	Opiate Offense
Drugs	16220	Opiates, Possession for Sale
Drugs	16230	Opiates, Sale
Drugs	16240	Opiates, Transportation
Drugs	16250	Opiates, Encouraging Minor to Use
Drugs	16310	Opium, Derivative Offense
Drugs	16320	Opium, Possession for Sale
Drugs	16330	Opium, Sale
Drugs	16340	Opium, Transportation
Drugs	16350	Opium, Encouraging Minor to Use
Drugs	16410	Hallucinogenic Offense
Drugs	16420	Hallucinogenic, Possession for Sale
Drugs	16430	Hallucinogenic, Sale
Drugs	16440	Hallucinogenic, Transportation
Drugs	16450	Hallucinogenic, Encouraging Minor to use
Drugs	16510	Barbiturates, Possession
Drugs	16520	Barbiturates, Possession for Sales
Drugs	16530	Barbiturates, Sale
Drugs	16540	Barbiturates, Transportation
Drugs	16550	Barbiturates Offense
Drugs	16560	Peyote Cultivating or Processing
Drugs	16610	Opium Offense
Drugs	16612	Opium, Possession for Sale
Drugs	16614	Opium, Sale
Drugs	16616	Opium, Transportation
Drugs	16618	Opium, Encouraging Minor to Use
Drugs	16620	Cocaine Offense
Drugs	16621	Cocaine, Base/Rock Offense
Drugs	16622	Cocaine, Possession for Sale
Drugs	16623	Cocaine, Possession of Base/Rock for Sale
Drugs	16624	Cocaine, Sale
Drugs	16625	Cocaine, Base/Rock Sale
Drugs	16626	Cocaine, Transportation
Drugs	16628	Cocaine, Encouraging Minor to Use
Drugs	16629	Cocaine, Schoolyard Sales
Drugs	16630	Methadone Offense
Drugs	16632	Methadone, Possession for Sale
Drugs	16634	Methadone, Sale
Drugs	16636	Methadone, Transportation
Drugs	16638	Methadone, Encouraging Minor to Use

CABLE Categories		
Drugs	16640	Amphetamine Offense
Drugs	16642	Amphetamine, Possession for Sale
Drugs	16644	Amphetamine, Sale
Drugs	16645	Controlled Substance Violation, Loitering for
Drugs	16646	Amphetamine, Transportation
Drugs	16648	Amphetamine, Encouraging Minor to Use
Drugs	16650	Methamphetamine Offense
Drugs	16652	Methamphetamine, Possession for Sale
Drugs	16654	Methamphetamine, Sale
Drugs	16656	Methamphetamine, Transportation
Drugs	16658	Methamphetamine, Encouraging Minor to Use
Drugs	16660	Controlled Substance Offense
Drugs	16662	Controlled Substance, Possession for Sale
Drugs	16664	Controlled Substance, Sale
Drugs	16666	Controlled Substance, Transportation
Drugs	16668	Controlled Substance, Encouraging Minor to Use
Drugs	16700	Controlled Substance, Presence Where Used
Drugs	16705	Maintaining Premise Where Narcotics are Sold/Used
Drugs	16710	Narcotics Paraphernalia, Possession of
Drugs	16711	Hypodermic Needle or Syringe, Possession
Drugs	16712	Drug Lab Apparatus, Possession
Drugs	16720	Prescription, Forge or Alter
Drugs	16740	Controlled Substance, Under the Influence of
Drugs	16750	Narcotics Addict, Failure To Register
Drugs	16760	Money Offense Related to Narcotics Trafficking
Drugs	16780	Firearm, Armed While Possessing Controlled Substance
Drugs	19095	Drugs, Under Influence in a Public Place 647(f) Drugs
Drugs	29060	Glue Sniffing, Juvenile
Drugs	65057	Driving While Under the Influence of Drug w/injury
Drugs	65060	Driving While Under The Influence Of Drugs
Malicious Mischief		
Malicious Mischief	28090	Malicious Mischief, Letter, Opening Sealed
Malicious Mischief	28100	Malicious Mischief, Breaking Windows
Malicious Mischief	28110	Malicious Mischief, Breaking Windows with BB Gun
Malicious Mischief	28120	Malicious Mischief, Building under Construction
Malicious Mischief	28130	Malicious Mischief, Fictitious Phone Calls
Malicious Mischief	28140	Malicious Mischief, Street Car/Buses
Malicious Mischief	28150	Malicious Mischief, Vandalism to Property
Malicious Mischief	28160	Malicious Mischief, Vandalism to Vehicle
Malicious Mischief	28161	Malicious Mischief, Tire Slashing
Malicious Mischief	28164	Vandalism or Graffiti, Real or Personal Property
Malicious Mischief	28165	Malicious Mischief, Graffiti, Real or Personal Property
Malicious Mischief	28166	Vandalism or Graffiti Tools, Possession
Malicious Mischief	28167	Vandalism with Noxious Chemical
Malicious Mischief	28168	Aerosol Container, Sale, Purchase, or Possession of

CABLE Categories		
Malicious Mischief	28169	Graffiti on Government Vehicles or Public Transportation
Murder		
Murder	01000	Homicide
Murder	01001	Homicide, WI Gun
Murder	01002	Homicide, WI Sharp Object
Murder	01003	Homicide, WI Other Weapon
Murder	01004	Homicide, WI Force
Murder	01005	Homicide by Sniping
Murder	01007	Homicide Drive-by
Murder	01041	Manslaughter Voluntary W/ Gun
Murder	01042	Manslaughter Voluntary W/Sharp Object
Murder	01043	Manslaughter Voluntary W/ Other Weapons
Murder	01044	Manslaughter Voluntary W/ Force
Murder	01051	Homicide Justifiable By Police Officer W/Gun
Murder	01052	Homicide Justifiable by Police Officer W/Knife
Murder	01053	Homicide Justifiable by Police Officer W/ Weapon
Murder	01054	Homicide Justifiable BY Police Officer W/Force
Murder	01061	Homicide Excusable W/ Gun
Murder	01062	Homicide Excusable W/Sharp Object
Murder	01063	Homicide Excusable W/ Other Weapon
Murder	01064	Homicide Excusable with Force
Murder	01072	Manslaughter by Vessel
Murder	01074	Homicide Justifiable by Other Persons
Prostitution		
Prostitution	13010	House of Prostitution, Keeping or Residing in
Prostitution	13020	Pandering
Prostitution	13030	Pimping
Prostitution	13040	Prostitution, Placing Wife in House of
Prostitution	13050	Prostitution, Purchase Female for the Purpose of
Prostitution	13060	Solicits for Acts of Prostitution
Prostitution	13070	Soliciting to Visit House of Prostitution
Prostitution	13072	Procurement Pimping & Pandering
Prostitution	13073	Minor Abduction of for Prostitution
Prostitution	13075	Loitering for Purpose of Prostitution
Prostitution	13110	Solicits Lewd Act
Prostitution	13111	Engages in Lewd Act
Prostitution	13115	Engaging in Lewd Act
Prostitution	13120	Loitering Around Public Toilet for Lewd Act
Prostitution	14016	Sex Act Agreement of Parent to Pay Minor Victim of
Prostitution	14017	Obscene Matter Distribution to Minors
Prostitution	14020	Sex Offender, Failure To Register for Sexual Assault of Adult
Prostitution	14031	Sexual Contact with Patient former Patient
Prostitution	14040	Indecent Exposure (Adult Victim)
Prostitution	14042	Bathroom Hole Looking through
Prostitution	14044	Indecent Exposure (Juvenile Victim)

CABLE Categories		
Prostitution	14050	Oral Copulation, Unlawful (Juvenile Victim)
Prostitution	14060	Obscene Matter (General)
Prostitution	14070	Sodomy (Juvenile Victim)
Prostitution	14071	Bigamy Incest and the Crime Against Nature (general)
Prostitution	15010	Child Under 14 Willful Abandonment or Non Support of
Prostitution	15015	Child Inflicting Physical Pain, Mental Suffering or Death
Prostitution	15016	Child Abuse Exploitation
Prostitution	15017	Child Abuse Pornography
Prostitution	15020	Persuading Child Under 14 to go Somewhere for Sex Act
Prostitution	19040	Obscene or Lewd Plays/Performances
Prostitution	30220	Apparel of Opposite Sex, Wearing to Deceive
Quality of Life		
Quality of Life	09023	Endless Chain Schemes Ponzi Schemes
Quality of Life	09024	Fraudulent Game or Trick Obtaining Money or Property
Quality of Life	09050	Solicitation for Charity Fraudulent
Quality of Life	09261	Manufacture or Sale of Counterfeit Goods
Quality of Life	19060	Obstructing Public Thoroughfare
Quality of Life	19062	Lodging in Park
Quality of Life	19065	Begging or Panhandling 647(c) PC District
Quality of Life	19075	Loitering, Obstructing
Quality of Life	27040	Littering or Dumping that Creates Traffic Hazard
Quality of Life	27100	Public Nuisance, Maintaining
Quality of Life	27110	Public Nuisance, Maintaining After Notification
Quality of Life	27190	Spitting on Sidewalk
Quality of Life	27195	Trespassing
Quality of Life	27197	Trespassing or Loitering Near Posted Industrial Property
Quality of Life	27198	Loitering Without Lawful Business With Owner or Occupant
Quality of Life	27199	Lodging Without Permission
Quality of Life	27200	Trespassing On Railroad Trains
Quality of Life	27201	Evading Payment of Railroad Fare
Quality of Life	30050	Fortune Telling
Quality of Life	30070	Obscene Movies or Acts
Quality of Life	30080	Obstructions On Streets, Sidewalks
Quality of Life	30130	Peddling Without A License
Quality of Life	30131	Scalping Tickets
Quality of Life	30150	Trash, Placing On The Street
Quality of Life	30191	Soliciting, Aggressive
Quality of Life	64040	Loitering and Peeking into Inhabited Structure
Quality of Life	30003	Permit Violation, Advertising Use of Vehicle
Quality of Life	30004	Permit Violation, Advertising Handbill Distribution
Quality of Life	30005	Permit Violation, Valet Parking
Quality of Life	30006	Permit Violation, Sidewalk Sales
Quality of Life	30007	Permit Violation, Entertainment
Quality of Life	30008	Permit Violation, Second-Hand Dealer
Quality of Life	30009	Push-Cart Peddler Permit Violation

CABLE Categories		
Quality of Life	30010	Permit Violation, Advertising Distributors
Quality of Life	30011	Massage Establishment Permit Violation
Quality of Life	30060	Charitable Solicitations, Permit Violation
Quality of Life	30090	Permit Violation, Taxi
Quality of Life	30100	Permit Violation, Cabaret
Quality of Life	30110	Permit Violation, Dance Hall
Robbery		
Robbery	03081	Car-jacking with a Gun
Robbery	03082	Carjacking with a Knife
Robbery	03083	Car-jacking with a Dangerous Weapon
Robbery	03084	Car-jacking with Bodily Force
Robbery	03011	Robbery, Street or Public Place, WI Gun
Robbery	03012	Robbery, Street or Public Place, WI Knife
Robbery	03013	Robbery, Street or Public Place, WI Other Weapon
Robbery	03014	Robbery, Street or Public Place, WI Force
Robbery	03021	Robbery, Comm. Establ., WI Gun
Robbery	03022	Robbery, Comm.. Establ. WI A Knife
Robbery	03023	Robbery, Comm.. Establ. WI Weapon
Robbery	03024	Robbery, Comm.. Establ., WI Force
Robbery	03031	Robbery, Service Station, WI Gun
Robbery	03032	Robbery, Service Station, WI Knife
Robbery	03033	Robbery, Service Station WI Other Weapon
Robbery	03034	Robbery, Service Station, WI Force
Robbery	03041	Robbery, Chain Store, WI Gun
Robbery	03042	Robbery, Chain Store, WI Knife
Robbery	03043	Robbery, Chain Store, WI Other Weapon
Robbery	03044	Robbery, Chain Store, WI Force
Robbery	03051	Robbery, Residence, WI Gun
Robbery	03052	Robbery, Residence, WI Knife
Robbery	03053	Robbery, Residence, WI Other Weapon
Robbery	03054	Robbery, Residence, WI Force
Robbery	03061	Robbery, Bank, WI Gun
Robbery	03062	Robbery, Bank, WI Knife
Robbery	03063	Robbery, Bank, WI Other Weapon
Robbery	03064	Robbery, Bank, WI Force
Robbery	03071	Robbery, WI Gun
Robbery	03072	Robbery, WI Knife
Robbery	03073	Robbery, WI Other Weapon
Robbery	03074	Robbery, WI Force
Robbery	03091	Robbery Att ATM GUN
Robbery	03092	Robbery Att ATM Knife
Robbery	03093	Robbery Att ATM Other Weapon
Robbery	03094	Robbery Att ATM Force
Robbery	03311	Robbery, Assault W/Gun
Robbery	03312	Robbery, Assault W/Knife

CABLE Categories		
Robbery	03313	Robbery, Assault W/Deadly Weapon
Robbery	03314	Robbery, Assault W/Bodily Force
Robbery	03321	Robbery, Assault Commercial, W/Gun
Robbery	03322	Robbery, Assault Commercial, W/Knife
Robbery	03323	Robbery, Assault Commercial, W/Weapon
Robbery	03324	Robbery, Assault Commercial, W/Bodily Force
Robbery	03331	Robbery, Assault Service Station W/Gun
Robbery	03332	Robbery, Assault Service Station W/Knife
Robbery	03333	Robbery, Assault Service Station W/Deadly Weapon
Robbery	03334	Robbery, Assault Service Station W/Bodily Force
Robbery	03341	Robbery, Assault Chain Store, W/Gun
Robbery	03342	Robbery, Assault Chain Store, W/Knife
Robbery	03343	Robbery, Assault Chain Store, W/Deadly Weapon
Robbery	03344	Robbery, Assault Chain Store, W/Bodily Force
Robbery	03351	Robbery, Assault, Residence W/Gun
Robbery	03352	Robbery, Assault, Residence W/Knife
Robbery	03353	Robbery, Assault, Residence W/Deadly Weapon
Robbery	03354	Robbery, Assault, Residence W/Bodily Force
Robbery	03361	Robbery, Assault, Bank W/Gun
Robbery	03362	Robbery, Assault, Bank W/Knife
Robbery	03363	Robbery, Assault, Bank W/Deadly Weapon
Robbery	03364	Robbery, Assault, Bank W/Force
Robbery	03371	Robbery, W/Gun
Robbery	03372	Robbery, W/Knife
Robbery	03373	Robbery, W/Deadly Weapon
Robbery	03374	Robbery, W/Bodily Force
Robbery	03411	Robbery, Att., Street or Public Place, WI Gun
Robbery	03412	Robbery, Att., Street or Public Place, WI Knife
Robbery	03413	Robbery, Att., Street or Public Place, WI Other Weapon
Robbery	03414	Robbery, Att., Street or Public Place, WI Force
Robbery	03421	Robbery, Att., Comm. Establ., WI Gun
Robbery	03422	Robbery, Att., Comm. Establ. WI Knife
Robbery	03423	Robbery, Att., Comm. Establ. With Other Weapon
Robbery	03424	Robbery, Att., Comm. Establ., WI Force
Robbery	03431	Robbery, Att., Service Station, WI Gun
Robbery	03432	Robbery, Att., Service Station, WI Knife
Robbery	03433	Robbery att, service station, with other weapon
Robbery	03434	Robbery, Att., Service Station WI Force
Robbery	03441	Robbery, Att., Chain Store, WI Gun
Robbery	03442	Robbery, Att., Chain Store, WI Knife 664/212.5(c) PC 5J200
Robbery	03443	Robbery, Att., Chain Store, WI Other Weapon
Robbery	03444	Robbery, Att., Chain Store, WI Force
Robbery	03451	Robbery, Att., Residence, WI Gun
Robbery	03452	Robbery, Att., Residence, WI Knife
Robbery	03453	Robbery, Att., Residence, WI Other Weapon

CABLE Categories		
Robbery	03454	Robbery, Att., Residence, WI Force
Robbery	03461	Robbery, Att., Bank, WI Gun
Robbery	03462	Robbery, Att., Bank, WI Knife
Robbery	03463	Robbery, Att., Bank, WI Other Weapon
Robbery	03464	Robbery, Att., Bank, WI Force
Robbery	03471	Robbery, Att., WI Gun
Robbery	03472	Robbery, Att., WI Knife
Robbery	03473	Robbery, Att., WI Other Weapon
Robbery	03474	Robbery, Att., WI Force
Robbery	03481	Robbery, Vehicle for Hire Att. W/ Gun
Robbery	03482	Robbery, Vehicle for Hire Att. W/ Knife
Robbery	03483	Robbery, Vehicle for Hire Att W/ Other Weapon
Robbery	03484	Robbery, Vehicle for Hire Att W/ Force
Robbery	03491	Robbery, ATM, Gun Att
Robbery	03492	Robbery, ATM, Knife, Att
Robbery	03493	Robbery, ATM, Other Weapons Att
Robbery	03494	Robbery, ATM, Force Att
Theft		
Theft	06110	Theft, Pickpocket, Attempted
Theft	06111	Theft, Pickpocket, <\$50
Theft	06112	Theft, Pickpocket, \$50-\$200
Theft	06113	Theft, Pickpocket, \$200-\$400
Theft	06114	Theft, Pickpocket, >\$400
Theft	06120	Theft Drunk Roll Att
Theft	06121	Theft Drunk Roll <\$50
Theft	06122	Theft Drunk Roll \$50-\$200
Theft	06123	Theft Drink Roll \$200 - \$400
Theft	06124	Theft Drunk Roll >\$400
Theft	06125	Theft of Checks or Credit Cards
Theft	06126	Theft of Computers or Cell Phones
Theft	06130	Theft, Purse Snatch, Att
Theft	06131	Theft, Purse Snatch, <\$50
Theft	06132	Theft, Purse Snatch, \$50-\$200
Theft	06133	Theft, Purse Snatch, \$200-\$400
Theft	06134	Theft, Purse Snatch, >\$400
Theft	06140	Theft by Prostitute Att
Theft	06141	Theft, By Prostitute, <\$50
Theft	06142	Theft, By Prostitute, \$50-\$200
Theft	06143	Theft, By Prostitute, \$200-\$400
Theft	06144	Theft, By Prostitute, <\$50
Theft	06150	Theft, From Person, Att. (other than Pickpocket)
Theft	06151	Theft, From Person, <\$50 (other than Pickpocket)
Theft	06152	Theft, From Person, \$50-\$200
Theft	06153	Theft, From Person, \$200-\$400 (other than Pickpocket)
Theft	06154	Theft, From Person, >\$400 (other than Pickpocket)

CABLE Categories		
Theft	06157	Dead Person Removing Items
Theft	06210	Theft, Motorcycle Strip, Att
Theft	06211	Theft, Motorcycle Strip, <\$50
Theft	06212	Theft, Motorcycle Strip, \$50-\$200
Theft	06213	Theft, Motorcycle Strip, \$200-\$400
Theft	06214	Theft, Motorcycle Strip, >\$400
Theft	06220	Theft, From Unlocked Vehicle
Theft	06221	Theft, From Unlocked Vehicle
Theft	06222	Theft, From Unlocked Vehicle
Theft	06223	Theft, From Unlocked Vehicle, \$200-\$400
Theft	06224	Theft, From Unlocked Vehicle, >\$400
Theft	06230	Theft, Vehicle Strip, Attempted
Theft	06231	Theft, Vehicle Strip, <\$50
Theft	06232	Theft, Vehicle Strip, \$50-\$200
Theft	06233	Theft, Vehicle Strip, \$200-\$400
Theft	06234	Theft, Vehicle Strip, >\$400
Theft	06240	Theft, From Locked Vehicle
Theft	06241	Theft, From Locked Vehicle
Theft	06242	Theft, From Locked Vehicle
Theft	06243	Theft, From Locked Vehicle
Theft	06244	Theft, From Locked Vehicle
Theft	06300	Theft, From Building, Att
Theft	06301	Theft: From Building, <\$50
Theft	06302	Theft, From Building, \$50-\$200
Theft	06303	Theft, From Building, \$200-\$400
Theft	06304	Theft, From Building, >\$400
Theft	06310	Theft, Bicycle, Att
Theft	06311	Theft, Bicycle, <\$50, no serial number
Theft	06312	Theft, Bicycle, \$50-\$200
Theft	06313	Theft, Bicycle, \$200-\$400
Theft	06314	Theft, Bicycle, >\$400
Theft	06340	Theft, Coin Operated Machine
Theft	06341	Theft, Coin Operated Machine
Theft	06342	Theft, Coin Operated Machine
Theft	06343	Theft, Coin Operated Machine
Theft	06344	Theft, Coin Operated Machine
Theft	06350	Theft, Phone Booth
Theft	06351	Theft, Phone Booth
Theft	06352	Theft, Phone Booth
Theft	06353	Theft, Phone Booth
Theft	06354	Theft, Phone Booth
Theft	06360	Theft, Shoplifting
Theft	06361	Theft, Shoplifting
Theft	06362	Theft, Shoplifting
Theft	06363	Theft, Shoplifting

CABLE Categories		
Theft	06364	Theft, Shoplifting
Theft	06365	Theft, Petty, with Prior Conviction
Theft	06370	Theft of Other Property, Att
Theft	06371	Theft, Other Property, <\$50
Theft	06372	Theft, Other Property, \$50-\$200
Theft	06373	Theft, Other Property, \$200-\$400
Theft	06374	Theft, Other Property, >\$400
Theft	06375	Theft Boat
Theft	06376	Theft Airplane
Theft	06385	Theft Grand Agricultural
Theft	06386	Theft Grand Firearm
Theft	06391	Theft Grand by Fiduciary >\$400 in 12 months
Theft	06394	Theft from Merchant or Library
Theft	06395	Theft of Written Instrument
Theft	06396	Theft of Utility Services
Theft	06397	Trade Secrets Theft or Unauthorized Copying
Theft	06398	Theft of Telecommunication Services including Clone Phone
Theft	06399	Cloned Cellular Phone Use
Theft	06400	Theft of Animals (general)
Theft	10110	Theft, Trick & Device, Misd
Theft	10115	Theft, Trick And Device, Felony
Theft	10117	Theft, Trick And Device, Att
Theft	10120	Theft, False Pretenses, Misd
Theft	10125	Theft, False Pretenses, Felony
Theft	10140	Theft, Short Change
Theft	10145	Theft, Short Change
Theft	11010	Stolen Property, Possession (various)
Theft	27090	Theft, Lost Property, Petty
Vehicle Theft		
Vehicle Theft	07021	Vehicle, Stolen, Auto
Vehicle Theft	07022	Vehicle, Stolen, Bus
Vehicle Theft	07023	Vehicle, Stolen, Motorcycle
Vehicle Theft	07024	Vehicle, Stolen, Mobile Home or House Trailer
Vehicle Theft	07025	Vehicle, Stolen, Truck
Vehicle Theft	07026	Vehicle, Stolen, Other Vehicle
Vehicle Theft	07027	Auto Grant Theft of
Vehicle Theft	07030	Auto Unlawful Subleasing of
Vehicle Theft	07051	Vehicle, Stolen, Attempted
Vehicle Theft	07052	Vehicle, Embezzled
Vehicle Theft	07056	Vehicle Rental Failure to Return
Weapons		
Weapons	12065	Destructive Device, Possession
Weapons	12070	Fire Bomb, Possession or Use
Weapons	12080	Firearm, Possession by Prohibited Person
Weapons	12090	Firearm Possession of Loaded

CABLE Categories		
Weapons	12100	Firearm, Possession of Loaded
Weapons	12110	Machine Gun or Sawed off Shotgun, Possession
Weapons	12120	Weapon, Prohibited, Possession or Sale, Mfg., Import
Weapons	12130	Weapon, Tear Gas, Possession by Prohibited Persons
Weapons	12140	Firearm, Tampering with Marks
Weapons	12150	Explosives, Illegal Transportation
Weapons	12160	Weapon Deadly Possession of to Violate
Weapons	12161	Weapon Deadly Possessing in Public Building or Open Meeting
Weapons	12162	Sniperscope Possession of
Weapons	12163	Weapon Possession or Bring Other on School Grounds
Weapons	12164	Switchblade Knife Possession
Weapons	12165	Armor Penetrating Ammunition Possession
Weapons	12166	Firearm Carrying Loaded with Intent to Commit Felony
Weapons	12167	Weapon Deadly Carrying with Intent to Commit Assault
Weapons	12168	Firearm Loaded in Vehicle Possession or Use
Weapons	12169	Firearm Possession of While Wearing Mask
Weapons	12171	Weapon Assault Registration or Transfer or Transfer Violation
Weapons	12173	Ammunition Possession by Prohibited Person
Weapons	19083	Firearm Possession in School Zone
Weapons	27173	Weapon, Deadly, Exhibiting to Resist Arrest

Attachment F: CAD Categories

The following is a breakdown of the categories of calls reviewed under the CAD data.

CAD Response Categories			
Domestic Violence Calls			
DV Calls	000DV	92	No Applicable Call Type (Domestic Violence)
DV Calls	100DV	94	Panic Alarm (Domestic Violence)
DV Calls	222DV	105	Person With a Knife (Domestic Violence)
DV Calls	261DV	106	Rape/Sexual Assault (Domestic Violence)
DV Calls	5150DV	107	Mental Health Detention (Domestic Violence)
DV Calls	800DV	111	Mentally Disturbed Person (Domestic Violence)
DV Calls	811DV	112	Intoxicated Person (Domestic Violence)
DV Calls	852DV	113	Auto Boost/Strip (Domestic Violence)
DV Calls	909DV	116	Interview a Citizen (Domestic Violence)
DV Calls	217DV	145	Shooting (Domestic Violence)
DV Calls	221DV	146	Person With a Gun (Domestic Violence)
DV Calls	240DV	147	Assault/Battery (Domestic Violence)
DV Calls	245DV	148	Aggravated Assault/ADW (Domestic Violence)
DV Calls	594DV	154	Malicious Mischief/Vandalism (Domestic Violence)
DV Calls	650DV	155	Threats (Domestic Violence)
DV Calls	910DV	160	Check on Well Being (Domestic Violence)
DV Calls	416DV	162	Citizen Standby (Domestic Violence)
DV Calls	418DV	163	Fight or Dispute (no weapons)
DV Calls	419DV	164	Fight or Dispute With Weapons (Specify Weapon) (Domestic Violence)
DV Calls	219DV	168	Stabbing or Cutting (Domestic Violence)
DV Calls	602DV	169	Person Breaking In (Domestic Violence)
Homicide			
Homicide	187	5	Homicide
Robbery			
Robbery	211	8	Robbery
Robbery	212	9	Strong-arm Robbery
Robbery	213	10	Purse Snatch
Assault / Battery			
Assault / Battery	240	16	Assault/Battery
Assault / Battery	245	17	Aggravated Assault/ADW
All Weapon Calls			
Weapon Calls	216	11	Shots Fired
Weapon Calls	217	12	Shooting
Weapon Calls	219	13	Stabbing or Cutting
Weapon Calls	221	14	Person With a Gun
Weapon Calls	222	15	Person With a Knife
Weapon Calls	419	29	Flight With Weapons (Specify the Weapon)
Auto Boost			
Auto Boost	852	66	Auto Boost/Strip
Quality of Life Calls			

CAD Response Categories			
Quality of Life	311	18	Indecent Exposure
Quality of Life	415	25	Noise Complaint/Disturbing the Peace
Quality of Life	418	28	Fight or Dispute (no weapons)
Quality of Life	594	49	Malicious Mischief/Vandalism
Quality of Life	594	50	Malicious Mischief/Vandalism
Quality of Life	595	51	Malicious Mischief/Graffiti
Quality of Life	601	54	Trespasser
Quality of Life	800	59	Mentally Disturbed Person
Quality of Life	811	63	Intoxicated Person
Quality of Life	910	72	Check on Well Being
Quality of Life	914	76	Person Down
Quality of Life	915	77	Homeless Person
Quality of Life	917	79	Suspicious Person
Quality of Life	647B	110	Prostitute
Quality of Life	415	25	Noise Complaint/Disturbing the Peace
Burglary			
Burglary	459	30	Burglary
Theft			
Theft	487	32	Grand Theft
Theft	488	33	Petty Theft
Auto Theft			
Auto Theft	851	65	Stolen Vehicle

Attachment G: Historic District Boundary Changes

Districts Station boundaries based largely on changes created in the early 1970's are in use today. Since the 1970's, the City has implemented several smaller changes with the most recent major change occurring in 1991 with the creation of the Tenderloin District Station. Prior to the Tenderloin operating out of a station, a Task Force provided police coverage to the area.

There is not a clearly defined history of the district boundaries. It appears that police districts in the San Francisco Police Department started in 1850.

The following provides a chronology of changes enacted from the inception of the department through 1972.

- The first district station was located on First and Mission Streets in Happy Valley and extended from California Street to Rincon Point.
- The Second District station housed at City Hall at Pacific and Kearny covered the main business district.
- The Third District, with a station on Ohio Street (now Osgood Place) covered the area from Pacific Avenue north to North Beach.
- Chinatown Squad established in the early 1880s.
- Richmond, Park and Ingleside stations built in 1910.
- Potrero, Northern, and Harbor stations built in 1913.

Official information on the location of the district boundaries before the 1972 changes was not widely available for review as part of the analysis. Several current SFPD officers interviewed recall major changes and a plan to eliminate some district stations and adjust the boundaries in the early 1970s. The following outlines recorded changes of the district boundaries.

In June 1972, the City closed the station then referred to as Golden Gate Park (now Park) and the Southeast station (also referred to as Potrero and currently called Bayview). A proposition, "Proposition K" was placed on the ballot for the November 7, 1972 election to reverse the closing of the stations and to require any future changes to be reviewed and approved by the Board of Supervisors. The proposition was passed by a narrow margin.

In May of 1973, several changes were made. These changes involved the following Districts: Central District, Southern District, Southeast District (Now Bayview), Northern District, Park District, Richmond District, Ingleside District, Taraval District. These changes were significant affecting many districts and changing overall boundaries.

In 1979, the responsibility of the properties on Market Street in the Central, Northern and Southern districts changed. The responsibilities on both sides of Market Street including premises were transferred to Southern district.

In 1980, the southwest boundaries of Potrero⁴⁰ changed.

In 1982, the northern border of Central, the Market Street Boundary of Southern, Potrero at Highway 101 and the southeast boundaries of Ingleside changed.

In 1983 Southern on its southwest boundary changed and the Potrero and Mission Districts and the adjoining boundaries to Southern adjusted accordingly.

In 1986 the Park District, Taraval and Southern Districts changed slightly to adjust for issues with radio frequencies.

In 1991, Changes included the southern boundary of the Central District along Market Street from the Embarcadero changed to stop at Geary and proceed west on Geary to Larkin. This triangle of Geary/Larkin/Market became the Tenderloin Task Force. The southern and northeast border of Southern were changed, Potrero changed according to Southern, Mission changed according to Potrero and Southern. Northern, Park, Richmond, Ingleside and Taraval also changed. Some of these changes were the result of a request by a neighborhood in two districts to be covered only by a single district

In 1992 minor changes in the Ingleside and Taraval Districts occurred.

In 1998 changes were made as a result of interaction between the residents of Visitation Valley and Portola Valley and the captains of Ingleside and Bayview. The changes were:

Bayview district: the boundary along Interstate 280 was extended west to Cambridge Street; South on Cambridge to the boundary of John McLaren Park; East along the park boundary to University Street; South on University to Mansell; East on Mansell to Bayshore Blvd.; South on Bayshore to the county line, East on the county line to the Bay.

Between 1999 and 2003 there were several drafts and changes ultimately leading to the name change of Potrero to Bayview and the inclusion of Treasure Island in the Southern District. Since 2003, there is not any evidence of changes.

⁴⁰ Potrero station is now referred to as Bayview

Attachment H: Data Analysis Protocols and Data Concerns

This section discusses the importance of accurate data and the impact of the data issues present at the SFPD and how the data variables affect the current and future assessments of the SFPD.

Data Analysis Review

The ability to provide appropriate recommendations for enhancing district boundaries depends on input from the police department, citizen groups, business associations, and government officials to evaluate existing facilities, resources, staffing allocation, and police crime analysis. To make informed decisions about the process and results, final recommendations are dependant on reliable data.

To assess the district station boundaries, PSSG requested several data elements including calls for service, crime data, department staffing, and other administrative information. PSSG first submitted the data request on May 11, 2007. Based on information provided by the City regarding the availability of certain information, PSSG submitted a revised request on July 27, 2007.

Deficiencies with SFPD Data

The SFPD suffers from a lack of technology for data analysis and extraction, hampering not only this project, but also ongoing data analysis in the City. PSSG received data incrementally until the final transfer in late October 2007. The City was unable to provide all requested information, therefore PSSG worked with the City to determine appropriate, alternative methods of analysis based on available data.

Concerns about the analysis became apparent from the project's start. In meetings between SFPD and PSSG, SFPD described deficiencies and the reliability of the data. SFPD personnel questioned the integrity of the numbers related to specific crime categories. The SFPD was conducting hand counts of records, which they reported yielded results different from runs by the Department's records management system. In addition, during the initials meetings, the SFPD data analysis staff indicated that the incident coding for some offenses might have an inaccuracy rate approaching 30%.

The rest of this section provides specific examples of deficiencies in data collection and retrieval that impact not only the current studies, but also in using this data to develop and implement crime prevention strategies, report to agencies such as the Federal Bureau of Investigation, and appropriately plan for staffing and resource allocation.

CABLE Data

The CABLE system is the City's crime reporting system. An electronic data storage system for all offenses reported to the SFPD, CABLE is designed to capture and store information about offenses, suspects, victims, and offense locations.

PSSG received crime-reporting data covering the period of January 1, 2002 to June 30, 2007. PSSG merged the datasets into a single dataset for ease of processing and consistency. When combined, the data from the five and one-half years included 925,763 offense records. When the data set was subjected to a filtering process to identify and eliminate duplicate records, 239,683 (25.9%) duplicate records were discovered. PSSG removed these duplicate records from the dataset.

The primary dataset of offenses includes all offenses except sexual offenses, crimes against children, and domestic violence. The annual totals and duplicate entries for each year appear in the following table.

Table 25: Duplication Frequency for CABLE Data 2002 - 2007⁴¹

Duplication Frequency for CABLE Data 2002 - 2007				
Year	Primary Case	Duplicate Case	Percent of Duplicates	Total
2002	130,673	47,063	26%	177,736
2003	125,997	46,116	27%	172,113
2004	122,268	46,120	27%	168,388
2005	125,633	39,844	24%	165,477
2006	122,799	40,660	25%	163,459
2007	58,710	19,880	25%	78,590
Total	686,080	239,683	26%	925,763

Source: SFPD CABLE data

In addition to CABLE offenses, PSSG compiled and analyzed a second related dataset that included all offenses such as sexual assault, rape, offenses against children, and domestic violence. California state law prohibits public review of this information. The redacted files enabled PSSG to deliver information about these categories as a component of the comprehensive analysis while complying with the mandate. These files exhibited a level of duplication (38.7%) that is significantly greater than the duplication rate for the main CABLE datasets. The table below details the annual number of redacted cases and the duplicates for 2002 through June 2007.

Table 26: Duplication Frequency for Redacted CABLE Data 2002 - 2007⁴²

Duplication Frequency for Redacted CABLE Data 2002 - 2007				
Year	Primary Case	Duplicate Case	Percent of Duplicates	Total
2002	3418	2371	41.0%	5,789

⁴¹ PSSG reviewed records covering January 1, 2002 – June 30, 2007.

⁴² PSSG reviewed records covering January 1, 2002 – June 30, 2007.

Duplication Frequency for Redacted CABLE Data 2002 - 2007				
2003	3554	2508	41.4%	6,062
2004	3431	2259	39.7%	5,690
2005	2902	1529	34.5%	4,431
2006	3018	1726	36.4%	4,744
2007	1480	849	36.5%	2,329
Total	17,803	11,242	38.7%	29,045

Source: SFPD CABLE data

Computer Aided Dispatch (CAD) Data

CAD files are data records for SFPD's dispatch system, including calls for service received by SFPD and records of officer initiated activities. When merged and filtered for duplicates, CAD records from each of the five and a half years produced a dataset containing 4,318,175 records that contained no duplicate entries. The total number of calls for services as well as an analysis of the annual activity indicates a level of consistency in the activity of police activity since 2002.

Table 27: SFPD CAD Records 2002 - 2007

CAD Records 2002 - 2007		
Year	Total Number of Calls	Percent of All Calls
2002	779,096	18%
2003	780,671	18%
2004	775,026	18%
2005	775,949	18%
2006	790,830	18%
2007	416,601	10%
Total	4,318,175	100%

Source: Department of Emergency Management CAD records

Override Records

SFPD Officers have the ability to override information on record for each call for service. These 'override records' contained address and other information pertinent to the call for service that was altered in a manner that rendered them unusable. Efforts to restore these records to a usable state would have been labor intensive and required a significant financial commitment by the City to manually "clean" the address data and then conduct the analysis. To conduct the analysis, PSSG eliminated the inaccurate entries using a variable established by the City that identifies the records that are altered by the officers. This variable was used to filter the override records out of the dataset. As shown in the table below, 622,143 (14.4%) override records were isolated from the 4.3 million CAD records in the original dataset.

Table 28: CAD Override Records 2002 - 2007⁴³

Override Records 2002 - 2007	
Year	Number of Overrides
2002	69,288
2003	112,930
2004	113,110
2005	112,555
2006	132,136
2007	82,124
Total	622,143

Source: Department of Emergency Management CAD records

Human Resource Management System (HRMS)

The HRMS contains SFPD personnel information. PSSG merged datasets for this component into a single file for consistency and analyzed records to determine staffing levels citywide and within each district. Limitations originating within the SFPD prevented delivery of records that provided current personnel assignments preventing a thorough analysis. Specifically, the SFPD could not provide accurate staffing numbers, sector assignments, or a correlation of HRMS to CABLE and CAD data because of state of California legislation that prohibited the disclosure of confidential personnel data to outside contractors.

The Controller's Office created a staffing summary based on 70% assignment of an individual's time during a calendar year. While not completely reliable, as some members potentially were missed, it was the only strategy to identify assignment as HRMS provided information used to determine staffing of sector cars and beats. The Controller's Office refined the process to ensure the staffing analysis included every department member.

Finally, PSSG constructed pivot tables⁴⁴ to allow the department to conduct reviews of staffing on a continual basis. The pivot tables provide a mechanism for the department to gain timely and accurate reports to address staffing needs as comparisons can be made for foot beats, radio cars, specialty assignments and administration at the District level.

10-7 Data

This dataset, which contains information on Officer mark outs related to activities, is inconsistent between the years and limited in detail. After examining the available information and considering the significant limitations on the information, it was decided

⁴³ PSSG reviewed records covering January 1, 2002 – June 30, 2007.

⁴⁴ Pivot tables are a feature in Microsoft Excel enabling analysis of data in predetermined fields deemed important for evaluation.

that these datasets held little potential value as a source of information relevant to this analysis. These datasets were subsequently eliminated from the report.

Impact of Inaccurate Data

Limitations on the analysis due to inconsistencies in data collection and incomplete records were a significant factor impacting a thorough analysis. Incomplete addresses, dates of offenses, and dates of reporting are factors that have affected the capacity of this study. Due to the inconsistent and incomplete data, the assessment team filtered out a significant number of records. This practice, while acceptable, has the potential to skew the results in multiple directions, producing results that may be higher or lower than the actual outcomes. However, the consistency in the inaccuracies allowed PSSG to accurately describe and depict trends across the years and within each of the Districts. The mapping analysis conducted by PSSG is consistent with the comparative frequency and trend analysis of the CAD and CABLE data and supports these numbers.

Summary

The SFPD relies on several key datasets including, CAD for calls for services, CABLE for incident related information, 10-7 for Officer mark out information and HRMS for staffing records. The CAD and CABLE data maintained by the SFPD has a high rate of error and needs to be used with caution. The errors are consistent year over year; thereby the relative frequencies of CAD and CABLE data are fairly reliable; however the baseline numbers are not actual numbers. The recommendations section contains suggestions related to improving the reliability of the data in the future.