



Perspectives on Foot Patrols: Lessons Learned from Foot Patrol Programs and an Overview of Foot Patrol in San Francisco

Interim Report

Prepared for:
The City and County of San Francisco

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Introduction

In January 2007, the Board of Supervisors legislatively mandated the implementation of a formal foot patrol pilot program in each of the City's ten police districts. The legislation, Administrative Code Section 10A.1, provides detail of the program requirements. The legislation also requires an evaluation of the effectiveness of the foot patrol pilot program and determination of what additional actions to take regarding foot patrols in the City. The complete language of the legislation is contained in Attachment 1.

The purpose of the interim report is to provide a perspective on foot patrols implemented in other police organizations and background information on the San Francisco Police Department (SFPD). The report contains four sections devoted to the discussion of foot patrol, its role in policing and the evaluation process. The four sections include:

- Perspectives on Foot Patrols – National and International Strategies;
- Comparison Communities for Foot Patrols;
- The City of San Francisco Police Department; and
- Data Methodology – Foot Patrol Pilot Evaluation.

Interim Report Components:

Perspectives on Foot Patrols – National and International Strategies

Comparison Communities for Foot Patrols

City of San Francisco Police Department

Data Methodology – Foot Patrol Pilot Evaluation

A summary of each section is provided below.

Perspectives on Foot Patrols – National and International Strategies

This section describes key elements of foot patrol from a historical perspective with a review of foot patrol implementation and strategies used in Newark, New Jersey and Flint, Michigan during the 1970s. Information regarding projects in the United Kingdom and Canada provides a global perspective on foot patrols, and a discussion of current strategies addresses initiatives underway that may represent a resurgence of foot patrols in the United States. The final component of the strategy section reviews training curriculum directed at foot patrols.

Comparison Communities for Foot Patrols

This section details the implementation strategies employed by five different communities as they address crime through the deployment of foot patrol. Each community selected for its relevance to San Francisco, either due to community similarities in geography and demography, depth of foot patrols or for a particularly innovative approach, and offer lessons learned through which San Francisco could benefit with its own implementation strategies. This review of similar projects conducted in other departments will guide the evaluation of strategies used by communities to

establish foot patrols that optimize the delivery of services and enhance public safety. Information presented in this section will be used in the final report to recommend modifications to the existing foot patrol program in the City of San Francisco, and provide implementation strategies for use by the City.

City of San Francisco Police Department

This section provides historical information on foot patrols in the City, information on general patrol strategies used by the San Francisco Police Department, demographic information and maps of the priority beats established by the department in response to the legislation.

Data Methodology – Foot Patrol Pilot Evaluation

This section provides details on the methodology used to evaluate the current implementation in the City of San Francisco and shape recommendations provided to the City for future implementation of foot patrols. Police department data, from January 1, 2002 – June 30, 2007 are described in addition to the effort to collect input from a wide range of stakeholders. The cumulative data reviewed, using a variety of statistical analysis software and methodologies, provides information for the final report and recommendation.

The final report will apply the lessons learned from the other jurisdictions discussed in this interim report and will contain details of statistical information, operational reviews, and the results of citywide surveys. The final report, to be released in January 2008, will address the following key questions:

Key Evaluation Questions

- What are the policies and procedures of the existing foot patrol pilot program, and how well do they align with best practices in foot patrol programs and other community or proactive policing initiatives, and the SFPD's mission, vision, and values?
- Based on the analysis of crime statistics by crime type at the foot beat, district, and citywide level, and by other analytical categories as needed to provide a comprehensive analysis, what is the program's impact on crime in San Francisco?
- What is the impact of the foot patrol pilot program on the SFPD's operations, including staffing, redeployment, and reassignment of officers between and within stations?
- How does the foot patrol pilot program impact the community's perceptions of safety and crime?
- Do perceptions differ between communities served by foot patrols and those that are not?

The answers to these questions and recommendations tailored to the City of San Francisco will be provided in the final report for consideration by the City's leadership regarding the future implementation of foot patrols.

City of San Francisco Overview

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 5 years 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.

City of San Francisco Quick Facts

- Incorporated in 1850
- 47 Square Miles
- 776,733 Residents
- Over 40 Unique Neighborhoods
- 60,000 Businesses
- 15.7 Million Visitors
- 2 Professional Sports Teams

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.

The City's Convention and Visitor's Bureau estimates that 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 baseball team play at AT&T Park and the 49ers football team play at Monster Park. The San Francisco sports teams draw large crowds of both residents and visitors.

Perspectives on Foot Patrols - National and International Strategies

This section describes key elements of foot patrol from a historical perspective with a review of foot patrol implementation and strategies used in Newark, New Jersey and Flint, Michigan during the 1970s. Information shared regarding projects in the United Kingdom (UK) and Canada provides a global perspective. Current strategies outline initiatives underway that represent a resurgence of foot patrols in the United States. A review of training curriculum directed at foot patrols completes the discussion of current strategies.

In recent years foot patrols comprised approximately 6% of the total policing activities in modern day departments.

Despite foot patrols dating back to the beginning of policing, this report focuses on more recent implementation strategies. It is important for the San Francisco Police Department to consider recent and current implementations of foot patrol strategies as it provides historical information, lessons learned and promising strategies that could benefit the City.

History of Foot Patrols

When examining strategies for community policing,¹ the subject of foot patrols, officers walking beats, inevitably arises. Sometimes deemed “old fashioned,” foot patrols may be an effective means of curbing crime in neighborhoods and keeping officers in touch with local activity.

Historically, foot patrols are the oldest form of police patrol work. In the late 1990s foot patrols comprised approximately 6% of the total policing activities in modern day departments.² The benefits, particularly in the form of community goodwill and improved relationships with local police, may help to explain the recent resurgence in their practice in departments across the country.

Despite the benefits of foot patrols, many officers are unhappy with the concept of foot patrols. The push back from patrol divisions has caused departments to reject the practice outright, citing them as costly, antiquated, and non-essential to current policing strategies. While a historic component of policing, utilization of foot patrols in the past has been less frequent. Until recently, a city that embraces foot patrols has been rare,

¹ As defined by the Officer of Community Orientated Policing, Community policing focuses on crime and social disorder through the delivery of police services that includes aspects of traditional law enforcement, as well as prevention, problem-solving, community engagement, and partnerships. The community-policing model balances reactive responses to calls for service with proactive problem solving centered on the causes of crime and disorder. Community policing requires police and citizens to join as partners in the course of both identifying and effectively addressing these issues.

² <http://faculty.ncwc.edu/toconnor/205/205lect08.htm>

as often foot patrols are labeled as a “public relations” activity rather than true proactive police work. Departments that use foot patrols as punishment for poor officer performance, also increases the unfavorable perceptions of officers.³

Despite a recent lack of use and the fact that some departments misuse foot patrols, they play an essential role in contemporary policing. As with many policing strategies, departments alter approaches based on community and department needs.

Two particular programs considered as the historic markers for foot patrol implementation are Flint, Michigan and Newark, New Jersey. In each of these cases outside evaluators conducted studies to evaluate the overall effectiveness of the foot patrols. Highlights of each initiative featured below and the longer case study of Flint detailed in the “Comparison Communities” section of this report provide additional information regarding the outcomes.

Newark, New Jersey

The “Safe and Clean Neighborhoods Program” began in New Jersey in 1973. Like the foot patrols in San Francisco, this act, specifically mandated the use of foot patrol in an effort to enhance community safety. This state-funded program provided money to 28 cities for officer foot patrols, in an effort to protect communities and improve quality of life.

In 1978, the Police Foundation evaluated the project specifically in Newark. The evaluation of the initiative began in February 1978 and concluded in 1979.

The study sought to answer the following questions:

- Does foot patrol improve police-citizen relationships?
- Do citizens feel safer when officers patrol on foot?
- Does foot patrol reduce crime?
- Will citizens report more crime when they have closer contact with the police?
- Will more arrests be made in foot-patrolled areas?
- Will foot patrol officers be more satisfied with their jobs and have more positive attitudes about citizens?
- Will citizens’ fear of victimization be lessened?⁴

Eight foot patrol beats matched demographically were included in the study. As part of the research design, four original beats remained, four were discontinued and four new beats launched.

For the period of the study, crime data was reviewed and citizens polled on their perception of crime and the attitude towards foot patrol vs. officers on motor patrol. The

³ Ibid.

⁴ The Newark Foot Patrol Research in Brief, The Police Foundation, 1201 Connecticut Avenue, NW, Suite 200, Washington, DC 20036

research showed that using foot patrols in combination with other strategies increased the perception of safety. With this finding, foot patrols attained what no other policing strategy could achieve: increasing citizen's perception of safety.

The survey of the community showed the following specific findings:

- Residents knew when officers were patrolling their neighborhoods on foot.
- Residents in areas patrolled by officers on foot thought that crime was less of a problem than residents in areas with only motorized patrol.
- Residents in areas with foot patrol felt safer and less likely victimized.
- Residents living in areas with foot patrol took fewer steps to protect themselves against crime.
- Residents in areas with foot patrol were more satisfied with police services.

The study concluded that while crime had not decreased significantly, the community's perception of safety had improved. Officers participating in the study also demonstrated increased morale, despite initial negative impressions of a walking beat due to exposure to the elements and the job being harder work than vehicle patrol.⁵

In Newark, crime statistics indicate that there was not any significant, measurable decrease in criminal activity over the study period. However, this is not indicative of a failure. The fact that residents felt less impacted by crime was in itself a positive outcome as it directly affected individual quality of life. One should not dismiss the enhanced police – community relationship, as it speaks to the ability of individual officers to interact with the community and gather information directly from residents that they serve.

Flint, Michigan

In 1979, Flint Michigan launched a program involving 14 neighborhoods and 22 officers. It attempted to address three problems:

1. The absence of comprehensive neighborhood organizations and services;
2. The lack of citizen involvement in crime prevention; and
3. The depersonalization of interactions between officers and residents.⁶

The experiment took place in a cross representative group of neighborhoods, not just those centered near downtown or business activities. The department worked with citizens and developed a matrix to target and address specific problems, resulting in a cooperative and mutually beneficial arrangement.

⁵ March 1982, Atlantic Monthly. The Police and Neighborhood Safety: Broken Windows; by George L. Kelling and James Q.

⁶ Perceptions of Safety: A comparison of foot patrol versus motor patrol by Robert Trojanowicz and Dennis Banas 1985

While the Flint Michigan Neighborhood Foot Patrol Program affected only a small reduction in the actual crime rate (approximately 9%), calls for service decreased 42%, and dramatic results were realized in people's perception of crime during the time of the foot patrol implementation. Similar to the Newark program, fear of crime reduced significantly (60%), despite the minimal impact on the actual crime rate.⁷

In addition to the impact on crime, two other positive outcomes resulted from the Flint experiment. Officer job satisfaction increased, as did the positive relations between black members of the community and the department.

The Newark and Flint experiments demonstrate that foot patrols may in fact bring a reduction in crime through direct interactions with the community enhanced by an increased police presence. However, changes in the community's perception of safety, and a concurrent reduction in fear are the true benefits.

To further analyze the variety of foot patrol strategies used, the next section of the report discusses research conducted in the UK and innovative techniques used in foot patrol deployment in Canada.

Foot Patrols Internationally

Foot patrol strategies are not unique to the United States. In other countries foot patrols are a prominent and integrated strategy. In 2007, the UK Police foundation published a report, *"The Value of Foot Patrols,"* based on their study of using foot patrols as a policing strategy, finding that:

"All of the initiatives demonstrated success in increasing 'reassurance', particularly the visibility element. Other reassurance factors were achieved most readily when patrol work was 'enhanced' by additional interventions such as getting more involved in the local community, gathering local intelligence, dealing with disturbances, providing advice, catching criminals and responding to emergencies."

The analysis determined that nearly all the foot patrol initiatives involved community interaction and collaboration. The study determined that responsiveness to the community was a key element of foot patrol and is present in varying levels among agencies, often contributing to the overall effectiveness. Sustainability factors included the capacity of the initiative to demonstrate success and to gain both political and community support. A strategy to promote officer job satisfaction and ownership of the initiative is crucial to overall implementation success of a foot patrol initiative.

The study also found that common trends related to implementation of foot patrols include:

⁷ Traffic, Patrol, And Detective Operations, Dr. Tom O'Connor, October 2005

- A range of individuals (both officers and civilians), employing varying models of patrol, demonstrates that both police and civilians can address public expectations in a number of different ways.
- Foot patrol is one way of achieving accessible policing in a style expected by the public.
- Other strategies for fostering better police-public relationships must not be neglected, including improving the selection and training of officers for reactive and proactive roles, and ensuring that marketing and communication strategies are effective in reminding the public about police activities.⁸

In the UK, both police and non-police resources conduct foot patrols with positive results. There is a countrywide goal of neighborhood policing teams that include foot patrols to be in place in all areas by 2008.

In addition to the UK experience, several communities in Canada endorse this strategy. In British Columbia, Canada a training program operates to prepare citizen volunteers for their role. Vancouver, Canada has a certification program for citizens who patrol on foot and bicycle. Citizens on patrol distribute crime-prevention notices, take community complaints and concerns, locate abandoned and stolen vehicles, report suspicious activities, crimes in-progress and identify graffiti and litter sites. Like their international counterparts, police departments in the United States use civilian volunteers to complement foot patrols, examples include: Montgomery County, Maryland; Knoxville, Tennessee and Portland, Oregon.

Resurgence of Foot Patrols in the United States

In 2007, many departments initiated or re-instituted foot patrols as a means to combat crime and violence. Across the country, departments expected to do more with less at a time of reduced resources and increased violent crimes, are developing strategies that are well planned and data driven to address specific crimes. Examples of the widespread attention and use of foot patrols include:

- Washington, D.C. increased foot patrol officers by 300 during August and September of 2007;
- Los Angeles, California added over 100 officers on foot patrol, bicycle and mounted patrol to supplement motor patrol officers in a 50 block area notorious for crime, disorder and arrests in the Summer of 2007;
- Suffolk County, New York redeployed foot beat officers in each of its seven precincts in June of 2007; and
- Rochester, New York decided to implement foot beat officers as a permanent assignment in February of 2007.

⁸ The Value of Foot Patrol A Review of Research Dr Alison Wakefield, 2007

In addition to the cities mentioned above, Madison, Wisconsin and Minneapolis, Minnesota are two recent examples of initiatives that include foot patrols as part of an overall strategy. These two communities employ foot patrols in a comprehensive manner aimed at reducing crime and violence. The inclusion of these cities is representative, not exclusive or exhaustive, of the strategies emerging in departments across the country. While not included in the Comparison Communities section, these communities offer interesting and promising approaches to foot patrol implementation. Both communities have specific, written plans outlining the strategy for foot patrols as part of an overall integrated policing strategy that includes community input.

Madison, Wisconsin

The City of Madison, Wisconsin covers a land area of 84.7 square miles and has a total population of 223,389 and a population density of 3,029 per square mile. The Madison Police Department (MPD) is staffed with 390 officers and 85 civilians.

In July 2007, the Madison Wisconsin Police Department initiated the Downtown Safety Initiative⁹ to reduce violence and fear in a target area of the Central District. The plan used improved crime mapping and analysis, direct targeted enforcement initiatives with additional police staff, and improved technology to enhance detection and deterrence of criminal activity. Residents were active in the project design and implementation.

There were three primary objectives identified in the initiative:

1. To reduce violent street level crime from 11 PM to approximately 3 AM with emphasis on the time period when nightclubs close.
2. To enhance district-wide community policing efforts and engage the community in crime reduction efforts and reduce levels of fear from crime.
3. To improve voluntary compliance with alcohol-related ordinances in licensed and unlicensed establishments.

The MPD is using a variety of policing tactics to achieve these objectives, including portable wireless cameras, addressing environmental concerns,¹⁰ alcohol training, and mounted, bicycle and motorcycle patrols. Foot patrols deployed to specific areas of concern to address street level crimes. Initiatives detailed in the plan include goals, strategies, initiatives, budgetary needs and outcome measures.

Minneapolis, Minnesota

The City of Minneapolis covers 58.4 square miles with a total population of 387,970 and a population density of 7,067 per square mile. The Minneapolis Police Department (MPD) is staffed with 800 officers and 300 civilians in five police precincts, each of which are further divided into patrol sectors. The City, similar to San Francisco, has

⁹ http://visitdowntownmadison.com/uploads/media/DSI_Press_Conf_Handouts.pdf

¹⁰ Environmental concerns range from lighting, fencing, obstructed areas and other factors that limit visibility of criminal elements, promote an atmosphere for crime and disorder and otherwise impact surveillance.

many unique neighborhoods with over 80 separate neighborhoods identified. Each precinct is responsible for policing the district and the neighborhoods within it.

The MPD has two citywide goals: reduce crime and improve the relationship with the community it serves. To meet the goals the department employs civilian Crime Prevention Specialists (CPS) who work directly with residents, neighborhood organizations and businesses to recruit resident block leaders and assist in training and coordinating programs and events in the neighborhoods. There is at least one Commander and CPS responsible for each patrol sector.

Each neighborhood in the City meets with the assigned personnel to review crime trends, listen to neighborhood concerns and develop a Neighborhood Policing Plan. The plan lists the neighborhood concerns, a policing strategy to address the identified concerns, the neighborhood process used, and performance measures to evaluate the effectiveness of the plan.

The MPD uses a variety of different approaches to address crime and quality of life issues, including portable wireless cameras, a prosecution program, the Downtown Restorative Justice Initiative, training (offered to the community at no cost), foot patrols, mounted patrols, aggressive panhandling ordinances and community outreach.

Since 2004 the “Safe Zone” project has been in effect. This initiative involves a combined effort between the Minnesota State Patrol, the Hennepin County Sheriff’s Office, the Metro Transit Police, and the Minneapolis Police Department. Officers from all four agencies team up on foot patrols in the designated safe zone addressing crime issues and quality of life issues in the area. Private security officers outnumbered police in the safe zone by 13 to 1, and the project instituted a radio distribution program to help facilitate communication.

In November of 2006 the Minnesota Department of Public Safety reported that crime was down in the area and arrests were up by 1,250 compared to the same time last year. Further, violent crimes had declined by 7%, homicide by 50%, and robberies had declined by 10%. Arrests and citations for non-violent crimes such as curfew violations, narcotics, vandalism, and other offenses had increased. These non-violent offenses are mostly self-initiated police calls.¹¹

Both Madison and Minneapolis have embraced the concept of integrating strategies targeting issues in specific areas for crime reduction. The results in Minneapolis attest to the viability of the process. While still too early to determine the precise impact in Madison, the process warrants review and consideration as an effective, integrated approach.

As important to the process as deployment strategies is the training of personnel assigned to foot patrol. The best plans are difficult to implement if those responsible are not prepared with the latest information to launch the process, engage the community

¹¹ http://www.dps.state.mn.us/comm/press/newPRsystem/viewPR.asp?PR_Num=627

and impact crime. The next section will discuss the evolution of training related to foot patrols.

Foot Patrol Training

Reviewing the history and strategies employed by other agencies allows San Francisco to benefit from past and current implementation in other communities. The studies from the 1970s, and recent international and national examples show the link between foot patrols and enhanced relationship with the community. Initiatives that are more recent provide insight on the development of data driven strategies in defined areas focused on specific elements of criminal activity.

Like other specialty assignments the unique nature, expectations and desired outcomes of foot patrol warrant training programs specific to foot patrol strategies. Many characteristics separate the function of motor and foot patrols. It should not be assumed, however, that foot beat officers engage in all of the strategies and motor patrol none. Traditional police academy training prepares officers for general patrol, but most lack specific foot patrol training. To reach the highest level of effectiveness, foot patrol training must be an integral part of the implementation process.

In 1984 through a grant from the Charles Stewart Mott foundation, The National Neighborhood Foot Patrol Center developed a foot patrol-training program for use by departments across the country. At that time the Center offered training directly to police departments through a variety of grant programs. The table of contents for the training programs included in Attachment 2 shows the range of topics discussed in foot patrol training sessions.

According to *COMMUNITY POLICING: Training Issues*,¹² foot patrol officers engage in the following activities, which differ from their counterparts on motor patrol. The activities which differ include:

- Attend community based meetings and events.
- Conduct speaking engagements on crime prevention and other topics to educate stakeholders.
- Meet with businesses to establish personal contact.
- Conduct home visits to develop strong police-community ties and to make citizens aware of police services and activities.
- Engage in youth initiatives ranging from attending youth activities to counseling juveniles as a follow-up to a complaint, with the goal of deterring future criminal behavior.
- Complete business security checks, assist business owners, conduct surveys, and make specific recommendations on how they can harden their site against crime.

¹² Robert Trojanowicz and Joanne Belknap, 1986. National Center for Community Policing, National Neighborhood Foot Patrol Center, Community Policing Series Report No. 9

- Complete home security checks to enhance neighborhood safety.
- Issue notices for code violations.

Over the past two decades, many departments have included foot patrol training as part of overall training directed at strategies for Community or Problem Oriented Policing,¹³ though, few departments conduct training exclusive to foot patrols. Many attribute the lack of specialized training to changing police priorities and budget constraints. During the early part of this decade, departments dedicated police resources extensively to homeland security essentially taking away from general patrols. The trend is starting to change and departments are modernizing their approach to training to be more inclusive of contemporary strategies and crime analysis. The approach underway in Boston, Massachusetts is illustrative of this. The Boston Police Department created training specific to their current initiative, including data analysis, crime prevention and patrol strategies and is discussed in greater details in the Comparison Communities section of this report.

Training programs have been effective in boosting officer morale, increasing job satisfaction and enhancing overall effectiveness of foot patrol implementation. Despite competing demands for training funds, departments that implement focused training are wisely investing in their crime fighting strategies.

Conclusions: Perspectives on Foot Patrols – National and International Strategies

Reviewing the historical implementations, international strategies, modern day approaches, training and comparison programs allows San Francisco to evaluate the current implementation of foot patrols in the City.

Foot patrols has been an element of policing since the incorporation of departments across the country. Predating motor patrols, foot patrols were the backbone of deployment strategies. In modern day police agencies, the use of foot patrols varies in their implementation, strategies and outcomes. There have been few formal studies on the implementation of foot patrols, two benchmark studies date back to the 1970s which showed reductions in fear of crime and slight changes in criminal activity and current research internationally shows positive results.

Internationally, foot patrols are a popular policing strategy. In the UK, strategies for neighborhood services including foot patrols are mandated for implementation in 2008. In the United States, there are few examples of mandated foot patrol implementation. Research conducted in the UK determined that community responsiveness and communication were critical success factors with successful programs. Additionally,

¹³ Problem-oriented policing (POP), as defined by Herman Goldstein, University of Wisconsin - Madison a nationally recognized police strategist, is a policing strategy that involves the identification and analysis of specific crime and disorder problems, in order to develop effective response strategies in conjunction with ongoing assessment

officer satisfaction and “ownership” of beats were an important result. These findings are congruent to those in the United States.

A resurgence in foot patrols in the United States show that data driven approaches as part of an overall strategy specifically tailored to hot spot activity are gaining in popularity. Another successful strategy appears to be goal-setting tied to outcome measures. Training, previously based on a 1984 model, now directed at community outreach, crime prevention, use of data and pertinent statutes prepare and provide a framework for beat officers as they approach their assignment.

The next section of this report will take a closer look at foot patrols in five jurisdictions in the United States.

Comparison Communities for Foot Patrols

A number of communities across the country have utilized foot patrols as part of their crime prevention strategies, and this section of the report describes foot patrol implementation strategies initiated by five police departments. These examples share common geography or demography with the City of San Francisco, have previously conducted formal studies, or have implemented strategies applicable to the City based on similarities in crime trends. The community review included a variety of elements, including population, diversity, general location and type of government. Although five sites are included in this review, it does not exclude analysis of strategies employed by other communities. The comparison communities are not intended to be mirror images of the City of San Francisco, but rather are benchmarks and creative approaches used in other areas that provide insight for the City of San Francisco in its own evaluation of foot patrols.

Selected communities include Boston, Massachusetts; Baltimore, Maryland; Denver, Colorado; Flint, Michigan; and Knoxville, Tennessee.

Table 1 below summarizes the communities selected for review and provides basic descriptive information.

Table 1 Comparison Communities Baseline Information¹⁴

City	San Francisco	Boston	Baltimore	Denver	Flint	Knoxville
State	California	Massachusetts	Maryland	Colorado	Michigan	Tennessee
Population	776,733	589,141	651,154	554,636	124,943	173,890
Square Miles	46.7	89.6	80.8	159	34.1	98.1
Density	16,634.4	12,165.8	8,058.4	3,616.8	3,714.9	1,876.7
Number of Districts	10	11	10	6	4	2
Sworn	2,315	2,015	3,034	1,405	259	375
Civilian	322	808	628	319	31	127
City Ranking	14 th	25 th	19 th	26 th	192 nd	123 rd
Type of Government	Mayor, Board of Supervisors and Police Commission	Strong Mayor, City Council	Mayor, Council	Strong Mayor, Weak Council	Strong Mayor, Council	Mayor, Council

The community based information and crime rates provided is for comparison purposes only based on trends and not intended to rank the effectiveness of community initiatives based on crime rates. Rank ordering is not advised, as there

¹⁴ Source: US Census Bureau, Department of Justice, Federal Bureau of Investigations 2000

are many community factors that cause the nature and types of crime to vary from place to place and year to year.¹⁵

The tables allow for trend analysis and supply the City with indicators of areas for concern and areas that might suggest promising strategies for implementation locally.

The next tables provide a summary of violent crime and property crime rates in each of the comparison communities for the years 2002 – 2005 based on records as maintained by the Federal Bureau of Investigations (FBI).¹⁶

Violent Crime Rates for Comparison Communities 2002 - 2005¹⁷					
Department	State	2002	2003	2004	2005
San Francisco	CA	752.4	741.5	757.1	798.9
Baltimore	MD	2,054.9	1,735	1,839.4	1,754.5
Boston	MA	1,166.2	1,216.2	1,192.4	1,317.7
Denver	CO	534.2	624	796.5	795.9
Flint	MI	1,354.2	1,215.2	1,925.7	2,260.2
Knoxville	TN	1,116.3	972.6	945.5	967.8
Variations in population and reporting practices may cause differences in reporting from year to year.					
Rates are the number of reported offenses per 100,000 population.					

Property Crime Rates for Comparison Communities 2002 - 2005					
Department	State	2002	2003	2004	2005
San Francisco	CA	4,546.6	4,943.0	4,717.4	4,574.2
Baltimore	MD	6,263.7	5,813.3	5,685.0	5,185.0
Boston	MA	4,820.2	4,726.4	4,760.7	4,440.7
Denver	CO	4,976.9	5,135.8	5,401.9	6,004.6
Flint	MI	6,332.4	5,497.8	6,005.1	6,433.3
Knoxville	TN	5,682.6	6,283.7	6,509	6,185.9
Variations in population and reporting practices may cause differences in reporting from year to year.					
Rates are the number of reported offenses per 100,000 population.					

As depicted in the tables, a drop in either violent crime or property crime rates does not necessarily result in a similar decline in the other category. To truly assess the impact of crime in a community one must consider all variables and intensely study

¹⁵ Ranking ignores the uniqueness of each locale. Factors affecting communities including the following:

- Population density; Degree of urbanization; Residential population demographics;
- Number and composition of daily commuters, transients, tourists, shoppers;
- Economic conditions; Modes of transportation and highway systems;
- Cultural conditions; Family conditions; Climate and weather;
- Effective strength of law enforcement agencies;
- Administrative and investigative strategies of law enforcement; and
- Policies of other criminal justice agencies (courts, corrections etc.).

¹⁶ <http://bjsdata.ojp.usdoj.gov/dataonline/>

¹⁷ FBI, Uniform Crime Reports as prepared by the National Archive of Criminal Justice Data

the issues facing each community. However, trends can still offer helpful lessons and insight on strategies, initiatives and community factors which can impact the quality of life for those that live, work or visit a city. The violent and property crime tables allow the City of San Francisco to compare rates occurring locally to those in other areas. Additionally, it provides an analysis tool for the City with determining if rates of change are comparable to those in other communities.

As an additional source of comparison, an overview of strategies used by each of the five communities follows this section. The summaries will supply the City of San Francisco with lessons learned that can benefit the future implementation of foot patrols.

Baltimore, Maryland

Description of the City of Baltimore and the Police Department

The City of Baltimore covers 80.8 square miles and has a total population of 652,154 with a population density of 7,871 per square mile. A major port city, Baltimore is the largest in the State of Maryland and the 19th largest in the United States.

The Baltimore Police Department (BPD), like most departments, positions Patrol as the largest division of the department. The City has ten districts (including public housing) with 50% of the authorized strength assigned to patrol duties. Despite nearly 100,000 fewer residents, the BPD has 1,000 more employees than San Francisco.

The department organized under the Office of the Police Commissioner operates under the bureau and division structure. The Police Commissioner is supported by a Chief of Staff, legal affairs, Internal Investigations Division, Equal Opportunity Commission and Public Affairs. The Patrol Division, which is under the Operations Bureau, consists of nine police districts and a Public Housing unit. The Detective, Organized Crime and Homeland Security Divisions support the Patrol Division. The department receives administrative support from the Administrative Bureau, commanded by a Deputy Police Commissioner and encompasses the Administrative and Technical Services Divisions.

Foot Patrol Strategy

Baltimore has historically deployed foot patrols. In the mid 1990s full-time community foot patrol officers were freed from responding to calls for service and were assigned to work closely with residents to solve local problems. These officers attended meetings, became acquainted with residents, and targeted their law enforcement to resident-identified problems. While never abandoned, the number of foot patrol officers changed according to staffing and community priorities.

As with most major city police agencies, the BPD faced increases in crime that required reevaluation of its operations. In 1999, the department identified several key issues that were having a detrimental impact on the operation of the department and the crime rate. The issues included:

- Unreliable and poorly designed data collection systems that produced misleading data and hindered operational effectiveness: statistics produced by one unit often contradicted those produced by another unit;
- Low pay and the lack of clear career paths contributed to attrition growth; and
- A belief among officers that the Department or the City would not support them had driven many otherwise highly dedicated officers to avoid proactive policing.

To address the issues and devise a strategy for the future, the department developed and distributed a questionnaire to all members of the department. Among sworn officers, 2,447, 81% of the active-duty force, completed and returned this questionnaire.

The survey determined that the top five concerns of sworn officers were:

- Finding and apprehending perpetrators;
- Making gun and shooting arrests;
- Reducing crime, disorder, and fear;
- Protecting and serving the people of Baltimore; and
- Arresting drug dealers.

The results of the survey prompted change within the department and the patrol strategies employed. As part of the initiative, 17 officers patrolled beats in the downtown area.

To effectively use department resources, restructuring of the department occurred. Before the change, only 74% of the 3,274 officer positions funded by the City Council were available for enforcement duty on the streets of Baltimore. The elimination of unnecessary positions and filling necessary non-enforcement, positions with civilian personnel reallocated officers to patrol functions.

BPD's patrol deployment was previously geared to responding to calls for service. A measure to combat this issue included the implementation of the COMPSTAT¹⁸ Accountability Process to focus on crime prevention and proactive policing.

An essential aspect of the reengineering was to ensure a new culture of fairness and respect for all police officers and civilian personnel regardless of race, ethnicity, and gender. Redesigning the Internal Affairs Division (IAD) streamlined the process while still holding officers to a high level of accountability. Further, changes to the system gave some discretion back to the IAD investigators in an effort to handle smaller cases faster and speed up the entire process. Consultants and/or experienced personnel from other agencies trained personnel in the use of the COMPSTAT system, criminal investigations, use of force and arrest/search procedures among other areas of training. As part of the overall improvement plan, the department enacted a plan to upgrade the department's technology.

Efforts undertaken uprooted the culture of distrust, helped resolve racial divisions within the department, and refocused the department and city on suppressing crime. A process to monitor and audit department functions was put in place to enhance these efforts.

A review of the FBI Uniform Crime Reports¹⁹ (UCR) shows an overall reduction in violent crime in the years during and immediately following the implementation. Potentially attributed to decreases in the population, one cannot ignore linkages to the

¹⁸ COMPSTAT is short for COMPuter STATistics or COMParative STATistics, a multilayered dynamic approach to crime reduction, which began in New York City in 1994.

¹⁹ The UCR, which began in the 1930's is a program that provides a nationwide view of crime based on the submission of statistics by law enforcement agencies throughout the country

overall department changes and concentration on multiple patrol strategies. The UCR data for violent crime for the City appears in the following table.

Baltimore Crime Rates 1997 - 2005²⁰			
Year	Population	Violent Crimes	Murders
1997	719,587	17,416	312
1998	662,253	16,025	313
2000	651,154	16,003	261
2001	660,826	14,799	256
2002	671,028	13,789	253
2003	644,554	11,183	270
2004	634,279	11,667	276
2005	641,097	11,248	269

In 2003, the murder rate began to rise again. During the same time, department issues were resurfacing. Foot patrols, once at 17, dropped to four as transitions with department leaders were occurring. The department made some readjustments and stabilized homicides with violent crime fluctuating.

In 2007, with murders expected to exceed 300 for the first times since 1998, the City again underwent changes with the swearing in of a new Mayor and appointment of a new police Chief. The Mayor outlined a plan to specifically deal with crime in the City. The plan includes the following key elements: *Targeted Enforcement, Community Engagement and Building Strong Partnerships*. Foot patrols are part of the overall strategy.

Current BPD foot patrol officers assigned to the downtown area staff two shifts, 8:00 AM to 4:00 PM and 4:00 PM to midnight. Other foot patrols are considered “extra” and put out when there is additional staff working and after filling patrol cars. There are also foot patrols assigned to high crime areas on Thursday, Friday and Saturday nights, staffed with overtime officers paid through a grant. In August 2007, a police representative reported 65 officers are walking a beat every day in 27 blocks that have been “adopted” and that officers walk those streets for an hour a day, five times a week.²¹

BPD officers believe that foot patrols deter street level crimes and quality of life issues and that it is important to put the patrols at identified problem locations. The BPD has a Foot Patrol Unit comprised of officers from all the districts detailed to the unit. This unit focuses foot patrols in problem areas without affecting the district staffing. The unit

²⁰ UCR data for 1999 for Baltimore is not available in the data archives.

²¹ http://www.baltimoresun.com/news/local/politics/baltimore.ci.crime26aug26002635,0,5098052.story?page=1&coll=bal_tab02_layout

focuses on Part 1 Crimes²² and quality of life issues. The designation of a special unit has been effective, does not effect staffing at the district level, and has not resulted in a rift in the patrol division resulting from different expectations of foot vs. motor patrol.

Lessons Learned

While it is apparent from the UCR reports that there were changes in the rates of violent crime after implementing the 1996 plan the crime rate again began to rise. With the 2007 homicide rate expected to reach 300, the City realized it must alter its strategy. This shows that plans and strategies can initially show improvement but the implementation must be completed, sustained and revised. Observing the events in Baltimore also reinforces that internal department factors and external community issues contribute significantly to crime reduction efforts. Agencies must consider the totality of circumstances before launching initiatives.

²² Part I Index Crimes include Violent Crimes: murder, criminal sexual assault, robbery and aggravated assault and Property Crime: burglary, theft, motor vehicle theft, and arson.

Boston, Massachusetts

Description of the City of Boston and the Police Department

The City of Boston covers 89.63 square miles and has a total population of 589,141 and a population density of 12,327 per square mile. The population density of Boston is fourth after New York City, San Francisco and Chicago.

The Boston Police Department (BPD), organized in a similar manner as the San Francisco Police Department, has Patrol as the largest Bureau in the Department. It has a comparable number of districts as the SFPD (11) and serves a landmass that is comparable in size. However, the population is approximately 150,000 less than San Francisco. BPD has approximately the same number of sworn personnel as San Francisco at 2,015 (at the start of 2006), however the civilian staff members at 800 far exceeds that of San Francisco. The smaller population in Boston creates a significant difference in the ratio of officers to citizens between the two cities. BPD has a hiring program in place to increase staffing levels. During the early summer of 2007, Boston increased its staffing as a new academy class and lateral transfers from other departments joined BPD. A second academy class will begin in the Fall of 2007.

Under the Office of the Police Commissioner, the Department has bureaus supported by a Chief of Staff, Media Liaisons and the Boston Regional Intelligence Center (BRIC). The Bureau of Field Services (BFS) is the largest bureau with responsibility over tactical patrol and crime prevention. The Bureau of Investigative Services (BIS) consists of the Homicide Unit, Drug Control Unit, Family Justice Center, the Youth Violence Strike Force (gang unit) and Forensic Science Division. Other bureaus include the Bureau of Administrative Services, led by a civilian, and the Bureau of Professional Development, which encompasses the Training and Education Division.

Foot Patrol Strategy

The Boston Police Department has utilized foot patrol as a crime prevention tool on and off for many decades. In the 1950s, motorized patrols replaced most foot patrols, however, foot patrols have reemerged during times of rising crime rates. Boston has implemented foot patrols on several occasion, two examples of initiatives created by the BPD are included in this section: "One Strike and You're Out" project of the 1990s and the current 2007 initiative, "Safe Streets".

In the early 1990s, the BPD participated in the "One Strike and You're Out" program. The project, part of the Operation Safe Home Program of the U.S. Department of Housing and Urban Development, aimed at reclaiming areas overrun by drug trafficking. The program included strategies such as increased screening of tenants and enhanced communication with the courts, and minimal impunity to offenders for their criminal activities. Enforcement strategies included aggressive patrols and placing officers on foot in public housing facilities. The project, a collaborative effort between the Public Housing Authority, Federal, State and municipal police agencies, resulted in over 100

arrests and the establishment of a community based reform effort supported by the Boston Police Department. The effort, while successful, depended on grant funding for its operation and did not continue after the end of the grant.

As with most communities across the country, murders and gang activity have been rising during the past several years. In December of 2006, the City of Boston appointed a new Police Commissioner who increased foot patrols to address safety during the holidays. Additionally, a plan to use foot patrols as part of an integrated strategy to address crime was developed.

In March of 2007, BPD introduced teams of officers on foot patrol in areas designated as “hot spots”²³ due to high crime. The foot beats were a part of the BPD’s overall “Safe Streets” strategy. The intelligence unit and district commanders chose geographic areas based upon information related to violent crime trends. The hot spot locations reflect where shootings are prevalent and are selected in a manner to decrease specific crimes. It was determined that 53% of the shootings occurred in 5% of the land mass areas of the city, and locations for patrols were set accordingly. In addition to the areas chosen due to the high incidence of shootings, one area selected focused on gang related stabbings and another on quality of life issues in the downtown area.

A training program was developed and attended by officers prior to walking the beats. The training program for the officers consisted of a daylong event attended by the Commissioner. Training topics included Problem Solving, Hot Spot Strategies, Crime Analysis, Conducting Threshold Inquires and Community Expectations / Community Organizing.

A Patrol Sergeant supervises teams, which initially included 18 officers. Goals set for officers placed on the foot beats include the expectation to develop a sense of ownership, engage in strategic problem solving and increase police visibility. In addition, partnerships with local business owners and members of the community assist with enforcing safety standards through open communication and information sharing.

Early reports reveal a reduction in criminal activity in many major crime categories. For the first six months of the year, homicides were down 14%, robberies were down 12% and shootings were down 31% when compared to the same period in 2006. Changes over time may not show as dramatic an impact as other factors such as environmental conditions and special events can trigger spikes in crime that may level off the rate of reduction. Anecdotal information from beat officers points to considerable changes in the level of trust the community has in the department, and a heightened sense of safety for residents and business owners. The communities with beat officers enthusiastically endorsed each team and areas not initially covered by the foot beat officers requested coverage. In August 2007, an additional 54 officers were dedicated

²³ Crime hot spots are geographical areas exhibiting clusters of criminal offenses occurring within a specified interval of time. Hot spots also consist of clusters of property crimes such as burglaries or auto thefts, or violent crimes such as homicides, occurring during a specified period.

to foot patrols. The City will continue the efforts and reevaluate as needed. Meetings and surveys will allow for stakeholder input.

Lessons Learned

Based on both initiatives reviewed, it appears that a key element of the success in the City of Boston was the identification and direct targeting of specific crimes in a narrowly defined area of the city. The required training specifically related to the initiatives also presents as a promising strategy to ensure officers understand the goal and role of the project. Boston also established baseline data before the implementation of the project to ensure that changes can be tracked and revisions instituted as needed.

Denver, Colorado

Description of the City of Denver and the Police Department

The City of Denver covers 159 square miles and has a total population of 566,974 with a population density of 3,642 per square mile. In addition to the residential population, the city has a daytime population of over 1.5 million individuals. The City has an extremely diverse community with a growing population of non-English speaking residents and a significant tourist population.

The Denver Police Department (DPD) has a Chief, a Deputy of Operations, a Deputy of Administration and four division Chiefs. The four divisions are patrol, criminal investigations, special operations and technology. There are six district stations in the City each with a command staff consisting of a Commander and Lieutenants. The department has 1,539 sworn officers and 300 civilian employees. There is a comprehensive plan to increase the Department's authorized strength to 1,544 by the end of 2007 and 1,596 by the end of 2008.

Foot Patrol Strategy

Two initiatives in Denver are described; the first initiative launched in the 1990s addressed crime in public housing. The second initiative created in 2007 has two goals, to increase the interaction of police officers with residents in the six districts and to increase police presence and reduce crime in the downtown in an attempt to revitalize the area.

In 1993, the City of Denver implemented the "Project Storefront" project in its Public Housing. The Operation Safe Home utilized a U.S. Department of Housing and Urban Development (HUD) grant to create Project Storefront to address crime in public housing. This initiative was a collaborative effort between the Public Housing Authority and the Denver Police Department.

The program included a foot patrol team that worked out of a storefront and utilized data that pointed to residents of public and assisted housing subjected to gun, gang, and drug activity. HUD and the Office of the Inspector General (OIG), believed that violent crime was having a detrimental effect on the effectiveness of public housing. Another issue brought to the forefront was the poor communication and cooperation between housing authorities, and Federal, State and municipal law enforcement agencies and little focus on crime prevention.

A task force was created and identified those committing crimes involving weapons or drugs within the publicly funded housing areas. In addition to high levels of targeted enforcement, efforts focused on forming neighborhood watch groups, drug education programs, gun safety classes, and life skills programs, implementing efforts to decreased trash and graffiti in the housing complexes and providing reading and job training programs.

The program results included a 26% reduction in the number of crimes reported over previous years and the additional officers on foot patrol worked to assist the housing authority with the eviction of 255 individuals during the two-year period. Of those evicted, 13% were due to a drug offense. The grant was used to hire officers on overtime initiative funded through a federal grant. The program was not self-sustaining and ended with the grant funds.

The 2007 Strategic Plan of the Denver Police Department explicitly stated the City's desire to increase foot patrol use in each of the police districts. The goals for each district are as follows.

District 1	522 hours/month
District 2	252 hours/month
District 3	168 hours/month
District 4	6 hours/month
District 5	6 hours/month
District 6	381 hours/month

To meet the goals of each district, a “park and walk” strategy where officers will park their patrol cars and walk for a least ½ hour on every shift worked. The officers are required to call into dispatch and log the time spent out and in of the vehicle for the “park and walk” and document the time and activity on their daily activity logs.

In March of 2007, a Downtown Foot Patrol Initiative, near to the 16th Street Mall began. Six foot beat officers are assigned to patrol the downtown area.²⁴ The initiative combines strategies utilizing other law enforcement officers in combination with environmental changes such as enhanced lighting, real estate revitalization, code enforcement and reduced liquor sales. In addition to the foot beat officers, a four-member motorcycle unit and the gang task force are working together to address the issues in targeted areas. Other strategies are targeting gang activities in various portions of the City.

The initiative in the downtown area stems from the business community raising concerns about quality of life issues affecting businesses in the area. The area, closed to general vehicle traffic, does have a bus line running to it. This section of downtown, in addition to being a busy retail area, is frequented by aggressive panhandlers, homeless, intoxicated individuals and is an area in which gang members congregate.

In the past, the business association hired off-duty police officers to patrol the area in an attempt to deal with the issues. Implemented on a more sporadic basis, the initial efforts, while having some impact were limited in their effectiveness. Businesses continued to voice concerns and as a result, the current strategy emerged. The department assigned six foot patrol officers to the area with coverage on days and nights Monday through Saturday. Officers operate under a zero tolerance policy with respect to the concerns described above. Officers have a goal to make contact with and

²⁴ - A March 2007 press release from the *Revitalizing the Core Task Force*

get to know the merchants. To facilitate communication, each officer has a department cell phone and provides the number to the merchants.

The foot beat officers volunteered for the assignment and consist of officers with less tenure on the department, as the more seasoned officers did not bid for the initial assignment. Recently, since observing the positive effects of the strategy, some of the senior officers have expressed interest in the assignment. The department does not provide specific foot beat training.

In support of the foot patrol initiative, the city uses two ordinances to address quality of life issues identified as major concerns. The first ordinance prohibits sitting or lying on sidewalks. For the first offense, officers offer social services to those who need it, if a second offense is committed officers arrest the violator. The officers also collaborate with outreach workers to provide services to the homeless. The second ordinance focused on aggressive panhandling is strictly enforced.

Other than the downtown initiative and a requirement for each officer to walk for one half hour on their route, there are no other foot patrols in the City. However, in two districts, there are permanent bicycle patrols and other districts deploy bicycle patrols as staffing permits.

According to the department and the businesses, the results have been positive and the issues dramatically reduced. This information is anecdotal as there are not statistics available. Due to the self reported success of the foot patrols, the initiative will continue in the area for the near future and potentially will be permanent.

Lessons Learned

Targeting problem areas with dedicated foot patrols supplemented with other resources can result in an almost immediate reduction in crime and quality of life issues. The results reached by sporadic staffing with overtime officers from grant or other sources are not as positive as they are difficult to sustain. This shows the importance of continuity of officers. Officers that volunteer for the assignment indicate a higher level of the success for the implementation of foot beat related initiatives. Additionally, detailed goals provide criteria for officers and the community to gauge success or determine strategies that need alteration.

Flint, Michigan

Description of the City of Flint and the Flint Police Department

The City of Flint covers 34.1 square miles and has a total population of 124,943 and a population density of 1,877 per square mile. Flint is the 5th largest city in the State of Michigan.

The Flint Police Department has 259 officers and 31 civilians. The Office of the Chief of Police oversees the activities of 4 bureaus and the 911 Dispatch Center. The Police Operations Bureau, which includes the Patrol, Traffic and Community Policing Divisions, is the largest of the Bureaus. Commanded by a Captain of Police, this Bureau is responsible for the daily law enforcement activities for the city. This department is unique with the establishment of a dedicated Community Policing Division. The Administrative Services and Criminal Investigations Bureau support these primary law enforcement activities of the Police Operations Bureau.

Foot Patrol Strategy

In July 1979, the Charles Stewart Mott Foundation provided funding for implementation of an experimental, community-based foot patrol program. Known as the Flint Neighborhood Foot Patrol Program, it was unique in many ways. The program grew out of an initiative involving the citizens of Flint Michigan along with an extensive planning and implementation process that occurred between 1977 and 1978. While an older study, the Flint project is considered a benchmark site for foot patrol implementation. The initiative targeted three broad areas of concern:

1. The absence of comprehensive neighborhood organizations and services;
2. The lack of citizen involvement in crime prevention; and
3. The depersonalization of interactions between officers and residents.

Goals of the project included:

1. Increase the citizen's perception of personal safety;
2. Deliver to Flint residents a type of law enforcement service consistent with the community needs and the ideals of modern police practice;
3. Create community awareness of crime problems and methods of increasing law enforcement's ability to deal with actual or potential criminal activity effectively;
4. Develop citizen volunteer action in support of, and under the direction of, the police department, aimed at various target crimes;
5. Eliminate citizen apathy about reporting crime to police; and
6. Increase protection for women, children, and the aged.

Considered a landmark project, Flint was a radical departure from traditional foot patrol models as Flint's foot patrol officers were not restricted to business districts. Instead,

the officers were accessible to a broad range of neighborhoods of all socioeconomic levels.

In 1979, the City assigned 22 foot patrol officers working areas that covered 20 % of the city's population. The officers were single officer beats on normal duty time without the use of cruisers or bicycles. Twenty of the officers, directly out of the Police Academy, had no other police experience or any specific foot patrol training.

The foot patrol officers attempted to act as community catalysts in the formation of neighborhood associations. The associations voiced community expectations of the police, established foot patrol priorities, and initiated community programs. Foot patrol officers worked with community organizations and individual citizens to deliver services through referrals, interventions, and links to governmental agencies.

In March 1981, budget constraints resulted in the lay-off of approximately 60 officers, which resulted in the elimination of foot patrols. In the Fall of 1982, the citizens of Flint voted to fund 64 foot patrols and many of the laid off officers returned to the department and assigned to 32 beats in all areas of the City that were staffed two shifts per day.

The Flint Neighborhood Foot Patrol Program reduced the crime rate 8.7% and calls for service 42% between the program's start in 1979 and 1982²⁵. Studies have suggested that the decline in calls for service were actually a result of citizens handling minor problems informally, with the foot patrol officer rather than the formal complaints; this resulted in a decrease in calls for service.

Report findings also indicated that citizens felt safer, were very satisfied with the program, and community-police relations were improved. As interactions between citizens and foot patrol officers expanded, neighborhood residents became more familiar with their beat officers, often recognizing them by name (33% of residents), or at a minimum, demonstrated the ability to provide accurate descriptions of the foot officers in their community.²⁶

Foot patrol officers indicated that they felt more integrated into the communities they serviced, leading to a reduced sense of isolation, alienation, and fear. The officers reported that they felt safer, more confident that they could count on the citizenry to assist them in a crisis, and were more comfortable with their service area because of an increased familiarity with the geography and demography. During the time of the study, officers stayed on permanently assigned routes for extended periods. The enhanced interactions led to higher crime reporting, involvement of citizens in neighborhood crime prevention efforts, working with juveniles, encouraging citizens in self-protection, and follow-up on complaints.

²⁵ COMMUNITY POLICING SERIES, Perceptions of Safety: A comparison of foot patrol versus motor patrol, Robert Trojanowicz and Dennis Banas

²⁶ Robert C. Trojanowicz, et al., An Evaluation of the Neighborhood Foot Patrol Program in Flint, Michigan (East Lansing, Michigan: The National Neighborhood Foot Patrol Center, Michigan State University, 1982

Over the past decade, foot patrols in Flint have been completely phased out. Staffing in the 1980s was at approximately 300 officers; today total department staffing is at 259 officers. To deal with the staffing shortfalls the department made two changes. First, they eliminated the foot beats and then sector cars once staffed with two officers, were deployed as single officer cars.

Lessons Learned

The Flint experience shows that the deployment of officers into a residential area can result in overall decreases in crime, elimination of minor calls for service, increases in citizen perceptions of safety, and improved community-police relations. Foot patrol officers feel more integrated into the communities they service leading to a reduced sense of isolation, alienation, and fear. Officers reported feeling safer, confident that they could count on citizen assistance, and more comfortable with their service area. Police and community interaction led to higher crime reporting and involvement of citizens in crime prevention efforts. The study also showed that staffing levels can affect foot patrols and policing strategies.

Knoxville, Tennessee

Description of the City of Knoxville and the Police Department

The City of Knoxville covers 92.66 square miles and has a total population of 175,022 with a population density of 3,714.90 per square mile. Knoxville is the 3rd largest city in Tennessee.

The department currently employs 415 sworn officers and has an authorized strength of 2.4 sworn officers per one thousand population. Patrol is the largest Division in the department with 268 of the 375 total officers assigned to the Patrol Division. The department has four main divisions under the Chief of Police. The Internal Affairs Division and Public Information Office also support the Chief's office. The Patrol Division, which is under the Operations Bureau, consists of two districts (East and West). The main responsibility of the Patrol Division is tactical patrol and crime prevention. The Criminal Investigations Division and Support Services Division support the Patrol Division. The department receives administrative support from the Management Services Division. This division, commanded by a Captain, encompasses Planning, Personnel, and Accreditation.

Foot Patrol Strategy

The Knoxville Police Department (KPD) like many of its contemporaries, has utilized foot patrol as a crime prevention tool on and off for many years. Historically KPD has had foot patrols since the 1800s. In the 1960s and 1970s, the KPD assigned all new officers to walking beats before issuing a motorized patrol. The locations of patrols varied from time to time, but the downtown outdoor mall section of the City has been consistent.

The Central Business Detail foot patrols started in 1996 as a cooperative effort with the KPD, Mayor's Office and local businesses. The foot patrols in practice are actually a combination of foot and bicycle patrols. Officers take a bicycle daily, and ride and walk as circumstances dictate. Patrols are staffed every day during the good weather months and as weather permits during the rest of the year.

The detail is comprised of a Captain with one Lieutenant, one Sergeant, thirteen Police Officers, nine Cadets and eleven Courtesy Officers. The Captain refers to the foot/bicycle program as a hybrid as they utilize a combination of strategies and personnel. The officers are full time, sworn, receive 40 hours of training on bicycle patrol, and receive foot patrol training during their Field Training as new officers. Cadets are non-sworn, unarmed and have no arrest powers, but can issue parking violations. Cadets wear light blue uniforms to distinguish them from the dark blue the officers wear. Courtesy Officers are volunteer civilians that have completed the KPD Civilian Academy, and wear a bright yellow shirt with a KPD ball cap.

Five officers assigned to the day shift with varying hours to allow for coverage from 7:00 AM to 6:00 PM. In the evenings, there are two officers from Friday to Monday and six officers from Tuesday to Friday, with hours varying from Noon to 2:00PM. Cadets work only on the day shift and focus on traffic control, parking tickets and addressing minor issues with citizens. The Courtesy Officers work a variety of self-selected hours, assist with traffic, act as a liaison between the public and the police and act as another set of eyes for the KPD.

The patrol areas of the foot patrols are, by design, small so that the officers can become familiar with the businesses and people in the patrol area. All patrols are single-officer patrols to allow for higher visibility. Officers are discouraged from congregating together. It is not permissible for officers to break for lunch between 11:00 AM and 1:00 PM, as these are the hours with the most pedestrian traffic. The small patrol areas allow for quick backup if needed. High visibility areas are considered priority assignments. Officers coordinate efforts with social service agencies and other city departments to address quality of life issues in the area. Officers assigned to the same area on a permanent basis enhance the stability of the initiative.

KPD assigns foot patrols out of the department headquarters rather than the two district stations. Officers are responsible for their entire area and handle all calls generated in their patrol area. This decision ensures that officers remain current on handle all types of calls, and helps to alleviate potential tensions with motorized patrols in the two districts. The department strives to have foot patrol officers viewed as “regular” officers who have both prevention and intervention responsibilities.

The department and the community assert that the program has been successful in reducing crime and quality of life concerns in the downtown area. The department credits “hard charging” supervisors with good communications skills for community interaction and the ability to hold officers accountable for their area of patrol as key element in the success of the effort. Officers volunteer for the beats, which appears to be a success factor in Knoxville. The combination of the type of supervisor and officers working the foot beats has allowed for a larger than typical span of control to be successful. It appears that officers with proper training, goals and direction have made an impact.

While there have not been any formal studies or data analysis done on the project, residents and business owners have publicly given positive feedback based on the initiative.

Lessons Learned

Knoxville presents a unique strategy for addressing crime in the downtown area. Proactively collaborating with the community and launching the Cadet and volunteer Courtesy Officer aspects of the strategy has allowed officers to concentrate on core policing issues. Additionally, foot patrols are viewed as equal to motor patrol and not an

elite unit that is exempted from responding to calls for service. With a patrol area that is small, the beat officers can manage both calls for service and community outreach.

Conclusions Foot Patrol Comparison Communities

Policing trends change based on current events and communities needs. Foot patrols, which have been a cornerstone of police activities since policing began as a profession, gain and lose popularity accordingly. A common thread of each of the comparison communities is the desire for residents and business owners to have a high level of police visibility. In the past, the issue of visibility often overshadowed the actual needs related to crime prevention and hot spot targeting. Recent efforts yielding both the desired end of visibility and reductions in crime rates is the result of well planned initiatives complemented with goals, objectives, training and awareness.

The review of the comparison communities also shows that continual assessment keeps strategies focused on current and changing needs. The use of non traditional police resources such as cadets and volunteers supplement police efforts and have successfully shifted non police community needs away from the sworn officers increasing the time officers can spend on patrol activities.

City of San Francisco Police Department

This section provides an overview of the San Francisco Police Department (SFPD), its operations, bureaus, districts, staffing and boundaries. The baseline information established in this report will be used in the final report.

The SFPD began operations on August 13, 1849. The department operated under a Chief, Captain, Deputy Captain, three Sergeants and thirty Officers. Today the department is staffed with 2,315 sworn and 322 civilians working in one of ten district stations or the department headquarters.

San Francisco Police Department Quick Facts

- Established 1849
- 2,315 Sworn Officers
- 322 Civilians
- 4 Bureaus
 - Administrative
 - Airport
 - Field Operations
 - Investigations
- 10 District Stations

Police Department Operations

The following describes the four main bureaus along with the functions of each and the subunits within each.²⁷

Administrative Bureau

The Administrative Bureau is responsible for providing support to other bureaus of SFPD, as well as other City agencies. The bureau is divided into eight units or divisions:

Behavioral Science Unit comprises the Employee Assistance Program, the Peer Support Program, the Critical Incident Response Team (CIRT), the Stress Unit, Catastrophic Illness Program, and the Chaplain's program. Its purpose is to provide support to members of SFPD.

Fiscal Division consists of the Budget, Accounting, Grant and Storekeeper/Supplies units. It oversees the entire SFPD budget and responds to audits from federal or state agencies.

Planning Division provides functional support to the department. It performs functions such as crime analysis, facilities maintenance, equipment repair, fleet management and written directives.

Technology Division provides informational system management, and informational technology and telecommunication support.

²⁷ Information from this section derived from www.sfgov.org and interviews.

Risk Management consists of the Legal Section, Management Control Section, Professional Standards Section and the Equal Employment Opportunity Section. It provides oversight and review of policies, procedure development, and compliance.

Staff Services Division includes the Medical Liaison Unit and Department Physician and is responsible for the maintenance and processing of the personnel files, payroll, performing background investigations of prospective sworn and non-sworn employees and Americans with Disabilities Act compliance.

Support Services Division consists of the Taxi Detail, the Permit Unit, and the Report Management Section. It regulates commercial vehicles, issues permits, and provides for data storage and property control.

Training and Education includes the Field Training Office and the Academy; these units train new police officer recruits, civilians and current sworn and non-sworn members of the department.

Airport Bureau

The Airport Bureau is responsible for the security and safety of the San Francisco International Airport. Besides providing basic police services, this bureau also oversees the airport's Transportation Security Administration (TSA) security plans and plays a critical role in the airport's emergency response capabilities. The airport is located 15 miles south of the City and County in the unincorporated County of San Mateo. The Traffic, Patrol, and Special Services provide law enforcement services for the airport.

Field Operations Bureau

The Field Operations Bureau (FOB) is responsible for the reduction of crime in the City. The bureau is divided into several different units. The Patrol Unit is split between two divisions: the Metro and the Golden Gate.

The *Metro Division* is comprised of five district stations encompassing downtown San Francisco. Areas and neighborhoods serviced include the Marina, Civic Center, North Beach, Chinatown, Tenderloin, South of Market, and the Mission district.

The *Golden Gate Division* is comprised of five district stations encompassing the outer areas and neighborhoods of San Francisco, and the Traffic Company. Areas and neighborhoods serviced include the Richmond, Sunset, Outer Mission, Ingleside, Excelsior, Bayview, and Hunter's Point.

In addition to the two primary divisions, there are specialty teams which support the districts.

Fugitive Recovery Enforcement Team (FRET) is responsible for apprehending fugitives. It works closely with federal and state agencies in tracking down criminals at large.

Homeland Security Unit—which previously operated as a separate bureau, and is now incorporated into the FOB—responds to the need for heightened security in the United States. It works closely with other agencies to enhance the overall security of the City.

Traffic Company is responsible for traffic law enforcement throughout the City. Its function includes the investigation of accidents and handling of traffic at special events.

Youth Services Unit is a program established to provide youths with an alternative to gang life.

Investigations Bureau

The Investigations Bureau is divided into five divisions:

Forensic Services Division consists of Computer Forensics Unit, Criminalistics Laboratory, Crime Scene Investigation, ID/Records Section, Photographic Unit, and Polygraph Unit. Its main function is to recover and process evidence.

Property Crimes Division consists of Auto Detail, Burglary, Fencing, Lost and Found, Financial Elder Abuse, Fraud, Hit and Run, and Neighborhood Investigation. Its main function is to investigate crimes such as auto theft, burglary, hit and run, felony DUI, fraud, and arson. The division is also responsible for recovering stolen property.

Personal Crimes Division consists of General Works, Homicide, Sexual Assault, Robbery, and Special Investigation Section. Its main function is to investigate serious crimes such as homicide, rape, and robbery, track down illegal firearms, and handle extradition of criminals. The Special Investigation Section is a special division that is responsible for investigating bomb threats, hate crimes, gang violence, and providing security detail to the Mayor.

Juvenile and Family Services Division investigates domestic violence, Internet crimes, and missing person cases.

Narcotic-Vice Division investigates trafficking of narcotics and other illicit vices around the city.

Working together under the Chief of Police and the command staff, collectively the bureaus work together to provide services needed citywide. Districts rely on the bureaus and specialty divisions for information sharing, support and logistics to address community needs and address crime and violence.

District Station - Patrol Strategies and Staffing

Authorized staffing at each district station includes one Captain, four Lieutenants and sixteen 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 137 in Southern District to a low of 65 in Richmond District in July of 2007. Special events such as demonstrations and baseball games often require officer reassignment from the district.

The district Captains handle the day to day command of the district. The Captains report to a Commander assigned to the Field Operations Bureau (FOB) located at Police Headquarters. The Commander of the FOB reports to the Deputy Chief of the FOB, who reports directly to the Chief of Police. During an absence of the Captain during scheduled hours, the senior on duty Lieutenant will fill in as an Acting Captain.

District Lieutenants assigned to either the day or evening watch and are responsible for that specific shift. A Lieutenant in each district designated as the Community Policing Lieutenant has responsibility for handling the community policing concerns in the district. Sergeants are assigned to each of the shifts with one Sergeant acting as the Administrative Sergeant.

The Officers work 10-hour shifts. The week officers work stagger, 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 include:

District Specialty Assignments

- 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 in sectors. Depending on the location, staffing and time of day there may be two officers assigned to a patrol car. Within the sectors there are areas designated as foot beats (beats). These beats are either one or two officer beats depending on location, staffing and time of day. With the exception of in the Tenderloin District, the beats cover a smaller area than the sector. The Tenderloin beats cover the same area as the sectors. The Board of Supervisors mandated beats in every district, either by number of hours required on the beats or specific patrol locations in two of the districts. In addition to the mandatory beats, many

of the districts have other beat locations. Staffing of the other beats occur everyday in some areas with others assigned according to staffing availability. If a mandatory beats is not filled, the Captains are required to file an Exception Report.

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 make the decision on what to focus on with the overtime funding.

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.

Foot Patrol Initiative History

Although the history of the foot patrols is not clearly defined, it appears that the San Francisco Police Department has used foot patrols in one form or another since its inception in August 1849. First hand knowledge of present SFPD officers confirms the existence of beats since at least 1970. In fact, numerous officers have pointed out that at one time those that were foot beat officers were coveted and held in high esteem. Foot beat officers traditionally sat in the first row at meetings held at the beginning of each shift as a sign of respect.

While there is little written history of the foot patrols, a few quotes from former Chiefs and information from Rules and Regulation manuals were contained in documentation provided by the department, notably the *"Principles and Guidelines for Foot Beat Patrol"*.²⁸

In the SFPD Rules and Regulations, page 18 of November 1, 1853 an order was issued that:

"Officers on street duty are required to perambulate their beats constantly during their tour of duty, keeping a vigilant watch for fires and offenses against persons and property, and against the public peace and dignity; and in no case shall leave their beats without permission."

"Officers on street duty are required to perambulate their beats constantly during their tour of duty, keeping a vigilant watch for fires and offenses against persons and property, and against the public peace and dignity; and in no case shall leave their beats without permission."

SFPD - 1853

Radio cars were introduced in 1919 and in 1921, Chief Daniel J. O'Brien stated "With our new automobiles I will revamp the system of our officers on the foot beat, by using a

²⁸ *"Principles and Guidelines for Foot Beat Patrol,"* developed by Lieutenant Joe Garrity, San Francisco Police Department.

more structured approach to combat problems in our neighborhoods and South of the Slot.”

In 1921, Captain Arthur Layne created a foot patrol initiative based on the Shorncliffe system – small scout patrols adapted from the military. Each squad had a Section Sergeant and seven officers. Officers were required to keep to a regular beat pattern. The beats covered an area of 1 to 1.5 miles. The Section Sergeant met with officers three times a shift, until the 1930s to check on officer well being and to provide supervision. In the 1930s, the call box was introduced. Officers were required to call the district station every two hours with location and box number, a practice that continued until 1975.

In 1943, Chief Charles Dullea, stated “With the large number of tourists and servicemen visiting our city during special events and our lack of officers during war time I will increase our visibility by adding more officers on foot to the beat.”

In 1968, former Police Chief Thomas Cahill described San Francisco Police Officers as, “a roving City Hall as they walked their beats in the neighborhoods to be one of the most important parts of district station policing and reduces the number of incidents requiring police intervention.”

In 1981, Chief Cornelius P. Murphy stated “My top priority is to decrease the incidence of on-street crime by increasing the visibility of our patrol force. I will assign more officers to district stations for foot patrol duty as soon as sufficient numbers of recruits graduate.”

In 2006, Chief Heather Fong was quoted as saying, “We have always been committed to foot patrols. It’s a matter of having the resources to do it and responding to calls for service.”

In the Fall of 2006, the San Francisco Board of Supervisors began the process to mandate foot patrols in the City. In January of 2007, the Board of Supervisors enacted the legislation.

Today beats are scattering through the city in both residential and business areas. The following lists the locations and unit identifiers of the beats as established by the Board of Supervisors and deemed “Priority Beats” by the San Francisco Police Department from January 1 – June 30, 2007:

Central

- Lombard Street / Montgomery to Washington and Taylor (3A42D)
- Green and Kearny to Bush and Jones (3A44B)
- Union Square, Bush to Montgomery, Geary to Taylor (3A46)

Southern

- 800 Block of Market (3B40A and 3B40D)
- 4th – 6th Street, Market to Folsom (3B43D)

Bayview

- San Bruno, Silliman to Mansell (3C44B and 3C44C)
- 3rd, Evans to Yosemite 3C42C (3C43B and 3C43C)

Mission

- 16th and Mission (3D45A)
- 24th and Mission, Lower 24th (3D44D)

Northern

- North Boundary Eddy St., South Boundary Haight St., East Boundary Buchanan St./Buchanan Mall, West Boundary Buchanan St./Buchanan Mall (3E48B, 3E48C and 3E48D)
- North Boundary Eddy St., South Boundary Eddy St., East Boundary Laguna St., West Boundary Steiner St. (3E49C and 3E49D)

Park

- Western Addition and Lower Haight; Geary, Pierce, Page and Broderick (3F44C and 3F44D)
- Upper Haight Street: Fell, Divisadero, Haight, Stanyan (3F43C)

Richmond

- Clement and Geary from 14th – 27th (3G44D)
- Clement and Geary, Arguello to Funston (3G43C)

Ingleside

- Lower Mission, Cesar Chavez to Richland (3H41D)
- Outer Mission, Silver to Geneva (3H44C)

Taraval

- Outer Judah, 44th to LaPlaya (3I43D)
- Inner Sunset, Irving Corridor, Irving, 19th – 27th Ave (3I41A)

Tenderloin

- Ellis from Market to Hyde (3J43B)
- Market, Hyde to Powell, UN Plaza, theaters, BART (3J41D)

Specific information on the districts and priority foot beats established as a result of the legislative mandate is discussed in the next section of this report.

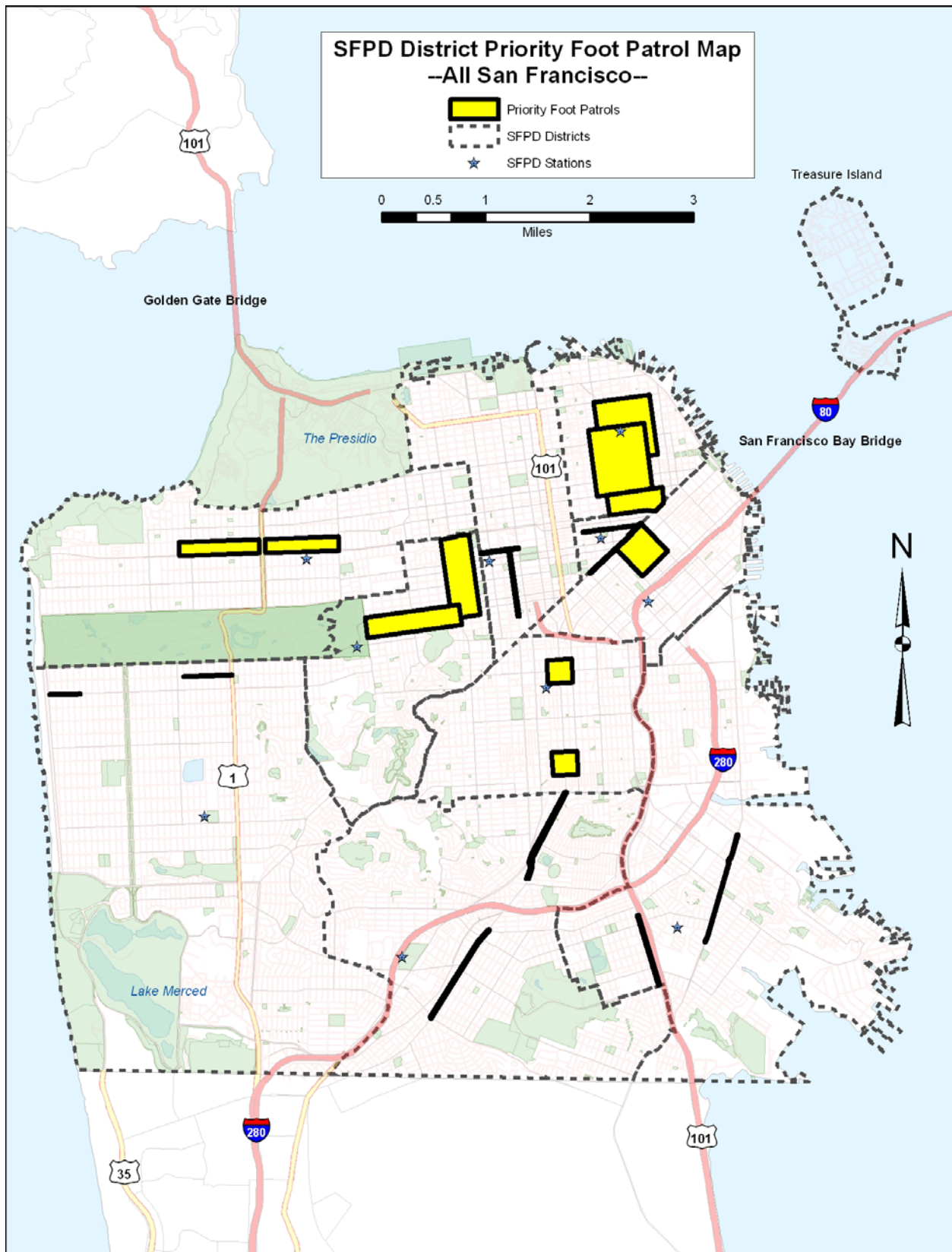
Police Districts and Foot Patrols

The City is divided into ten police districts each with its own demographics, features and landscape. The map on page 42 shows the current district boundary lines for each district, stations locations and the foot beats determined as priority beats as a result of the legislation in January 2007 and confirmed in October 2007. It is important to note that these beats do not include all foot beats in the City but rather those beats identified by the SFPD as the priority beats to be reviewed under the legislatively mandated evaluation. Following the citywide priority foot beat map are the district summaries and maps which show a more detailed view of the foot beats in each district.

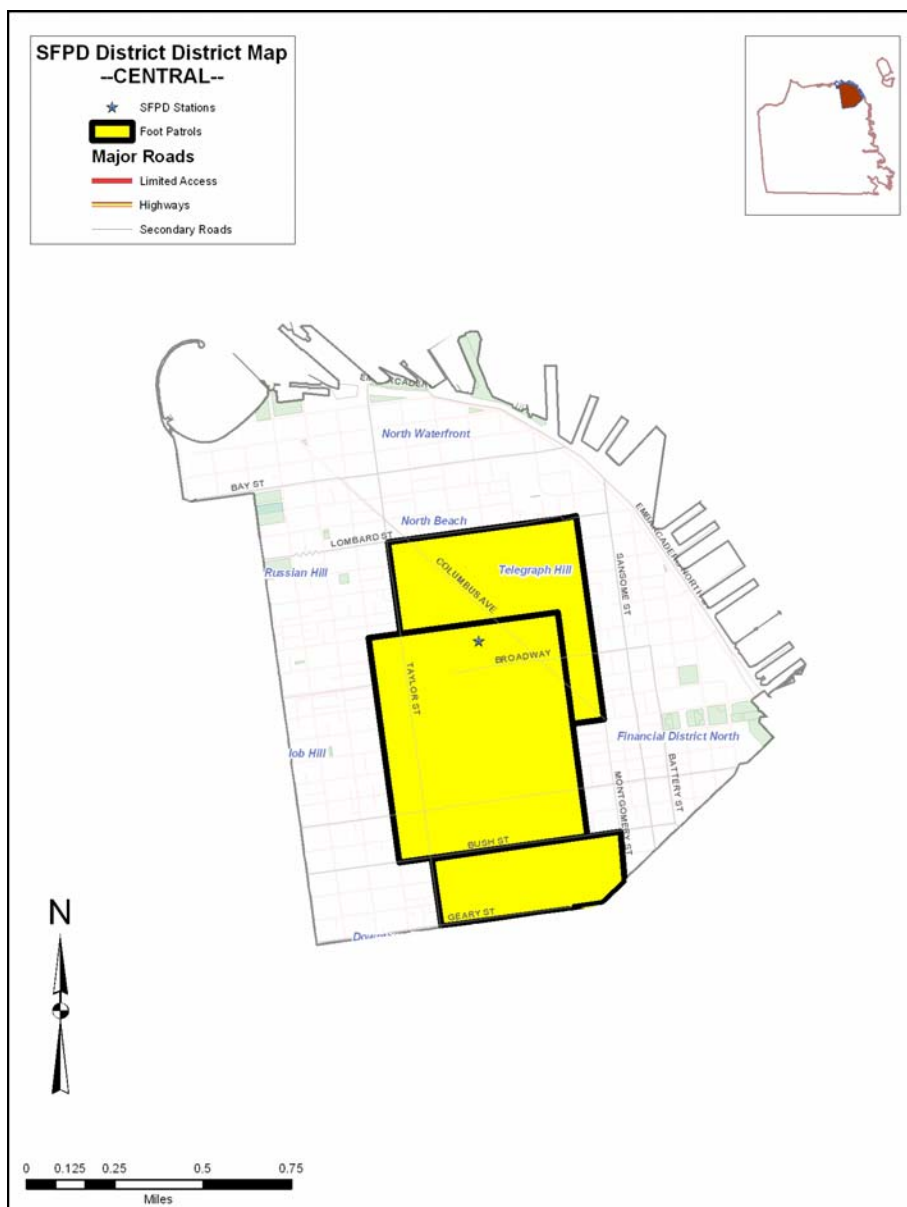
Citywide the total population for 2000 is 776,733 (estimated including the Presidio). Each neighborhood is unique in its composition and response needs. The population breakdown for each district shown on the chart below illustrates the diversity in the neighborhoods.

The table below illustrates a district-by-district breakdown of the population, excluding the Presidio.

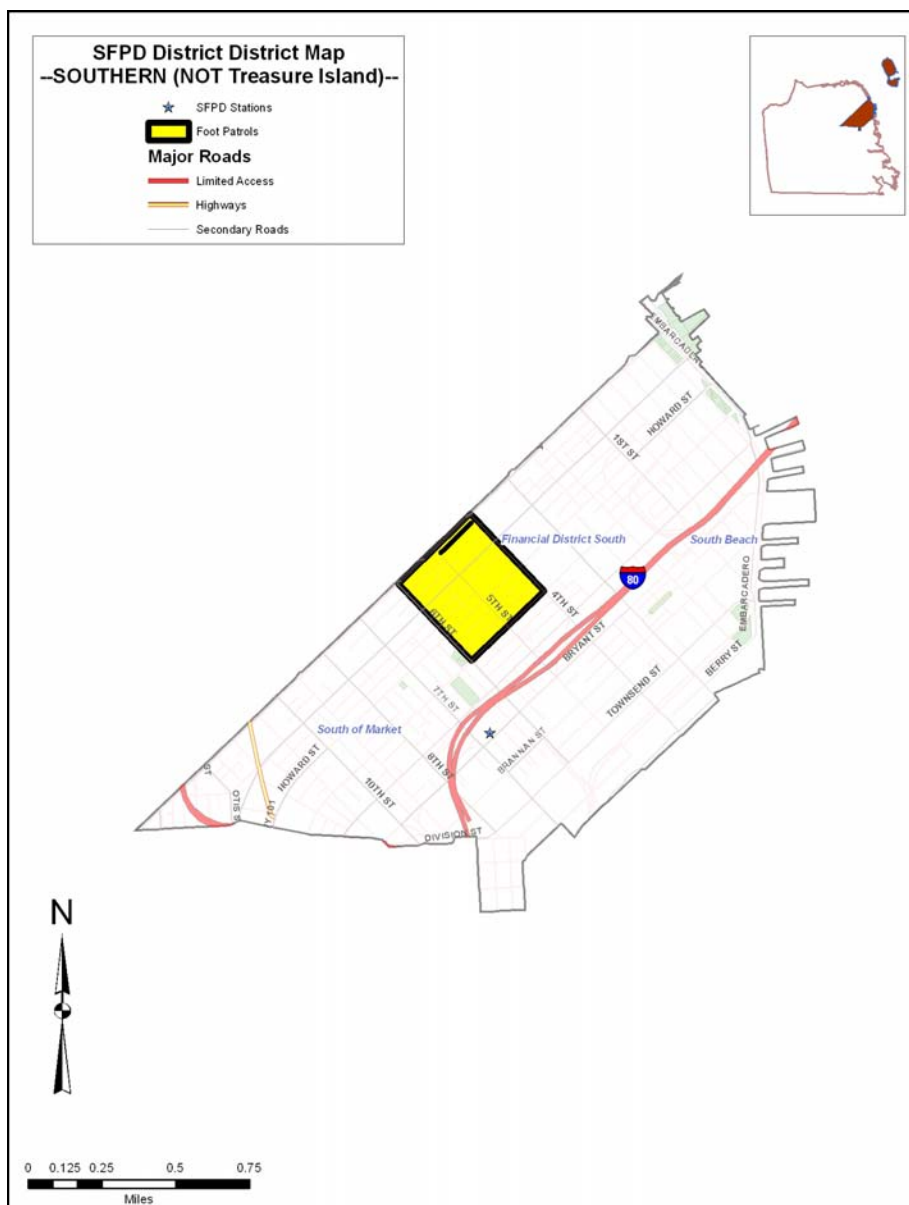
District Demographic Breakdown									
District	Population	Male	Female	Latino	White	black	American Indian	Other	Asian / Pacific Islander
Bayview	60,301	49.0%	51.0%	17.4%	18.8%	30.4%	0.8%	0.9%	31.7%
Central	69,276	50.7%	49.3%	5.0%	44.8%	2.0%	0.6%	1.0%	46.5%
Ingleside	132,328	49.6%	50.4%	26.4%	30.1%	6.3%	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%



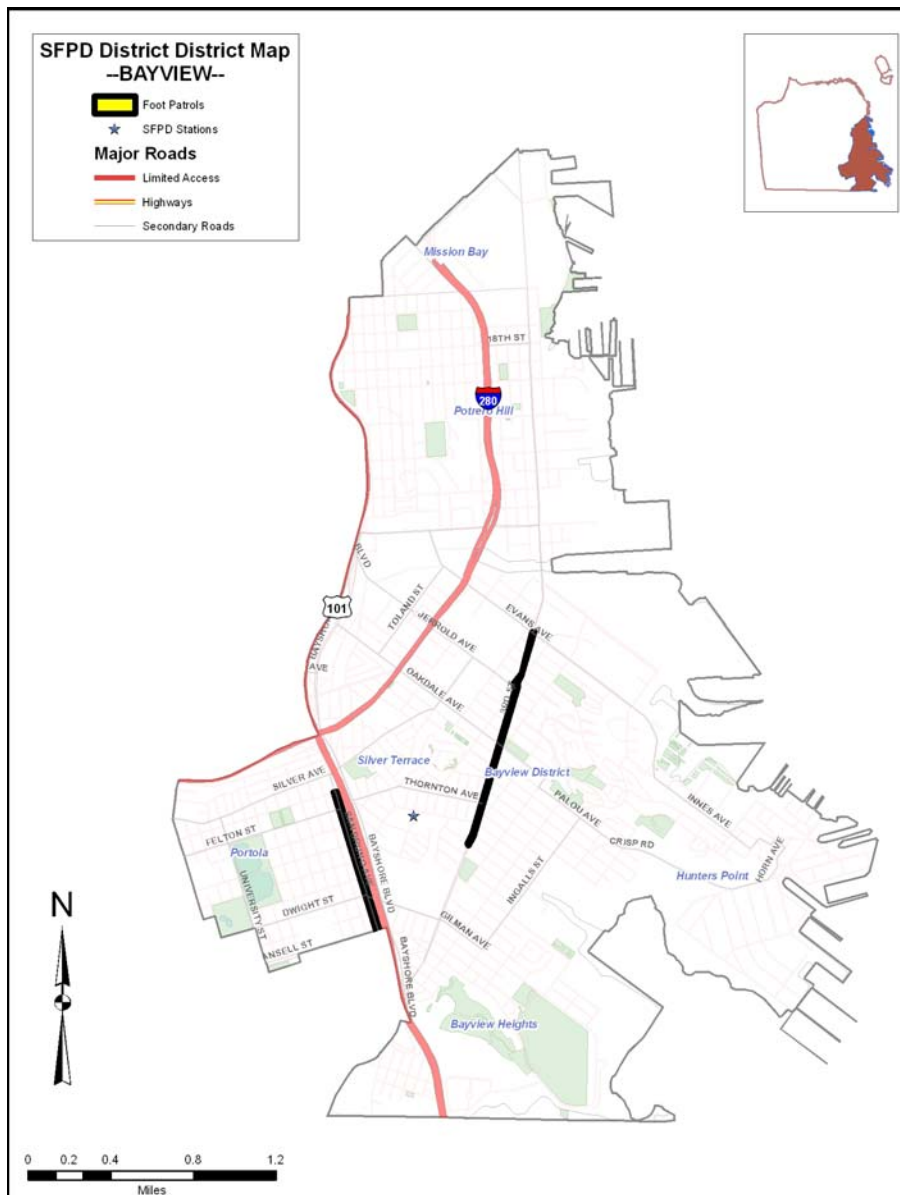
Central District, Company A, has a population of 69,276 and covers 4.1% of the landmass in the City. The area is both residential and tourist in nature. The district is comprised of many neighborhoods to include Downtown, Nob Hill, Russian Hill, Telegraph Hill, North Beach, Fisherman's Wharf and Chinatown. 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. The priority beats shown include: 3A42D, this beat is located in the North Beach area and is home to many restaurants and nightclubs; 3A44B, this beat is located in the heart of Chinatown the beat contains many small businesses and some residential units which during the daytime has congested pedestrian and vehicle traffic and 3A46, this beat is located in and an area of commercial, retail and financial establishments including Union Square.



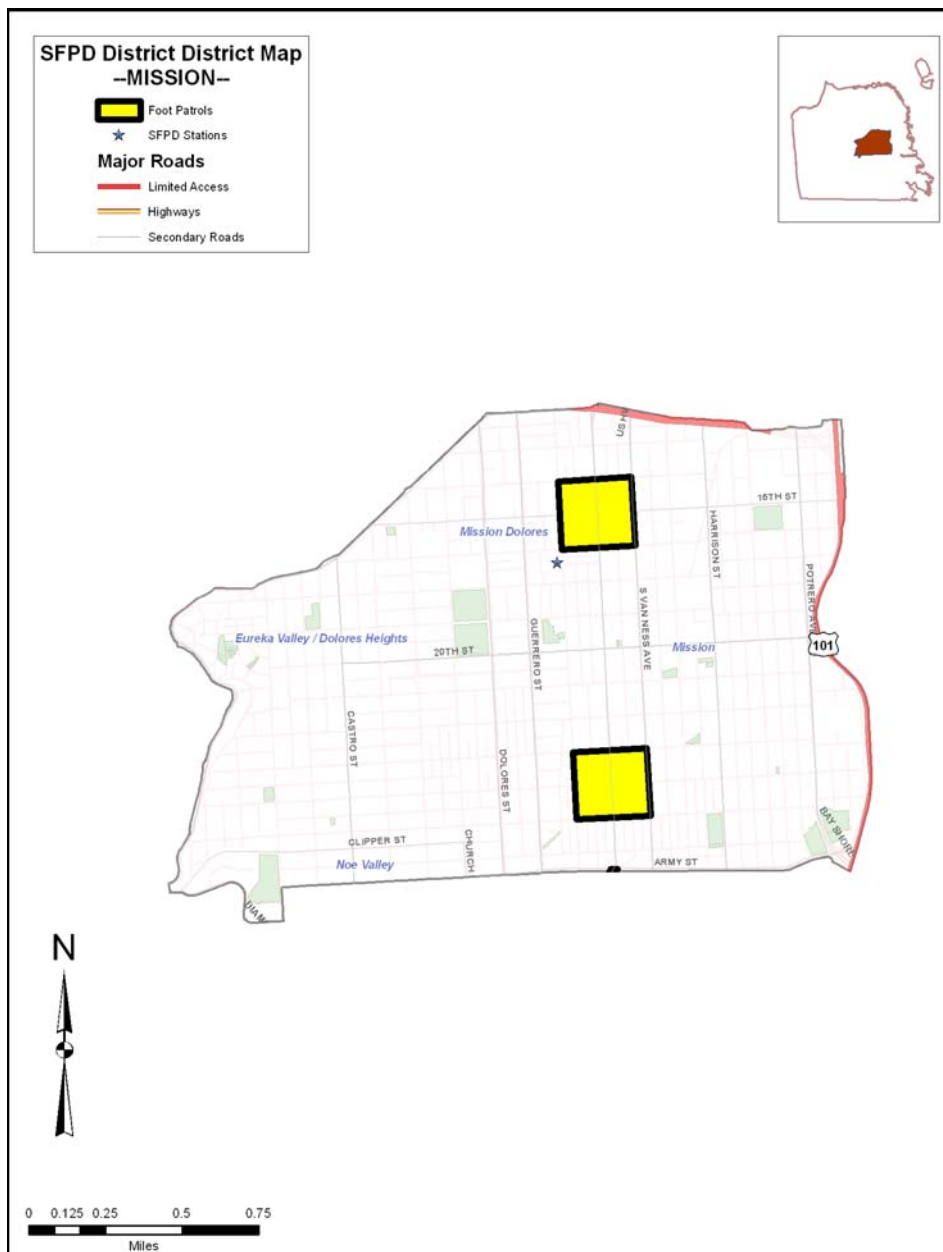
Southern District, Company B, has a population of 24,157 and covers 6.5% of the landmass in the City. The area is mixed-use, rapidly growing with some tourism. The district is comprised of many neighborhoods to include SOMA, South Beach and Treasure Island. New development includes the Towers in Eastern SOMA and Mixed-use in Western SOMA. The district contains 4 schools (public and private), and 24 community health and substance abuse clinics. Priority beats include: 3B40A and 3B40D; this beat is located in the 800 Block of Market Street and includes the popular tourist area of Powell and Market which is home to the Powell Street Cable Car turnaround and 3B43D; this beat is located south of Market Street in the area between 4th and 6th Streets consisting of mainly commercial establishments and several conference hotels.



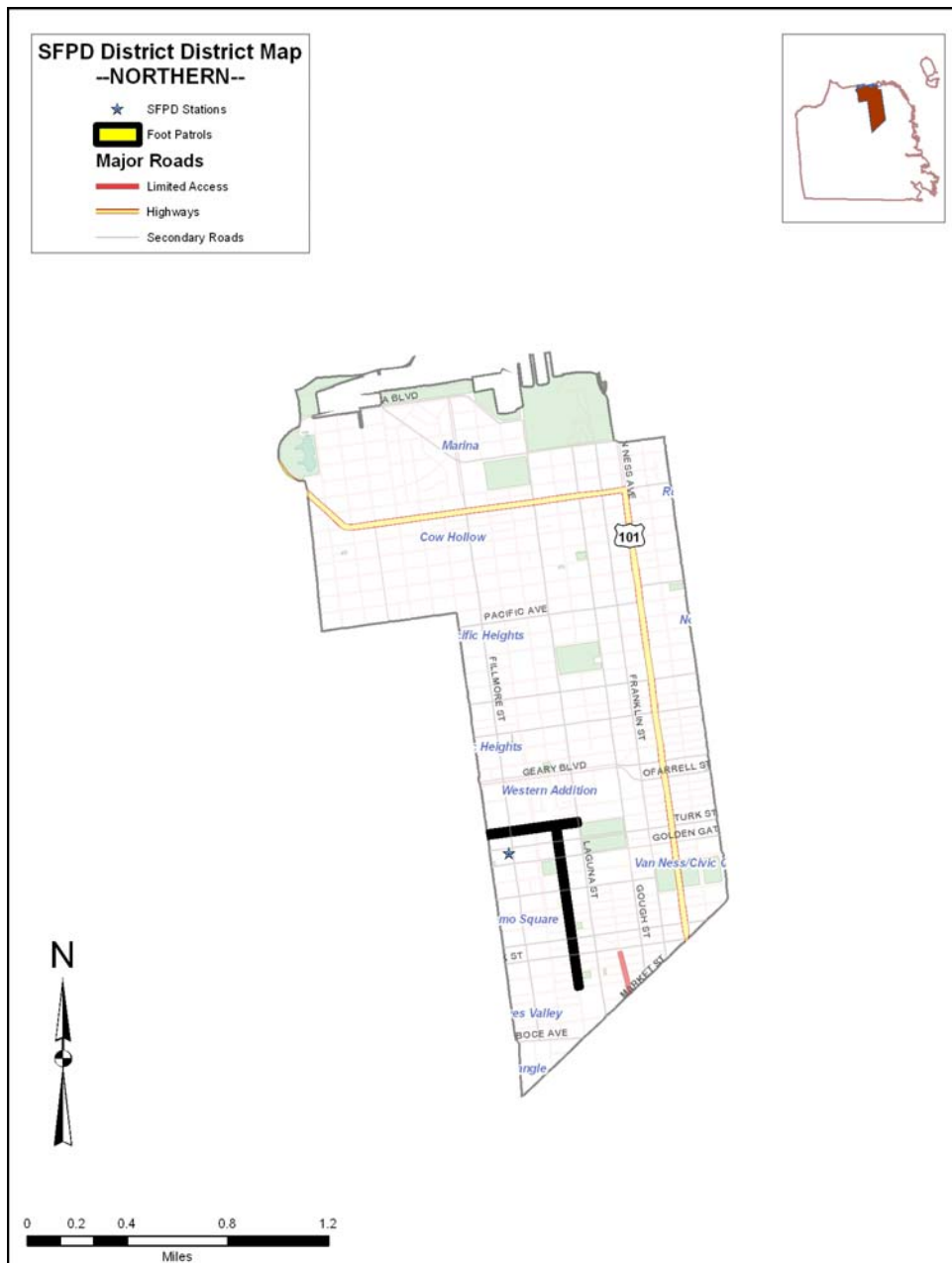
Bayview District, Company C, has a population of 60,301 and covers 17.5% of the landmass in the City. The area is mixed-use and highly segregated by race and zoning use. The district is comprised of many neighborhoods to include Bayview, Hunters Point, Silver Terrace, Potrero Hill, Mission Bay and Portola. 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. The priority beats include: 3C44B and 3C44C; this beat is located on the San Bruno Street corridor, a commercial area with some residential units and heavy traffic as it is a main north/south traffic route and 3C42C, 3C43B and 3C43C; this beat is located along the 3rd Street corridor and is also a major traffic route with many commercial locations and some residential units.



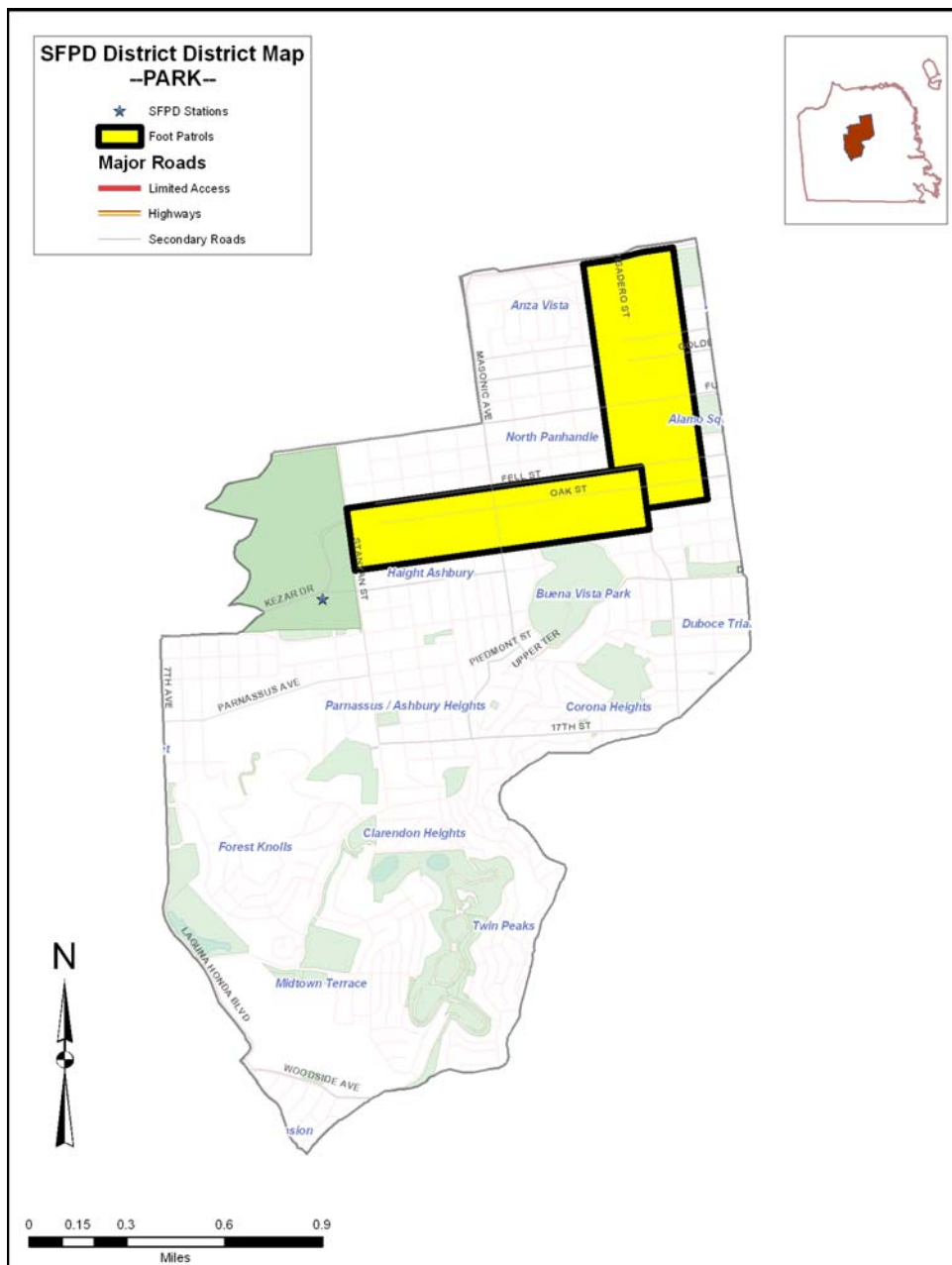
Mission District, Company D, has a population of 83,235 and covers 6.4% of the landmass in the City. The area is residential except the northeast section. The district is comprised of many neighborhoods to include Mission, Noe Valley, Dolores Heights and some of Castro. New development includes mixed-use along Mission St, 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. The priority beats include: 3D44D; This beat is located in the lower 24th Street area, which is a mixed residential and small local owned business area and 3D45A; this beat is located in the 16th Street and Mission Street area which is a mix of residential units and small locally owned businesses.



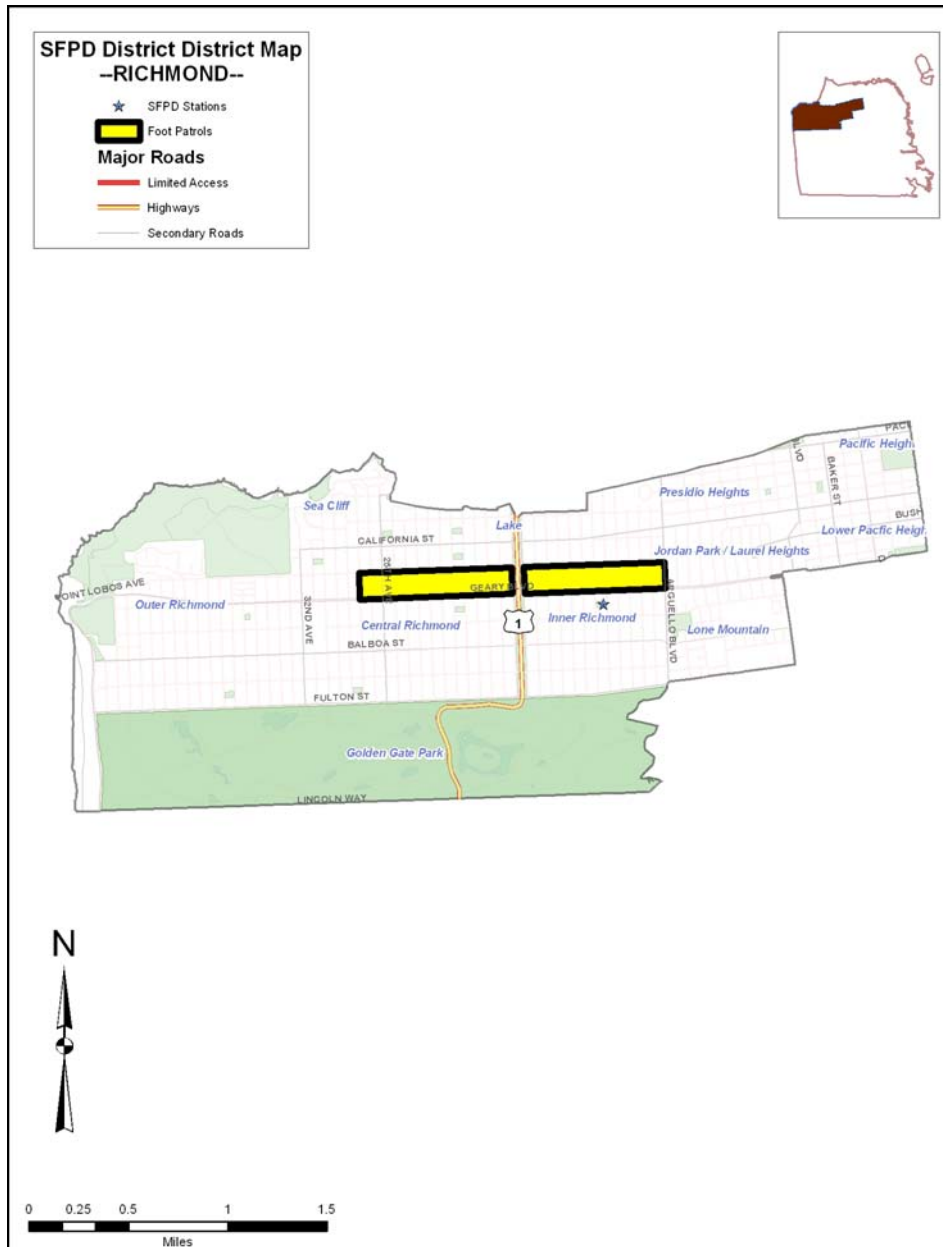
Northern District, Company E, has a population of 82,348 and covers 6.1% of the landmass in the City. The area includes mixed-use properties (south) and residential units (north). The district is comprised of many neighborhoods to include Civic Center, Pacific Heights, Cow Hollow and Marina. New development includes light mixed-use. The district contains 27 schools (public and private), one acute care hospital and 14 community health and substance abuse clinics. The priority beats include: 3E48, 3E48C and 3E48D; this beat is located in the area of Buchanan Street and consists of mostly residential units including public housing and local commercial establishments and 3E49C and 3E49D; this beat is located in the area of Eddy Street and consists mostly of residential units including public housing.



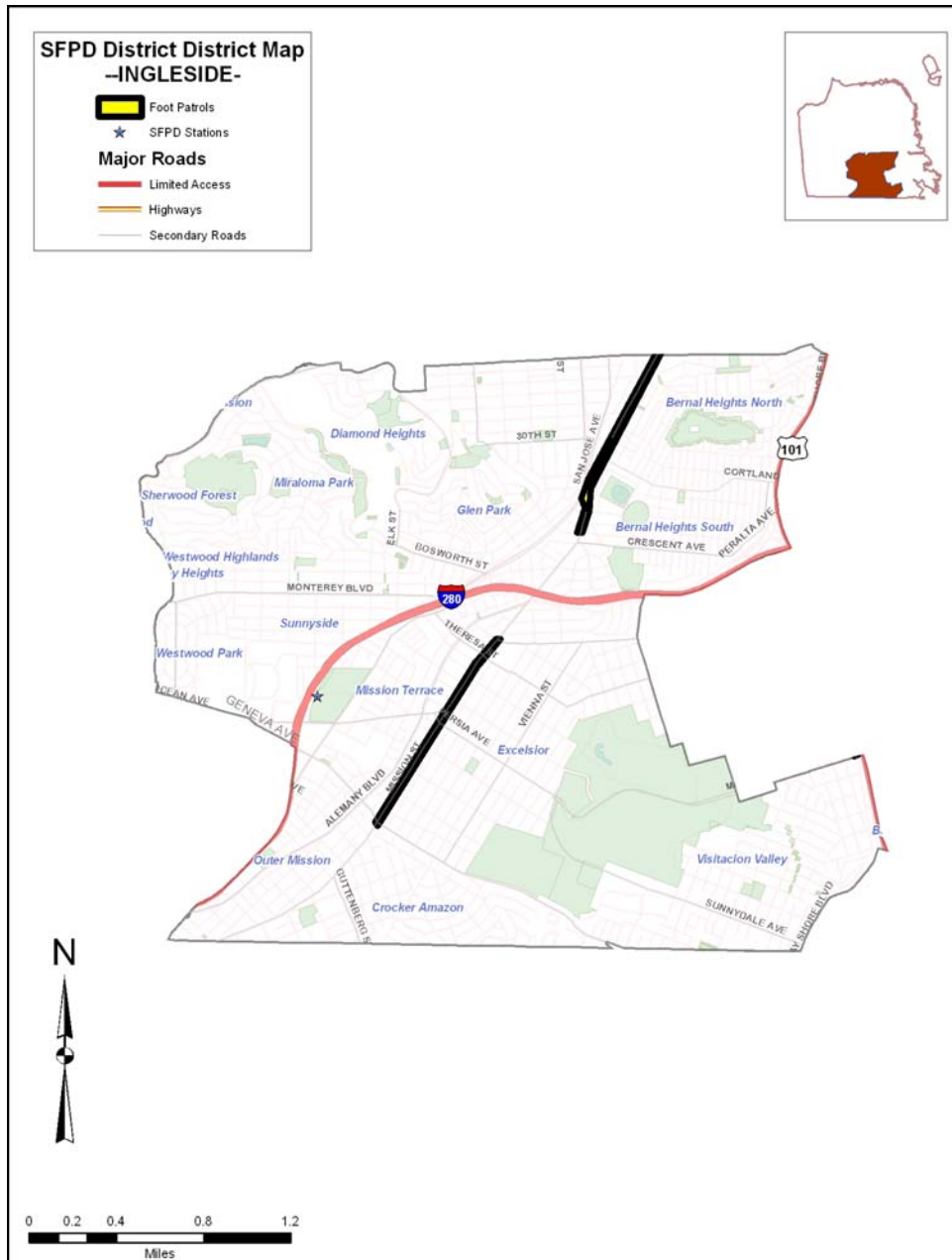
Park District, Company F, has a population of 59,572 and covers 6.7% of the landmass in the City. The area is mostly residential. The district is comprised of many neighborhoods to include Haight-Ashbury, North of Panhandle, West of Twin Peaks, Western Addition and some of Castro. New development includes light mixed-use. The district contains 17 schools (public and private); three acute care hospitals and 18 community health and substance abuse clinics. The priority beats include: 3F43C; this beat is located along the upper Haight Street area and is a mix of businesses and residential units and is also a tourist destination, the second beat is 3F44C and 3F44D; this beat is located in the Broderick and Scott Street area and has many residential units with some light commercial facilities.



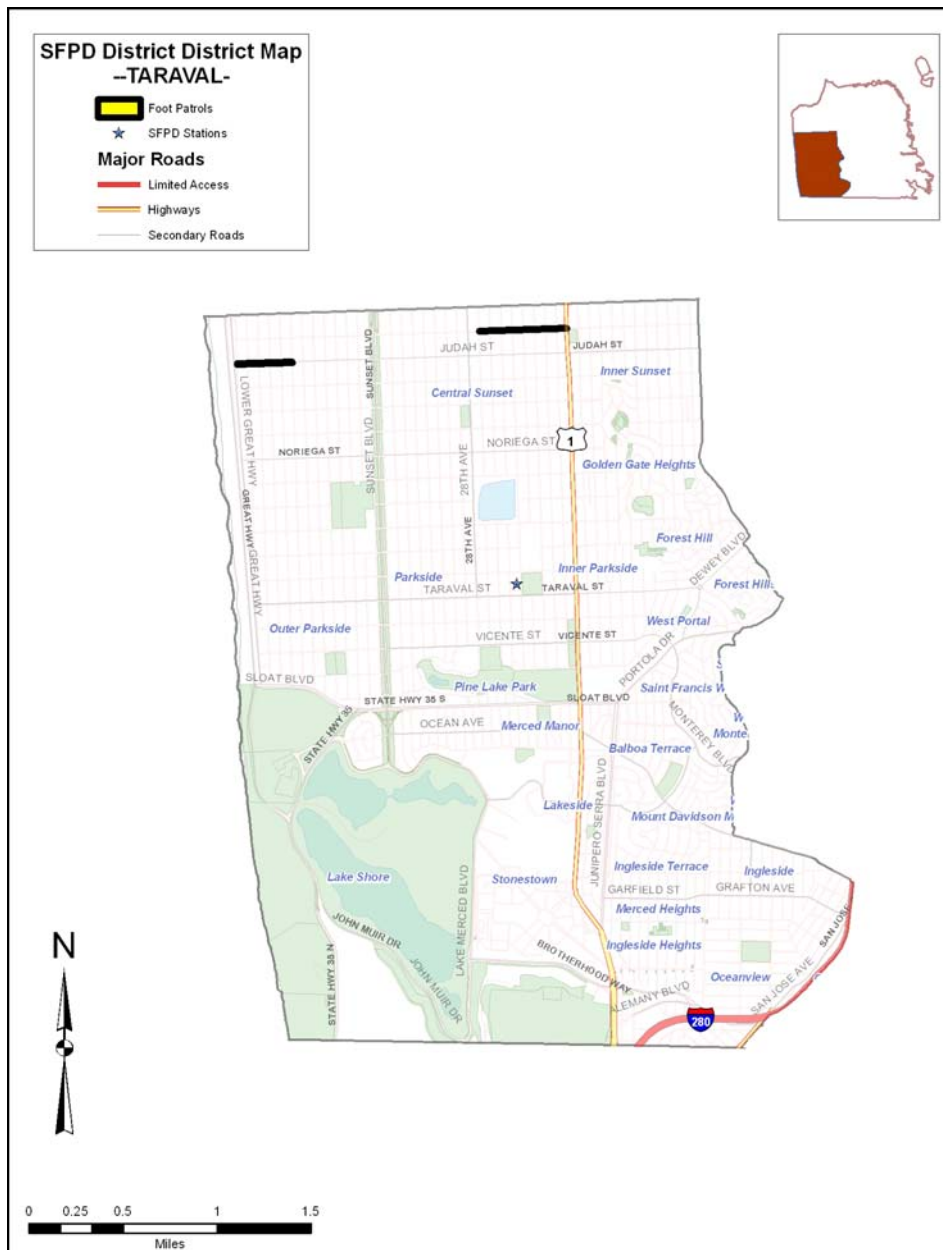
Richmond District, Company G, has a population of 93,693 and covers 12.7% of the landmass in the City. The area is mostly residential and Golden Gate Park. The district is comprised of many neighborhoods to include Richmond, Presidio Heights, Laurel Heights, Seacliff, and Golden Gate Park. There is very little new development. The district contains 35 schools (public and private), one acute care hospital and 9 community health and substance abuse clinics. The priority beats include: 3G43C; this beat is mostly commercial with heavy vehicle and pedestrian traffic and 3G44D; this beat area is mostly commercial with heavy vehicle traffic and includes some residential units mixed in among the commercial units.



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. The district contains 36 schools (public and private), one acute care hospital and 6 community health and substance abuse clinics. The priority beats include: 3H41D and 3H44C; both beats are in a heavy vehicle traffic area with light commercial and residential units.



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. The priority beats are 3I41A and 3I43D; both beats are located in an area of mixed light commercial and residential properties. The streets are heavily traveled as they are major east / west corridors leading to the Pacific Ocean.



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. The priority beats are 3J41D and 3J434B; both beats are located on streets with the SRO Hotels, small businesses and service agencies. The area has heavy pedestrian traffic and a large concentration of homeless individuals.



Implementation information on the foot patrols along with statistics information will be included in the final report. The data methodology section outlines which data elements will be reviewed and incorporated into the final report and mapped for each district and beat.

Data Methodology – Foot Patrol Pilot Program Evaluation

Methodology Overview

The evaluation is examining the existing SFPD Foot Patrols and future needs of foot patrols in the City. This analysis conducted using a range of available data sources from the City of San Francisco and the Police Department.

Crime, police activity and personnel data from the City of San Francisco are being used to conduct the comprehensive review of the police services for the City of San Francisco and each of the ten police districts. The process includes historical data related to staff allocations, the number of calls for service, the types of calls, response times, length of time on calls, department initiated activity and other relevant factors.

The quantitative datasets are used to supplement information gathered from the San Francisco community that includes perceptions of community members about crime and police services. The results of each of these assessments will supplement the findings of the best practice reviews during the final analysis.

The following describes the elements of the study and the specific methodology for each process.

Demographic Characteristics and Population Statistics

Demographic characteristic and population statistics are key components of this project and is the basis for the eventual determination of crime rates and ratios of law enforcement to population. District boundary maps subdivided to the smallest geographical area (city plots) allow detailed analysis of population characteristics. This demographic data will also be used to identify specific cultural needs, needs related to the age of the population, unemployment and economic characteristics, all factors with the potential to significantly impact the crime rate for an area.

Comprehensive demographic description of each district, sector and plot will be developed. The information for each geographic area will be used to determine a broad range of indicators related to police activities and services including crime rates and call

Elements Reviewed SFPD Foot Patrol Analysis

- Demographic Characteristics
- Population Statistics
- Mapping
- Calls for Service
- Staffing Levels
- Community Input
- Department Input

load per population. This demographic information derived from multiple sources including the United States Bureau of the Census and the State of California Department of Finance. This information will be compiled to the plot level when available.

Mapping

Detailed maps of the City of San Francisco will show the existing district and sector boundaries, the relationship between district boundaries, foot beats and plots, census tracts and zip codes in the City of San Francisco. These detailed maps will be used to characterize the existing geographic areas of the city and their link to police operations. These maps will be used as a baseline for the evaluation and potential restructuring of the District boundaries.

The maps will be used to determine the following information:

- Natural or constructed features, such as hills, parks, waterways, transit lines, or residential or commercial developments.
- Police patrol travel patterns (major thoroughfares)
- Quality of the roadway system within the city limits
- Existing natural boundaries and patterns within San Francisco neighborhoods

As available, this information will be used to determine factors directly influencing the types of crimes, response time for officers, access to police facilities, access to a district by officers from neighboring districts in the event of a critical situation and other relevant factors. This information is also a source of other relevant issues such as current and potential coordination between collaborative law enforcement agencies, city service providers, and community organizations responsible in the efforts to prevent crime and violence. Finally, the maps provide a visual for the location of beats.

Project Data Request

A data request was developed in collaboration with the City of San Francisco Controller's Office. The request was formally submitted in July, 2007 for delivery in August 2007. The official request sought information from the following datasets maintained by the City of San Francisco and the San Francisco Police Department. The data sources include:

- *Computer Aided Dispatch (CAD) Data*: This dataset includes information related to calls for service received by the SFPD.
- *Crime Reporting (CABLE) Data*: This data set details the offense reporting made to police officers in the city.
- *10-7 (markout) Data*: This data set details the officer-initiated activities for the SFPD.
- *Human Resources (HRMS) Data*: Human Resources information that details the staffing distribution and staffing of each district and sector within the SFPD.

- *Traffic Division Data*: Traffic Data provides specific information regarding the activities of the Division that are not tracked in the CABLE system.
- *Exception Reports*: The exception reports state the reason why foot beats were not staffed on any given day.
- *509 Forms*: The 509 forms log issues and community contacts as part of the Community Policing efforts of the SFPD.

Data Preparation

Data requests filled by the City of San Francisco were organized by year in and information type. The compressed datasets were extracted, converted to text format and imported to SPSS analysis software. Data from all years that are available has been recoded, cleaned and is currently undergoing analysis for consistency. Override data from the CAD files has been filtered and sorted to separate SPSS files for data storage and later analysis. Data sets have been geocoded to the plot and zip code level using the associated geospatial x and y coordinates and are currently residing on the PSSG computer server.

Data Analysis – Frequencies

A frequency analysis is in progress on “cleaned” records to determine how often, when and where crime is taking place and when shifts are filled. Filters were set to isolate District calls involving vehicle units from foot patrol records and each set will be analyzed for the following information:

- Call types
- Districts
- Reporting District
- Location type
- Primary Unit
- Disposition
- Final call type
- Priority
- Day of the Week
- Watch/shift

A similar frequency analysis will be conducted on the “cleaned” 10-7 records. Filters were set to isolate district calls involving vehicle units from foot patrol records and each set was analyzed for the following fields:

- Activity
- District
- Reporting District
- Location type
- Primary Unit

- Disposition
- Priority
- Day of the Week
- Watch (shift)

A third frequency analysis is scheduled for the “cleaned” CABLE records. Filters will be set to isolate district calls involving vehicle units from foot patrol records and each set will be analyzed to the same standards and criteria as the CAD data:

- Incident Code
- Weapon Used
- District
- Plot
- Premise Type
- Premise number
- Suffix
- Address Type
- Role in Incident-Victim
- Role in Incident-Reportee
- Race
- Sex

Finally, a frequency analysis is underway on the “cleaned” HRMS records. Filters are set to isolate district calls involving vehicle units from foot patrol records and each set will be analyzed for the following fields:

- Shift ID
- Scheduled date (duty time, holiday, vacation, sick time or other category)
- Scheduled detail

Data Analysis - Department Records

CAD, 10-7 and CABLE data sets are being examined for police and criminal activity. The analysis is looking at multiple levels of geographic complexity ranging from the district level to the city’s plot level. Using demographic data for the specific geographic regions, the analysis will examine the rates of occurrence as well as trends in activity that have occurred during the previous five years (2002-2006) in addition to the first six months of 2007.

City, Community and Department Input

Using data compiled from community meetings, public hearings, surveys of community members and city employees, coupled with formal interviews, the analysis by district

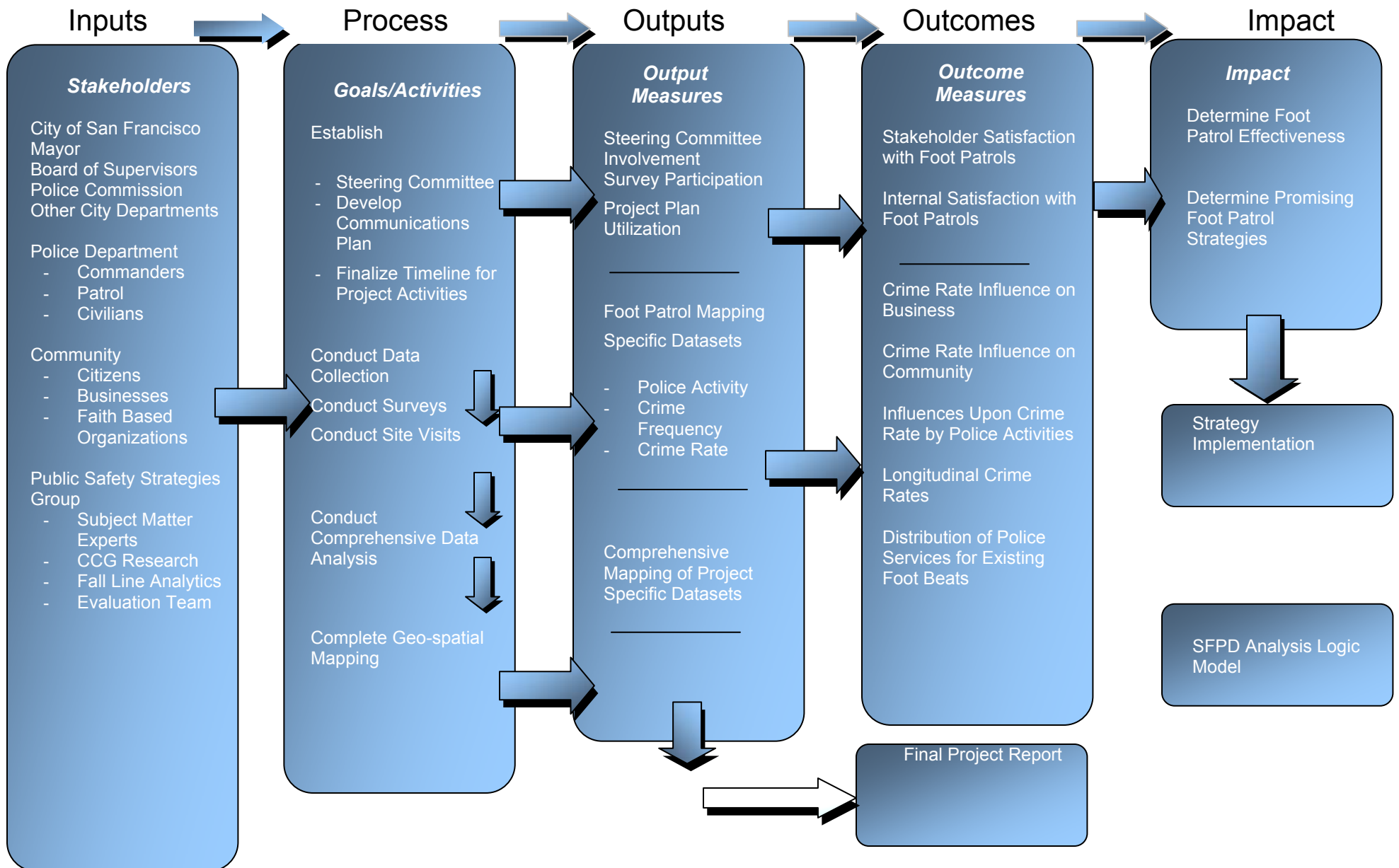
and at large collected qualitative information about the perceptions and opinions of the community related to the service delivered by the San Francisco Police Department. During the process, information is being collected for the assessment that will address issues related to:

- Adequacy of beat staffing
- Police response times
- Satisfaction with service
- Community safety
- Officer safety
- Police responses to recurring criminal activities
- Officer / community interactions
- Administration responses to community concerns
- Police responses to residential crimes
- Police responses to business crimes

Information from the data collection activities will be compiled into appropriate datasets, codified and analyzed. The analysis, with input data collected during the surveys and interviews, aggregate score responses and calculated frequencies of responses (with mean values) for matching to established geographic areas.

Results of the analysis will be included in the final report and will provide a baseline for recommendations for future initiatives. The process for the project follows the logic model outlined on the next page.

Figure 1 Foot Patrol Analysis Logic Model



Conclusions

Foot patrols are an integral component of an overall policing strategy. Over the years, departments in the United States and internationally have been adjusting foot patrol implementation strategies to determine the best approach for the inclusion of the tactic in policing approaches.

While the early studies in Flint, Michigan and Newark, New Jersey showed impacts on the perception of safety with some changes in overall crime, the modern approaches of cities that are integrating foot patrols into data and results driven strategies appear to be making significant differences in crime rates and the enhanced perceptions of safety.

Foot patrols appear to be re-emerging as a viable strategy to address specific issues as part of an integrated and focused plan in agencies of all sizes in the United States. Internationally, agencies are mandated to include foot patrols into neighborhood policing strategies. The implementation of foot patrols varies based on community needs and current policing trends. While cyclical in the use of foot patrols, departments are continually striving to develop approaches to crime that are proactive and innovation. Research shows that communities are receptive to foot patrols and believe them to be an important component of an agency. Lessons learned from previous attempts can assist departments with structuring specific initiatives in their own municipalities.

The final report will apply the lessons learned to the City of San Francisco, the Police Department and specifically to the foot beat implementation. Analysis of public and department input gathered during the interviews and focus groups will be summarized and strategies outlined to focus on the needs of all stakeholders. The impact of foot patrols on the operations of the department will be captured to provide a framework for operations and its impact on radio car staffing and crime. Finally, a set of recommendations, tailored to the City of San Francisco will be provided for consideration regarding future implementation of foot beats.

Attachment 1

CHAPTER 10A: PILOT FOOT PATROL PROGRAM

Section 2. The San Francisco Administrative Code is hereby amended by adding Section 10A.1, to read as follows:

Sec. 10A.1. PILOT FOOT PATROL PROGRAM.

(a) Foot Patrols at Park. Northern, Tenderloin, Mission, Ingleside, Taraval, Southern, Central, Richmond and Bayview Stations.

(1) The officer in charge at Park Police Station shall assign no fewer than one officer in two of the three daily watches (days, swing, nights), for a total of two officers per twenty-four hour period, or an officer or officers for the equivalent number of hours, to walk a foot beat. The officer in charge shall select from among the following foot beats, based on his or her assessment of the most critical and immediate need for a physical police presence to address and prevent crime. Officers shall walk in the following neighborhoods. Streets and locations are provided solely for the purpose of describing the neighborhoods. Foot beat officers are not required to walk on all the listed streets, and may walk on other streets within the general area of the neighborhood.

(A) WESTERN ADDITION (Park Station 1): bounded by Geary Blvd. on the North, Pierce St. on the East, Page St. on the South, and Broderick St. on the West, with particular attention to Kimbell Playground, and Alamo Square.

(B) HAIGHT, UPPER MARKET, PANHANDLE (Park Station 2): bounded by Fell St. on the North, Divisadero St. on the East, Haight St. on the South, and Stanyan St. on the West, with particular attention to Kezar Dr., Alvord Lake, Buena Vista Park and Panhandle Park.

(C) INNER SUNSET (Park Station 3): bounded by Lincoln Way on the North, 3rd Avenue on the East, Parnassus St. on the South, and 10th Avenue on the West.

(The Captains of Park and Taraval Stations shall consult with each other at least once per week, or more frequently as needed, regarding foot patrol coverage for the Inner Sunset commercial and residential corridor.)

(2) The officer in charge at Northern Police Station shall assign no fewer than one officer in two of the three daily watches (days, swing, nights), for a total of two officers per twenty-four hour period, or an officer or officers for the equivalent number of hours, to walk a foot beat. The officer in charge shall select from among the following foot beats, based on his or her assessment of the most critical and immediate need for a physical police presence to address and prevent crime:. Officers shall walk in the following neighborhoods. Streets and locations are provided solely for the purpose of describing the neighborhoods. Foot beat officers are not required to walk on all the listed streets, and may walk on other streets within the general area of the neighborhood.

(A) HAYES VALLEY (Northern Station 1): bounded by Fulton St. on the North, Gough St. on the East, Hayes St. on the South , and Fillmore St. on the West, with particular attention to Rose Page mini-park and the Hayes Valley Community Center.

(B) WESTERN ADDITION (Northern Station 2): bounded by Geary St. on the North, Laguna St. on the East, McAllister St. on the South, and Pierce St. on the West, with particular attention to Rosa Parks Elementary School and Senior Center, the Buchanan St. Mall, Ella Hill Hutch Community Center, the African-American Arts & Cultural Center, Jefferson Park, Fillmore-Turk mini-park, Jefferson Square, Hayward Playground and Buchanan YMCA.

(C) LOWER HAIGHT (Northern Station 3): bounded by Page St. on the North, Laguna St. on the East, Laussat St. on the South, and Divisadero St. on the West, with particular attention to Koshland Park.

(D) JAPANTOWN (Northern Station 4): bounded by Post St. on the North, Laguna St. on the East, Geary Blvd. on the South and Scott St. on the West, with

particular attention to the Japantown Cultural & Trade Center, Hamilton Recreation Center & Playground, and Japanese Peace Plaza.

(3) The officer in charge at the Tenderloin, Mission, Ingleside, Taraval, Southern, Central, Richmond and Bayview Police Stations shall assign to a foot beat no fewer than one officer in two of the three daily watches (days, swing, nights), for a total of two officers per twenty-four hour period, or an officer or officers for the equivalent number of hours, at each station. The officer in charge shall select the area to be covered by the foot beat, based on his or her assessment of the most critical and immediate need for a physical police presence to address and prevent crime.

(4) The Captains of each of the District Stations shall consult with each other at least once per week, or more frequently as needed, regarding crime and crime trends within the areas covered by their respective stations. The Captains shall take information gained from these consultations into account, and shall coordinate with each other, in determining which beats, during which watches, to staff.

(5) The officer in charge at each of the District Stations shall staff the foot beats described above, except where an emergency prevents such staffing. Foot patrol officers shall not be called off their foot beat except in an emergency. If a foot patrol that is required by this ordinance is not staffed or is shortened due to a foot patrol officer being called off his or her beat, the Station Captain shall make a report, in writing, to the Chief of Police. The report shall include the beat not staffed or shortened by the call-off of the assigned officer, and the reasons therefore.

(6) The Police Department, in its discretion, may staff a foot beat with two or more officers, where additional staffing would increase officer safety or enhance the effectiveness of the foot patrol.

(7) Notwithstanding the detailed street descriptions in Sections 10A.1(a)(1) and 10A.1(a)(2), above, the officers in charge at Park and Northern Stations during any shift in which a foot patrol is staffed shall have discretion to determine the specific route

based on community needs and evolving or emerging patterns of criminal activity or suspected criminal activity.

(b) Requirements for Officers and Supervisors. Foot patrols shall be managed to identify and reduce the incidence of crime in the areas most heavily impacted by crime.

(1) Officers assigned to foot patrols shall:

(A) Make every effort to be known in the community through constant interactions with residents. In particular, officers on foot patrol should establish a periodic physical police presence at schools, community centers, senior centers, homeless shelters, churches and other places of worship, housing authority developments, after school program locations, and other locations where seniors, children and youth gather.

(B) Identify and address crime and nuisance problems that impact the quality of life and the level of fear of neighborhood residents. Foot patrol officers should work with neighborhood residents and City agencies to identify and eliminate any structural, physical, or other features that may hide or encourage crime or criminal activity.

(C) Foster collaboration and open communication between police officers and community members, including neighborhood groups, merchants, faith-based groups, schools, and neighborhood leaders.

(D) Encourage residents' involvement in activities that contribute to crime prevention, including neighborhood watch activities, neighborhood clean-up and beautification, and crime prevention educational programs.

(2) The Captains at each of the District Stations, and other commissioned officers as appropriate, shall:

(A) Work with foot patrol officers and the community to develop policing priorities and strategies – including prevention, intervention and enforcement – that are specific to the neighborhood and the needs of its residents.

(B) Assist in the recruitment, orientation, training and evaluation of officers assigned to foot patrols.

(C) Establish and oversee the reporting and tracking systems required by this Section.

(c) Citywide study, Reporting and Review.

(1) The Police Department shall compile data regarding all reported crime within the foot beats described in Section 10A.1(a), by type, during the one year period of this pilot program. The Captains at each of the District Stations shall also keep detailed records of the foot beats actually staffed, including time, date and officer or officers assigned.

The Police Department shall compile and maintain records of (i) redeployment or reassignment of staff between stations, or from sector cars to foot patrols within a station, in response to the requirements of this ordinance, and (ii) response times to priority calls for service (A and B calls) each of the District Stations, during the one year period of this pilot program.

The Captains at each of the District Stations shall report the data on the incidence of crime, the staffing of foot beats and response times to calls for service, at each monthly community meeting held in the District Station.

(2) Six months and one year from the operative date of this ordinance, the Police Department shall submit to the Board of Supervisors, the Police Commission and the Mayor's Office of Criminal Justice a comprehensive report analyzing the effectiveness of this pilot program in reducing crime within the areas described by the foot beats in Section 10A.1(a). The report shall include:

(A) all reported incidents of crime within those foot beats, by type, during the reporting period, compared with a relevant period prior to establishment of this pilot program,

(B) an analysis of the actual staffing of the beats during the reporting period.,

(C) an analysis of response times to priority calls for service (A and B calls) during the reporting period, compared with a relevant period prior to the establishment of this pilot program, and

(D) an analysis of the rate of crime throughout the City, compared with a relevant period prior to the establishment of this pilot program.

In addition, at six months and one year from the operative date of this ordinance, the Mayor's Office of Criminal Justice shall submit to the Board of Supervisors and the Police Commission a comprehensive community survey on public safety issues, such as the Community Survey on Public Safety developed and implemented by the San Francisco Safety Network.

(3) The Police Department, in consultation with the Controller's Office and the Mayor's Office of Criminal Justice, shall engage in a comprehensive study of the need for and the efficacy of foot patrols throughout all areas of the City. With an emphasis on areas experiencing high incidents of crime, and in particular violent crime, the Police Department shall identify those foot patrols that will best serve the goal of deterring crime and enhancing police-community relations. There shall be at least one foot beat in the area covered by each and every District Station. The Police Department shall report its findings to the Board of Supervisors and the Police Commission as part of the six-month report required by Section 10A.1(c)(2). The Board of Supervisors shall hold a hearing on the feasibility of adopting a Citywide foot patrol program.

(d) General Welfare Clause. In undertaking the enforcement of this ordinance, the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

(e) One-Year Sunset. This ordinance shall expire by operation of law one year from the operative date of the ordinance. Upon the expiration of this ordinance, the City Attorney shall cause it to be removed from the published code.

(f) Operative Date. This ordinance shall become operative on January 1, 2007.

Attachment 2

The following is the table of contents from the Foot Patrol Training manual COMMUNITY POLICING: Training Issues as developed by Robert Trojanowicz and Joanne Belknap at the National Center for Community Policing School of Criminal Justice at Michigan State University

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- Special Interests

- Legal Liability

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