



# **District Station Boundary Assessment**

## **National Strategies and an Overview of the San Francisco Police Department**

*Interim Report*

*Prepared for:*  
**The City and County of San Francisco**

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## Introduction

The objective of this project is to fulfill the legislative mandate set forth by the San Francisco Board of Supervisors (Administrative Code Sec.2A.86) to conduct a comprehensive review of the existing San Francisco police district boundaries and make recommendations for adjustments, as appropriate. The complete language issued by the Board of Supervisors is contained in Attachment 1.

This interim report provides a review of the purpose of district station boundary assessment and strategies implemented in several police organizations. In addition to background information on the project and the City of San Francisco, the report contains four sections devoted to the discussion of the district boundaries and the evaluation process. The four sections include:

- National Strategies for District Boundary Assessments,
- Comparison Communities for District Alignment and Assessment,
- The City of San Francisco Police Department, and
- Methodology used in the District Station Boundaries Analysis.

### Interim Report Components:

National Strategies for District Boundary Assessment

Comparison Communities for District Boundaries

City of San Francisco Police Department

Data Methodology – District Station Boundaries Analysis

The sections presented in this report provide an overview of the concept of district boundary assessment and its role in policing. Summaries of the primary sections contained in the report are below:

### ***National Strategies for District Boundary Assessment***

This section describes key elements used in reviewing district boundaries based on qualitative and quantitative data. Agencies countrywide undertake the process of reviewing district boundaries and patrol allocation for a variety of reasons ranging from changing demographics, rising crime rates, dwindling forces, equalizing workload and stabilizing span of control. Information used during boundary assessments include workload assessments, time allocation, response time standards, supervision style / span of control and community and geographic factors.

### ***Comparison Communities for District Boundary Assessment***

This section details the implementation strategies employed by five communities in their efforts to balance workloads, address response times, appropriately utilize resources and address community needs. The five communities selected are relevant to San Francisco due to community similarities, reasons for boundary realignment or strategic approaches

used. Each offer lessons learned through which San Francisco could benefit with its own implementation strategies.

The review of the process used by other departments will help identify strategies for establishing boundaries that optimize the delivery of services and enhance public safety. Information gathered will shape recommendations regarding the existing boundary configuration for the ten police districts 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 district boundaries in the City, information on current boundaries, demographic information and district maps.

### ***Data Methodology – District Station Boundaries Analysis***

This section provides details on the methodology used to shape recommendations provided to the City for consideration regarding changes to existing district station boundaries. Data reviewed includes calls for service, resource allocation, input from stakeholders and resources that are both qualitative and quantitative in nature.

A final report containing details of statistical information, operational reviews, the results of citywide surveys and recommendations will be completed and released in January 2008. In addition, the final report will answer the following key research questions.

<b>Key Research Questions</b>
<ul style="list-style-type: none"><li>• How could the City's current police district boundaries and resource allocation strategies be more in line with the industry's best practices?</li><li>• Do the City's existing police district boundaries contribute to effective police operations and resource allocation?</li><li>• Would an alternate configuration of boundaries more effectively address existing and anticipated demand for police services?</li><li>• How well do current police district boundaries address the needs of the City's diverse neighborhoods, geographies, and communities?</li><li>• Could the configuration be changed or enhanced to better leverage resources with other law enforcement agencies, City service providers, and community organizations to prevent crime and violence?</li><li>• Given the Department's existing physical assets, how well does the current configuration of police district boundaries match the Department's allocation of resources and that of current and future demand for police services?</li></ul>

## 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 of land, 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.

### 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

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

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

There are more than 60,000 businesses located within the City. Ninety-five percent of all businesses in San Francisco have 50 employees or less. In total, one out of every four jobs in the Bay Area is in San Francisco. The City has a resident workforce of 433,000

and an additional 590,500 workers commute into the City each day, bringing the City's total daily workforce to more than one million.

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

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. Both draw large crowds of both residents and visitors.

## National Strategies for District Boundary Assessments

This section reviews the current national practices of district station realignment providing insight to the City of San Francisco as it considers changes for enhancing boundaries to have a positive impact on police services. Agencies countrywide undertake the process of reviewing district boundaries and patrol allocation for a variety of reasons ranging from changing demographics, rising crime rates, dwindling forces, equalizing workload and stabilizing span of control. Factors considered when evaluating district boundaries are generally the same however, not all agencies approach the process in the same manner. The first factor discussed is the most basic means of analysis for determining district boundaries: the ratio of officers to population.

“While there is no standard assessment tool that is applied in every department, the key is gathering reliable data.”

Across the United States, there is not a rational basis or universal system that establishes the ratios of police officers to citizens; and, those reported base the jurisdiction’s estimated residential population, which does not account for fluctuations in population from tourists, businesses and seasonal populations. As a means of measurement, the ratio is of interest; however, it should not be the only qualifier when

determining district boundaries or evaluating police services.

A measure used often is the number of officers per 1,000 residents comparing current staffing levels with those of comparison communities. Often the single point of comparison is population size. This strategy provides a descriptive analysis, but does not allow for a prescriptive analysis. Population alone should not drive staffing levels, as it does not provide enough information about a community, its unique needs or the use of department members from a patrol allocation perspective.

For example, a department that reports a high ratio of officers per 1,000 may have a higher proportion of officers performing non-patrol functions within the department. Conversely, a department with a lower ratio of officers per 1,000 could potentially be allocating a greater number of resources directly to patrol.

Moreover, a small geographic area may be densely populated or a community might have a mix of industrial and residential uses which impact day and nighttime populations. A department in a smaller community might have the ability to respond more quickly to calls, but if it also has a high population density, calls might be of the nature requiring longer time to clear. Demographics and unique populations also play a part in staffing needs of a department to effectively respond to workload and are importance factors when determining district boundary lines. Fluctuations in daily population caused by tourists, conventions and business workforce impact calls for service in a district. Changes seen in crime rates have less to do with number of officers per 1,000 residents and more to do with events in the community or special circumstances that a community faces at any given time.

The following table shows the total number of employees to resident ratio. The information obtained from the Office of Justice Programs, US Department of Justice, Federal Bureau of Investigations, shows full time employee ratio by population category and region at the time of its study in 2006.

**Table 1 2006 Officer / Resident Ratio**

Full-time Law Enforcement Employees <sup>1</sup> per 1,000 Inhabitants, 2006 by Geographic Region and Division by Population Group								
Geographic region/division		Total (10,872 cities; population 189,942,258)	Group I (71 cities, 250,000 and over; population 53,957,412)	Group II (181 cities, 100,000 to 249,999 ; population 27,081,536)	Group III (423 cities, 50,000 to 99,999; population 29,029,089)	Group IV (788 cities, 25,000 to 49,999; population 27,199,664)	Group V (1,818 cities, 10,000 to 24,999; population 28,813,877)	Group VI (7,591 cities, under 10,000; population 23,860,680)
TOTAL	Employees	569,149	203,153	66,660	66,017	63,074	69,994	100,251
	Average	3.0	3.8	2.5	2.3	2.3	2.4	4.2
NORTHEAST	Employees	148,986	66,917	10,113	15,565	18,496	19,990	17,905
	Average	3.5	6.0	3.3	2.5	2.4	2.2	2.9
NEW ENGLAND	Employees	33,565	2,625	4,686	5,976	7,017	7,560	5,701
	Average	2.6	4.7	3.3	2.4	2.3	2.2	3.1
MIDDLE ATLANTIC	Employees	115,421	64,292	5,427	9,589	11,479	12,430	12,204
	Average	3.8	6.1	3.4	2.6	2.4	2.2	2.9
MIDWEST	Employees	121,090	36,944	9,410	15,308	15,797	19,636	23,995
	Average	2.7	4.0	2.3	2.0	2.1	2.2	3.3
EAST NORTH CENTRAL	Employees	88,817	29,340	6,021	10,919	12,447	14,377	15,713
	Average	2.8	4.2	2.3	2.2	2.1	2.2	3.3
WEST NORTH CENTRAL	Employees	32,273	7,604	3,389	4,389	3,350	5,259	8,282
	Average	2.5	3.4	2.2	1.7	2.0	2.2	3.1
SOUTH	Employees	187,552	51,229	27,521	20,152	18,584	23,594	46,472
	Average	3.4	3.2	2.9	2.8	2.8	3.0	5.9
SOUTH ATLANTIC	Employees	90,211	21,394	14,651	10,978	9,296	11,348	22,544
	Average	3.9	4.3	3.0	3.1	3.0	3.3	7.4
EAST SOUTH CENTRAL	Employees	33,163	6,677	4,159	2,454	3,795	5,543	10,535
	Average	3.5	2.8	3.4	3.0	2.8	3.2	5.2
WEST SOUTH CENTRAL	Employees	64,178	23,158	8,711	6,720	5,493	6,703	13,393
	Average	2.8	2.6	2.4	2.3	2.4	2.6	4.8
WEST	Employees	111,521	48,063	19,616	14,992	10,197	6,774	11,879
	Average	2.4	2.7	1.9	1.9	2.0	2.1	4.6
MOUNTAIN	Employees	38,704	16,019	6,876	4,093	3,705	2,484	5,527
	Average	2.6	2.9	2.1	2.0	2.2	2.4	4.3
PACIFIC	Employees	72,817	32,044	12,740	10,899	6,492	4,290	6,352
	Average	2.3	2.7	1.8	1.8	1.9	2.0	5.0

<sup>1</sup> Full-time law enforcement employees include civilians.

Source: Office of Justice Programs, US DOJ, FBI



In summary, the table shows:

- There was an average of 3.0 full-time law enforcement employees, including both sworn officers and civilians, per 1,000 inhabitants in U.S.
- In cities in the Northeast, the rate of full-time law enforcement employees was 3.5 per 1,000 inhabitants.
- In cities in the South, the rate of full-time law enforcement employees was 3.4 per 1,000 inhabitants.
- In cities in the Midwest, the rate of full-time law enforcement employees was 2.7 per 1,000 inhabitants.
- In cities in the West, the rate of full-time law enforcement employees was 2.4 per 1,000 inhabitants.

Currently, San Francisco has a ratio of 3.5 total employee / resident ratio and a sworn ratio of 3.1, with the exclusion of the airport personnel (128 sworn and 111 civilian) the ratio of total employees to resident ratio is 3.2 with a sworn ratio of 2.9. The patrol resource allocation considers this element, along with numerous others as a means to determine resource allocation and district boundaries.

### **Determining District Boundaries**

Traditional methods of assessments were limited due to the information available and the inability of departments to perform sophisticated analysis. Now electronic programs assist departments with resource allocation, staffing and district boundary strategies. The Patrol Allocation Modeling (PAM) dates back to 1970s. One specific model developed at Northwestern University in the late 1980s directed specifically toward State Trooper deployment in the Mid-West later morphed into a strategy for use by municipal agencies.

The PAM method involves extensive data collection and the use of several mathematical formulas for decision-making. The use of community specific data collection ensures that decisions reflect the true needs of the community and prevents the tendency to oversimplify the process and jump directly to using comparison communities or staffing ratio as a sole marker for determining future needs. The PAM Model also calculates calls for service, the level of pro-active self-initiated work, free time, time devoted to prevention and response times.

Through the utilization of the PAM, recommendations based on the actual workload of the community consequently avoid the pitfalls of comparison with other jurisdictions or the use of simple staffing ratios.

When reviewing boundaries, resource allocation, and the many factors to consider, departments have become more sophisticated with their strategies. With technological advances, departments can utilize software programs as a part of the evaluation process.

Today there are several different sources of opinion on the strategy for completing assessments on workload, resource allocation and boundaries. Those reviewed include the Commission on Law Enforcement Accreditation (CALEA), the International Association of Chiefs of Police (IACP) and Commercial off the Shelf (COTS) proprietary software programs. Each approach includes strategic elements deemed important for modeling to determine district boundaries.

Key analysis points and their application described below confirm the importance of multifaceted analytical approaches. The strategies address the need for consideration of each component with overall staffing of districts and boundary assessment. While differing in specific methodology, each approach must be reviewed and evaluated for application to the current needs of a community as each offers unique approaches.

There are several key areas that are used when evaluating district boundaries, they are:

- Workload assessment,
- Time allocation,
- Response time standards,
- Span of control and
- Community / geographic considerations.

Descriptions of primary factors are summarized below.

### ***Workload Assessment***

Workload assessments determine how many calls each officer answers and the amount of calls manageable for officers across all districts. The analysis completed from both a citywide and district-by-district process guides boundary configurations. There are varying perspectives on the issue of workload assessments with slight difference in the approach of CALEA, IACP and COTS products. As each municipality is different, there is not a clear “right or wrong”. The strategies outlined are not mutually exclusive or in conflict with one another, each offers specific strategies for consideration during a review of district boundaries. District boundary assessment can potentially use only a limited amount of information during the analysis phase, a review of each component allows for a more robust and thorough analysis.

CALEA believes the most common mistake made by agencies is to review only patrol divisions and ignore other integral divisions of an agency such as community policing or investigative units. CALEA promotes the use of the following standards to assist departments in the development of workload assessments:

- Properly identify all agency components.
- Identify the methods used, and the person(s) responsible for assessments.
- Establish a schedule for conducting assessments.
- Document the agency’s effort.<sup>1</sup>

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<sup>1</sup> [www.calea.org/Online/newsletter/No81/mostwanted.htm](http://www.calea.org/Online/newsletter/No81/mostwanted.htm)

CALEA stresses the importance of reviewing workload demands in total to prevent under or overstaffing in districts. Staffing specific to the patrol division will differ from other sections of the department and there is a need to consider policing strategies that place varying demands on officers' workload, which may vary in each district.

The assessment of workload for patrol considers a multitude of factors including calls per officer, time on calls, percent of time on patrol and elements such as sick/injury leave and discretionary leave (vacation or compensatory leave).

An assessment of locations and types of incidents, along with geographic distribution and time of day calls are received assist with balancing the workload in districts.

While there is no standard assessment tool applied in every department, the key is gathering reliable data. Data, verified and calculated drives conclusions regarding staffing needs in districts. To assure continuation of the process in a consistent manner, the methodology used must be archived.

The IACP report "Patrol Staffing and Deployment Study," outlines the process of assessments, supporting the view that conducting an assessment assists the department to achieve the appropriate staffing levels.

Through the assessment process, a department can determine the required number of patrol officers and supervisors required in the district to effectively:

- Respond to emergency and non-emergency demands of citizens in a timely manner;
- Conduct prevention and other proactive patrol tasks effectively, including community-oriented policing and problem solving;
- Conduct all other patrol tasks effectively, including traffic control and special missions work;
- Allow officers to meet all administrative requirements satisfactorily, including report writing, training, court, and personal needs; and,
- Promote the safety of the public and police officers.<sup>2</sup>

The workload assessment determines patrol staffing and resource allocation requirements and a plan for the immediate future are determined. The plan developed creates a strategy for deploying department resources in a cost-effective manner with consideration of shifts, patrol area, temporal and geographic incidence of crime, demands for non-crime services and policing strategies in place in each district. Workload assessment is an important consideration when adjusting district boundaries as it ensures an equal distribution of calls for service based on staffing in each district.

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<sup>2</sup> IACP Patrol Staffing and Deployment Study, [www.theiacp.org](http://www.theiacp.org)

## ***Time Allocation***

Different patrol tasks and policing strategies require different levels of time commitment. A widespread and standard practice among many agencies is to allocate one-third of an officer's time for response to calls for service, one-third of time for crime prevention/community policing, and other proactive strategies, and one-third for administrative duties. While this has become a standardized way to allocate time, it should not be routinely applied without considering other factors as communities engaged in crime prevention need to cognitively consider the mission, vision, values and patrol strategies employed.

Jurisdictional considerations for time allocation include such issues as the prevalent patrol strategies in place, budget issues that may impact staffing levels and current environmental conditions, when considered, affect the amount of time required for specific activities. Moreover, within a single jurisdiction, several allocation models for time may be in place to account for strategies such as Problem Orientated Policing<sup>3</sup>, Community Orientated Policing<sup>4</sup> or Directed Patrol.<sup>5</sup> As each district is unique, patrol styles fluctuate based on current community issues. It is important to consider time allocation when determining district boundaries as it impacts availability of resources in a district.

## ***Response Time Standards***

There is much discussion on a national level regarding response times for calls for service. There is general agreement that high priority calls receive rapid response. High priority calls are those that immediately threaten the life and safety of community members and officers. Additionally, if there is a high probability of apprehension of the perpetrator, the call is also a priority level call. National research shows that, on average, in less than 3% of all calls, arrests are immediate. Communities often over emphasize the response time as a factor in evaluating effective police services. When the Community Oriented Policing philosophy emerged, many communities determined law enforcement officers should not answer many calls traditionally thought of as police calls, but rather have them handled by other agencies.

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<sup>3</sup>Problem-oriented policing (POP), as defined by Herman Goldstein, Univeristy 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.

<sup>4</sup> As defined by the Office of Community Oriented 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.

<sup>5</sup> Directed patrol involves police officers monitoring specific areas identified through crime analysis when they are not responding to dispatched calls for service.

When considering the number of officers required for call response, it should be remembered that the number of officers on duty does not always drive response time for calls. Factors such as traffic and the number of calls occurring simultaneously also affect response time. It is important to consider the priority level for each type of call in a manner that allows for response time that is adequate for each incident. Call prioritization is crucial in achieving desired response times.

### ***Supervision Style / Requirements and Span of Control***

The span of control in an organization directly affects operations at a district level. The span of control for “flat”, decentralized organizations tend to have a greater number of subordinates per supervisor while “tall” hierarchy organizations tend to have a small number of subordinates per supervisor. CALEA recommends that a supervisor be responsible for no more than twelve officers or eight beats. Nationally, averages range from one supervisor to four staff members to one supervisor to seven staff members. Some agencies have high spans of as many as one supervisor to fifteen employees. There is considerable debate around the span of control in law enforcement. As police organizations are paramilitary, there is a tendency toward tall organizations. On a universal level, businesses have realized the benefit of high spans of control and there are lessons learned and promising strategies for law enforcement agencies related to this approach.

In the Police Chief, October 2006 article Span of Control for Law Enforcement Agencies<sup>6</sup>, there are several factors attributed to both high and low spans of control, as listed below.

#### **Factors Contributing to Higher Spans of Control**

1. Simplicity of the Work
2. Efficient use of Technology
3. Quality, Skills and Capabilities of Subordinates
4. Skills and Capabilities of the Supervisor
5. Quality of the Training in a Department
6. Harmony of the Workforce

#### **Factors Contributing to Lower Spans of Control**

1. Changes in the Work Environment
2. Dispersed Workforce (Time or Geography)
3. New / Inexperienced Workforce
4. High Administrative Requirements
5. High Coordination Needs
6. Employee Expectations of Feedback / Development

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<sup>6</sup> Span of Control for Law Enforcement Agencies, Troy Lane, Assistant Chief, Kansas State University Police Department, Manhattan Kansas. The Police Chief, vol. 73, no. 10, October 2006. the International Association of Chiefs of Police, 515 North Washington Street, Alexandria, VA 22314 USA.

In short, the exact ratio of patrol to supervisors depends on several factors. To determine the best strategy of any given department there must be clarity on the goals, objectives, mission, vision and values of the department and its stakeholders. Span of control is an important consideration when adjusting district boundaries as it determines the depth of staff needed to maintain station staffing.

### ***Community and Geographic Considerations***

Detailed maps depicting the existing district and sector boundaries, the relationship between district boundaries and plots, census tracts and zip codes (for reporting purposes) help determine boundaries. Detailed maps characterize the existing geographic areas of the city and their link to police operations. Maps are a baseline for the evaluation and potential restructuring of district boundaries.

The maps will 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
- Neighborhoods

As available, this information determines 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 for utilization during the assessment 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. The review of community factors along with the geographic consideration provides the opportunity to eliminate, as possible, prevents district boundaries from splitting neighborhoods.

### **Conclusions National Strategies for District Boundaries Assessment**

A compilation of workload assessment, time allocation, response time standards, span of control and community and geographic factors contribute to informed decision-making related to district boundary configurations. As there are no national standards, communities make choices based on available data, technology and staffing available when evaluating boundary configurations. Short, long term needs, budgets and community input also influence the demarcation of boundaries.

## Comparison Communities for District Alignment and Assessment

This section of the report describes district boundary implementation strategies initiated by five police departments. Communities selected share similarities with the City of San Francisco, have previously conducted formal studies or implemented strategies applicable to the City based on crime trends and changes within communities. The community reviews included a variety of elements such as 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 mirror images of the City of San Francisco, but rather provide benchmarks and approaches used in other areas that provide insight for the City of San Francisco with its own evaluation of district boundaries.

The five communities selected for comparison are: Charlotte – Mecklenburg, North Carolina; Detroit, Michigan; Montgomery County, Maryland; San Jose, California and Washington, District of Columbia.

The Table 2 below list the communities selected for review along with basic demographic information:

<b>Table 2 District Boundary Comparison Communities</b>						
<b>City</b>	<b>San Francisco</b>	<b>Charlotte Mecklenburg<sup>7</sup></b>	<b>Detroit</b>	<b>Montgomery County</b>	<b>San Jose</b>	<b>Washington</b>
State	California	North Carolina	Michigan	Maryland	California	District of Columbia
Population	776,733	540,828	951,270	873,341	893,943	572,059
Square Miles	46.7	438	143	495	178.1	68.3
Density	16,663.4	2,232.4	6,855.1	1,760.8	5,117.9	9,378
Number of Districts	10	13	6	6	5	7
Sworn	2,315	1,627	4,154	1,019	1,408	4,468
Civilian	322	658	650	281	404	612
City Rank	14th	21st	11th	*	10th	24th
Type of Government	Mayor, Board of Supervisors and Police Commission	Mayor	Mayor / Council	County Executive	Mayor / Council / City Manager	Mayor / Council

Source: U.S Census Bureau 2000

<sup>7</sup> The Charlotte Mecklenburg Police Department serves the City of Charlotte (population 664,332, square miles 280) and unincorporated areas of Mecklenburg County bringing the total population to 713,455 and the square miles to 438.

The community based information and crime rates are provided for comparison purposes only based on trends and not intended to rank the effectiveness of community initiatives. Rank ordering is not advised, as there are many community factors that cause the nature and types of crime to vary from place to place and year to year.<sup>8</sup>

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.

Tables 3 and 4 provide a summary of violent crime and property crime rates in each of the comparison communities for the years 2002 through 2005 based on records as maintained by the Federal Bureau of Investigations (FBI).<sup>9</sup>

<b>Table 3 Violent Crime Rates for Comparison Communities 2002 – 2005</b>					
<b>Department</b>	<b>State</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
San Francisco Police	CA	752.40	741.50	757.10	798.90
Detroit Police	MI	2,072.80	2,018.20	1,740.40	2,358.20
Charlotte-Mecklenburg Police	NC	1,172.30	1,076.90	1,099.10	1,171.60
Montgomery County Police	MD	220.10	234.80	212.70	228.20
San Jose Police	CA	445.60	371.30	371.80	383.50
Washington Metropolitan Police	DC	1,595.60	1,568.90	1,325.30	1,401.60
Variations in population coverage and reporting practices may cause differences in reporting from year to year.					
Rates are the number of reported offenses per 100,000 population.					
Detroit Police Dept Michigan 2003, 2004, 2005 - Due to changes in reporting practices, annexations, and/or incomplete data, figures are not comparable to previous years' data.					
Source: FBI, Uniform Crime Reports as prepared by the National Archive of Criminal Justice Data.					

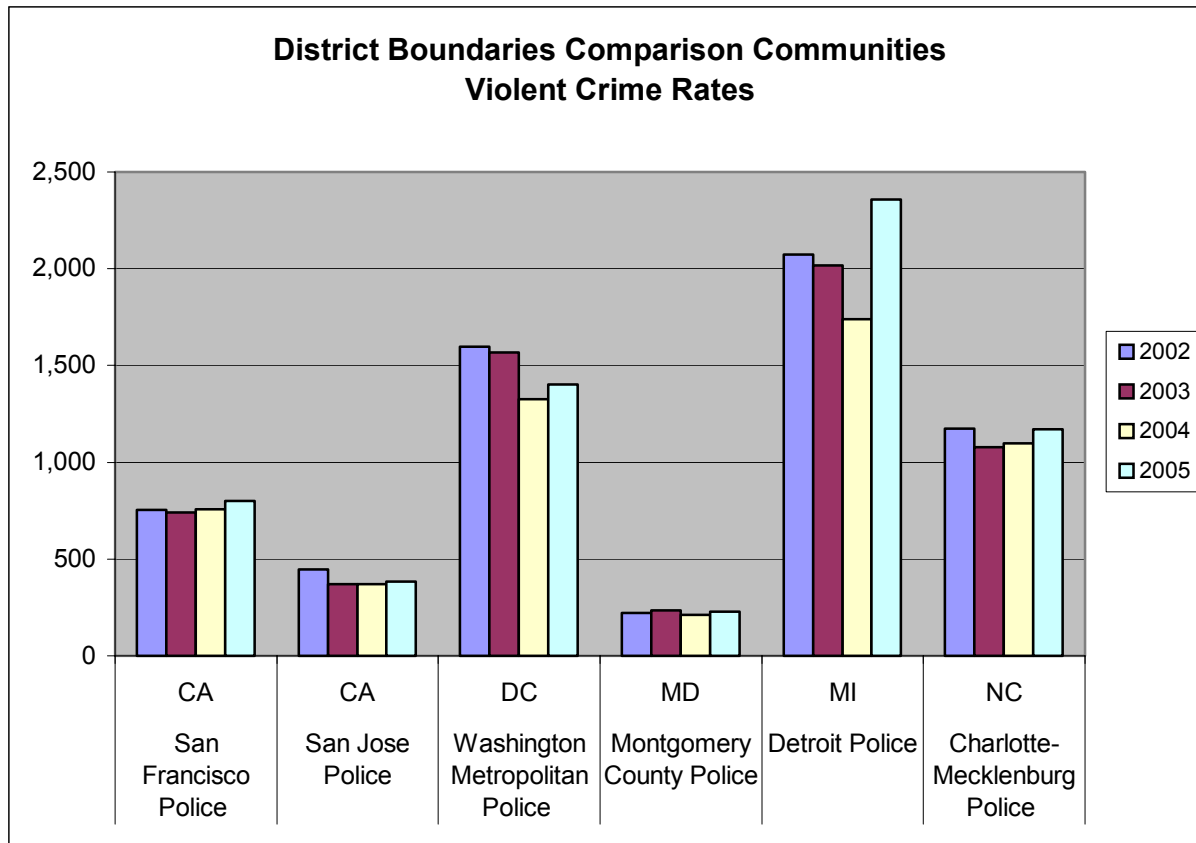
The graph on the next page depicts violent crime rates for all four years. This graph shows that San Francisco's violent crime rate was relatively stable from 2002 through 2004 with an increase in 2005. During this time period San Francisco experienced a lower violent crime rate than Washington D.C., Detroit and Charlotte-Mecklenburg but a higher rate than San Jose and Montgomery County.

<sup>8</sup> Ranking ignores the uniqueness of each community. 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.).

<sup>9</sup> <http://bjsdata.ojp.usdoj.gov/dataonline/>

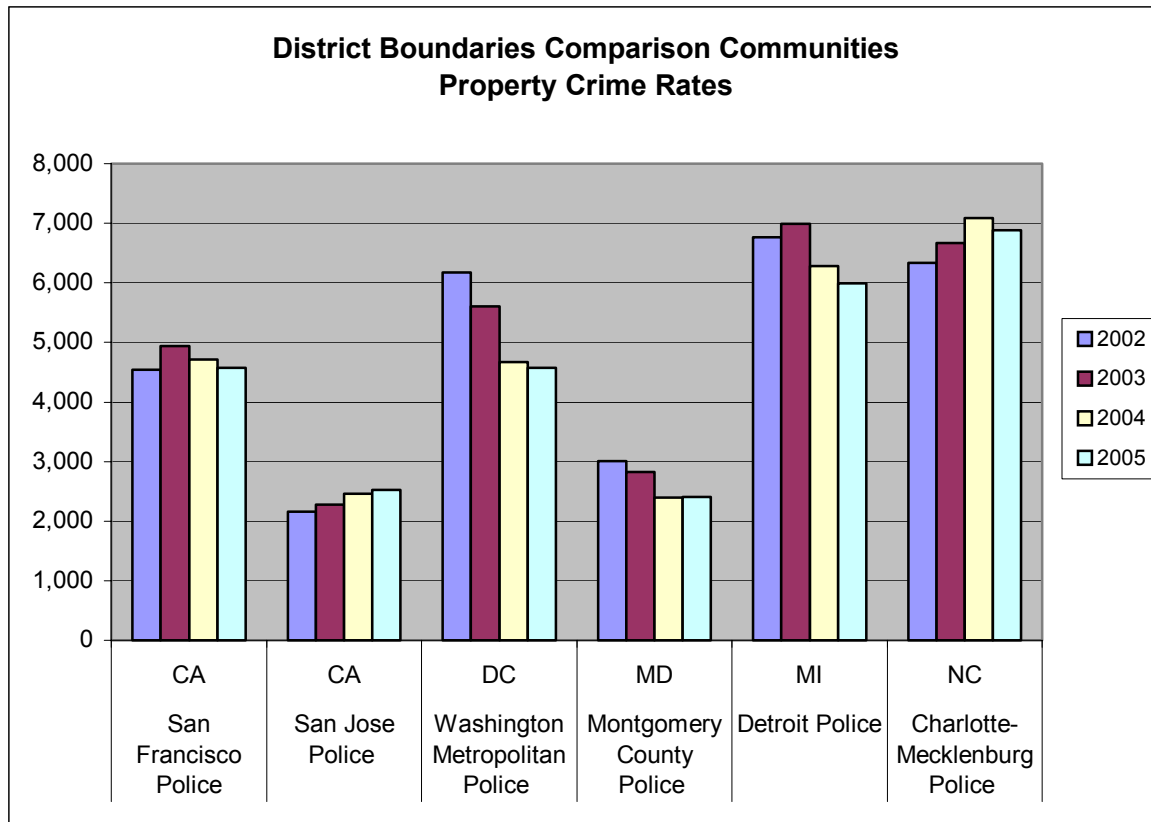




**Table 4 Property Crime Rates for Comparison Communities 2002 –2005**

Department	State	2002	2003	2004	2005
San Francisco Police	CA	4,546.60	4,943.00	4,717.40	4,574.20
Detroit Police	MI	6,766.70	6,985.50	6,279.30	5,992.80
Charlotte-Mecklenburg Police	NC	6,340.40	6,666.70	7,089.90	6,880.40
Montgomery County Police	MD	3,003.20	2,826.20	2,398.40	2,406.70
San Jose Police	CA	2,156.10	2,280.30	2,453.80	2,518.30
Washington Metropolitan Police	DC	6,172.40	5,605.60	4,667.40	4,577.50
Variations in population coverage and reporting practices may cause differences in reporting from year to year.					
Rates are the number of reported offenses per 100,000 population.					
Detroit Police Dept Michigan 2003, 2004, 2005 - Due to changes in reporting practices, annexations, and/or incomplete data, figures are not comparable to previous years' data.					
Source FBI, Uniform Crime Reports as prepared by the National Archive of Criminal Justice Data.					

Property crime rates are graphed on the next page. Property crime rates in San Francisco peaked in 2003 and decreased in 2004 and 2005. For all four years, San Francisco had less property crime per 100,000 population than Detroit and Charlotte-Mecklenburg but more than San Jose. San Francisco had slightly less property crime than Washington D.C. except in 2004 when the property crime rate in San Francisco exceeded that of Washington D.C.



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 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 changes are comparable to those in other communities

As an additional source of comparison information, summaries of implementation strategies used by each of the five communities follows this section. The summaries will provide the City of San Francisco with lessons learned that can benefit redistricting strategies.

## **Charlotte Mecklenburg, North Carolina**

### ***Description of the City Charlotte Mecklenburg and the Police Department***

Charlotte is the largest city in the state of North Carolina, the 20th largest city in the United States and is the county seat of Mecklenburg County. The economy is dominated by financial services, as well as retail commerce. According to 2006 estimates, Charlotte is the 5th fastest growing large U.S. city as well as the fastest growing city on the East Coast. The City of Charlotte Mecklenburg covers 438 square miles and has a total population of 713,455 with a population density of 2,515.

The Charlotte-Mecklenburg Police Department has 1,627 sworn and 658 civilian employees. The jurisdiction is comprised of 13 patrol divisions each with its own station and a central police headquarters facility. The divisions vary in size both geographically and by the number of officers assigned to each division. The divisions all have a rank structure of a Captain, Sergeants and Officers.

The Office of the Chief directly oversees the Public Affairs Office, Internal Affairs Bureau, Police Attorney's Office and the four Deputy Chiefs who lead Field Services, Investigative Services, Support Services and Administrative Services which includes six major divisions and provides the human resources, fiscal, training, research, technology and evidence management for the department.

Charlotte-Mecklenburg Police Department utilizes Community Coordinators, who are sworn officers, to assist with operations. Community Coordinators serve as the division's primary communications link to its communities and their leaders. They work more closely with the community's leadership to ensure that resources are coordinated to address community crime and quality of life problems. Problem solving while expected of all officers is a prime responsibility of the Community Coordinators who do not have primary responsibility for 911 calls enabling them to adjust their schedules to meet community needs.

### ***Redistricting Strategy***

In 2006, the Charlotte-Mecklenburg Police Department committed to a redistricting initiative with the goals of equalizing the workload across districts, balancing the span of control and providing equitable service to the community.

The department had not undertaken a redistricting initiative since 2000. During that time, the City experienced a 17% population increase with growth in the unincorporated areas of Mecklenburg County for which the Department also provides service. These population changes resulted in a workload imbalance among the 12 existing patrol districts and unequal staffing. The department sought to remedy these situations, and provide for future growth of the region, projected to increase 23% by 2010.

A strategy was to divide the jurisdiction in a way that maximized the use of existing resources (no new positions could be added during the fiscal year) and handle the total workload more efficiently and effectively. The Department also sought to reunite a corridor into one division. Division boundaries under the old district plans had split the community. Before the redistricting initiative, the division calls for service (workload) were unbalanced. The volume ranged from 12.3% in the North Division to 5.1% in the Metro Division. Assigned sworn personnel ranged from 12 officers in the North Division to 73 officers in the Hickory Division. Supervisory span of control became a management issue in those areas where staffing levels were highest.

The department considered a variety of data elements during the analysis phase. Community factors evaluated included natural barriers, neighborhood lines and current station locations. Department data reviewed included response times, calls for service and workload assessment.

Future growth patterns were considered including allocating interior divisions with higher workloads today while factoring a smaller workload for the outlying areas of the jurisdiction, where the bulk of the 23% projected population growth is expected to occur between now and 2010.

## ***Outcomes***

The Department increased the number of patrol divisions from 12 to 13 on January 1, 2007. In addition there were several key issues addressed in the implementation plan including:

- Creating a new cost center for the division.
- Reallocating departmental resources among all the divisions (vehicles, radios, evidence files).
- Reassigning personnel to the new division and updating personnel records
- Re-programming of radio channels, dispatch groups and Computer Aided Dispatch (CAD) codes.
- Updating deployment schedules.
- Modifying historic databases including the CAD and the Record Management System (RMS) databases to reflect the new division boundaries.
- Modifying management reports.
- Identifying an additional 58 sworn positions for inclusion in the FY2007 budget.

The department believes the following are strengths of the plan:

- The size of the Central Division was decreased, allowing the division to focus on specific criminal activity.
- Aligned divisions with the City Council's strategic vision for the Center City area.
- Eliminated areas split by corridors into one division.
- Balanced the workload among the 13 divisions, with the range now between 9.6% and 5.7%.

- United the University Division under one patrol division as the 13<sup>th</sup> division.
- Prepared the department to meet future needs.

Based on feedback from the community, the redistricting project has resulted in increased officer visibility. Reduction in time spent on calls for service has given officers more time to dedicate to problem oriented policing, problem solving and increased presence in neighborhoods.

There has been a short-term impact on incidents of crime and police activity. The University City Division saw a 75% reduction in robberies during the first three months after redistricting. The Metro Division saw a 22% increase in traffic stops. The Freedom Division had a 33% increase in the number of illegal gun seizures, and the Independence Division had a 49% increase in drug arrests.

The initial redistricting did not add any new positions, but the FY2007 budget requested 58 additional positions. The department implemented the redistricting plan using a systematic approach without adding an unreachable number additional personnel or creating a tremendous burden on the budget.

The one disadvantage the Department realized during redistricting was the inability to develop a plan that balanced staffing and workload needs along the South Boulevard corridor, which resulted in splitting the neighborhood with two patrol divisions. As a compromise to the community, the department created two divisions under the same command structure, thereby providing continuity of operations.

### ***Lessons Learned***

The collection and analysis of information from a wide variety of sources is essential in developing a redistricting plan. Innovative, non-traditional approaches can address community concerns. Implementing methodical changes can significantly affect crime.

## **Detroit, Michigan**

### ***Description of the City of Detroit and the Police Department***

The City of Detroit covers 143 square miles and has a total population of 871,121 with a population density of 6,856. Detroit is the largest city in the state of Michigan and the seat of Wayne County. Detroit, like San Francisco is a port city. In 2007, Detroit ranked as the United States' eleventh largest city.

The Detroit Police Department (DPD) has 4,154 sworn and 650 civilian employees with a command staff of a Chief, 2 Assistant Chiefs, 8 Deputy Chiefs and 2 Commanders. The department has two main areas, the Administrative Portfolio and the Operations Portfolio, each under the command of an Assistant Chief.

The department is divided into 6 districts: the central, southwestern, northeastern, western, eastern, and northwestern, each with its own district station. Each district has either a Deputy Chief or a Commander in charge of the district.

### ***Redistricting Strategy***

The Detroit Police Department, prompted by the financial crisis facing the City in 2005, launched an initiative to reallocate personnel and review district boundaries and facilities of the 12 police districts. The proposed \$113 million cut to the Detroit Police budget necessitated an evaluation for a more cost effective method of deploying officers, without laying off an inordinate number of officers to meet the shortfall. The study began under the premise that the Department would be able to absorb the layoff of 150 officers versus the 584 originally determined by the budget cut.

The Chief of Police established an internal committee of officers and staff, called the Department Reorganization Committee (DRC), to provide recommendations on how to minimize, to the extent possible, the projected layoffs while still maintaining the ability to respond to calls for service and to investigate and solve crime. The DRC reviewed every command in the DPD, balancing the utility and necessity of functions performed by that command toward furthering this department's core mission.

The DRC identified 246 police officers at the police precincts involved in a variety of tasks such as community relations officers, abandoned vehicle officers, environmental officers and crime analysis officers. In addition, 15 officers per precinct or 180 citywide performed desk operations. In total, 426 police officers in the 12 precincts did not routinely respond to citizen calls for service. While the functions performed by these officers are important to the community, combining police districts and officer duties allowed reassignment of 252 of these police officers to actively patrolling the community. Civilianization of these positions could add more even more officers to patrol.

The DRC concluded that the DPD had become too specialized, was becoming inflexible and too reliant on the talents of individual members. Therefore, to enable the department to better adapt to changing crime conditions and trends, the DRC recommended the merger of commands with similar functions to facilitate more members cross-trained. The report provided specific recommendations to flatten the organization by streamlining the lines of communication between top and bottom of the ranks. Additionally, assignments were made based on the functions performed and who is best situated to perform the function. Finally, hierarchal layers and impediments were removed.

### ***Outcomes***

The analysis regarding the needs of the Department and the community was completed. Six district stations, some not meeting federal standards, were recommended for closure with their coverage area being absorbed by the remaining six districts. Reducing the number of districts resulted in the reassignment of officers from administrative duties to patrol duties. A reassessment of all the units within the Detroit Police Department focused towards streamlining and downsizing as a cost saving measure. Organizational restructuring within the department also created greater efficiency and effectiveness through the merging of units with similar functions. The department reassigned officers from non-patrol functions to patrol duties.

Consolidation of the duties and responsibilities of administrative officers performing precinct support functions allowed for redeployment of 252 officers. To meet its budget shortfall, the department designated 150 officers for force reduction as opposed to the 584 originally proposed.

### ***Lessons Learned***

A streamlined and restructured operation including redistricting and decentralization of specialty units can result in a more efficiently run department. Consolidation of the duties and responsibilities of administrative officers performing precinct support functions can result in many more officers being assigned to patrol functions. Staffing administrative assignments and other duties not requiring sworn personnel with civilians can also allow for more officers on patrol. Widespread organizational changes can positively affect a department.

## Montgomery County, Maryland

### ***Description of Montgomery County and the Police Department***

The population of Montgomery County is 932,131. Montgomery County, like San Francisco, is a very ethnically mixed community with pockets of minority populations that have at various times been targets of hate crimes. Montgomery County is one of the more affluent counties in the U.S., with a median income for a household in the county at \$71,551, and the median income for a family at \$84,035. The San Francisco 2005 estimated median household income is \$57,833 and the median family income, at \$67,809.

The Montgomery County Police Department has six district stations and a facility housing headquarters compared to ten in San Francisco. Each district employs community-policing strategies and provides services to ethnically diverse communities. Montgomery County deploys 48% of its force to 911 calls similar to San Francisco's 47%.<sup>10</sup>

### ***Redistricting Strategy***

In the early 1990s, the population increased and crime rates within the police districts in Montgomery County became disparate, resulting in an ineffective deployment of police resources and a disproportionate workload among officers. Six senior department personnel manually redistributed the workload and resources, an effort that took several weeks.

Long term, to more effectively address the workload and district boundary needs, the management of the Montgomery County Police Department, set two goals: to use automated redistricting of police station boundaries and re-alignment beats to ensure each district proportionally provided an equitable amount of police services to the community. Utilizing the technical assistance from the Department of Information Systems and Telecommunications, the Montgomery County Police Department embarked upon a technology project to assist with accomplishing the goals.

The department used the following strategies during the process:

***Data Collection and Analysis:*** To facilitate the data collection process the Police Department divided the county into approximately 700 Police Response Areas (PRAs) and calculated information monthly.

***Technology Based Data Integration:*** The data imported into a computerized, automated, intelligence based Geographic Information System, "The Redistricting and Beat Realignment System" facilitated the creation of multiple redistricting recommendations. Based on the data elements selected and inputted from department members, the

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<sup>10</sup> Law Enforcement and Administrative Statistics 1999 & 2000: Bureau of Justice Statistics – U.S. Department of Justice



system took into account existing roads, natural barriers and various community features and based on the reported police workload, developed districting recommendations for Police beats and Districts.

Importing the information into the database allowed the department to create multiple models depicting different district configurations. As a result, the Police Department then had the ability to create models based on long term past trends or recently collected data to perform long term forecasting functions. After the data review process, a total workload for each PRA over the selected period was then calculated. Next, the system performed an automated redistricting process. As necessary, it combined adjacent PRAs to create the districts in a balance manner. After the creation of balanced districts, redrawn individual beats within each district created equal workloads between beats based on calls for service, response times and department expectations.

### ***Outcomes***

The process in Montgomery County included savings in labor costs, as the automation replaced the need to have police department personnel expend an inordinate amount of time to manually adjust for inequities in police service. Using the automated system, an equitable split between each district was achieved in a limited amount of time allowing for continual review.

This program facilitated community interaction and input that was previously too costly to obtain. After implementing the project, the department provided the community with maps and up-to-date information not previously possible.

### ***Lessons Learned***

Automated data, collected and analyzed can be an effective tool in redistricting and the allocation of resources. Community input can be incorporated into the process of automated district assessment.

## **San Jose, California**

### ***Description of the City of San Jose and the Police Department***

San Jose is the third-largest city in California with a population of 929,936, a density of 5,216 and is 178.1 square miles in size. It is the tenth-largest city in the United States and is the county seat of Santa Clara County. San Jose is located in Silicon Valley, at the south end of San Francisco Bay. Once a small farming city, San Jose became a magnet for suburban newcomers in new housing developments between the 1960s and the 1990s, and is now the largest city in Northern California.

The San Jose Police Department (SJPD) has 1,408 sworn and 404 civilian employees with a command staff of a Chief, an Assistant Chief and four Deputy Chiefs. The department has four bureaus, each headed by a Deputy Chief. There are four patrol divisions, each under the command of a Captain. Each division contains four districts. The police department operates from two police stations.

### ***Redistricting Strategy***

San Jose is the third largest city in California, with San Francisco right behind at number four. Due to their population rankings within the state, they face many similar issues. Both cities are dynamic and experiencing population growth and demographic changes. Both cities have diverse, robust business and commerce centers, although San Jose has mainly attracted technological industries, while San Francisco has become the west coast center for the financial markets and trade.

While most law enforcement agencies across the United States have dedicated some resources to Community Policing, the San Jose Police Department is one of the few that continues to commit its entire force to embracing this policing concept.<sup>11</sup> The San Francisco Police Department,<sup>12</sup> like many other departments across the country, has been experimenting with methods of integrating the Community Policing model in various ways and may benefit from some of the experiences of the San Jose Police Department. However, while Community Policing has enormous benefits, fully embracing the concept can cause a dilemma for management in determining the delicate balance between developing appropriate staffing levels to respond to calls for service versus resources needed to integrate with the community.

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<sup>11</sup> "Serving Our Community – City of San Jose Annual Report 1998-1999" pp 17 and Bureau of Crime Statistics "Law Enforcement Management and Administrative Statistics - 2000" 'Table 10a. Community policing plans, training, personnel, and facilities in local law enforcement agencies, 2000.' pp 110.

<sup>12</sup> Caran Colvin, Ph.D., San Francisco State University "Evaluation of Innovative Technology: Implications for The Community Policing Roles of Law Enforcement Officers" (NCJRS Grant) 2004.

In March 1999, the City Auditor conducted a study in San Jose. There was a need to continue the community-policing model and develop appropriate redistricting strategies. In response to geographic and demographic changes, the City Auditor of San Jose conducted a formal review and assessment to determine whether SJPd should redraw the apportioning of police jurisdictions including the police districts and beats.

The objectives of the audit were as follows: review the patrol division's staffing and deployment procedures; validate the Police Department's computerized staffing model key components and assumptions; and develop computerized staffing models to assess if a division's patrol staff could be redeployed in a more efficient manner. The department determined that redistricting and staffing strategies completed in tandem to appropriately assess the long-term needs of the department would best suit the community.

The goal of the staffing model was to meet the workload and provide an average of 40% non-committed patrol time for officers to perform community policing efforts and other activities. The City's approach is summarized below:

*Computer Model Developed:* The SJPd developed a computer model to determine the staffing requirements and allocation of staff.

*Audit of Statistics:* An audit conducted of crime statistics and data from the police districts was completed. Statistics not computerized, required a manual trace. Steps included: assessment of the computerized staffing model; development of computerized simulation patrol staffing and deployment models; and review of numerous variations and assumptions of the computerized model.

*Interviews:* The auditors conducted interviews with officials and staff of the SJPd, the Budget Office, the Information Technology Department, staff from several comparable police departments, federal and state grant agencies, a consultant that the City contracted with to review SJPd practices, and representatives from companies that produce police staffing computerized models and software.

*Ride-alongs:* The auditors also participated in police patrol car ride-alongs to observe operations.

*Document Review:* The auditors reviewed pertinent documents such as: patrol officer staffing schedules; staffing and workload information; police internal management reports; Police Officers' Association Memorandum of Agreement; police consultant reports; and other relevant department memoranda.

*Audit of Computerized Data:* The auditors performed a perfunctory assessment to test the accuracy and reliability of data contained within various computer reports by observation, walk-through, and comparison of the SJPd patrol division's internal management reports. Additionally, they met with the SJPd Information Technology staff

to obtain and review information regarding the accuracy and reliability of the computer-generated information.

### ***Outcomes***

Creation of computerized staffing and deployment models assisted in identifying opportunities to improve the efficiency of patrol staffing and deployment and district realignment. Police districts increased from 12 to 16 and the number of police beats increased from 60 to 83. The area covered by police beats decreased in size to allow for more effective community contact. Two additional radio channels facilitated communication and interoperability.

Redistricting reduced response time for calls for service giving officers additional time to complete community-policing endeavors and distributed beat officers' workload equitably.

The SJPD acquired "Patrol Staffing" software to ensure patrol resources continue to be equitably and effectively deployed. Additionally, recommendations were made to: establish a new shift to cover high peak hours, negotiate with the San Jose Police Officers' Association to draft new work schedules and to implement more technology to monitor patrol deployment.

### ***Lessons Learned***

Redistricting supported by data and computerized models can result in more effective deployment and efficiency of patrol officers. Changes in districts, specifically, reduction of districts can increase officer deployment. Review of both district boundaries and staffing allocation allows for insight on the long-term effects of staffing and budget needs.

## **Washington, District of Columbia**

### ***Description of the City of Washington D.C. and the Police Department***

Washington, D.C. covers 68.3 square miles and has a population of 581,530 with a population density of 9,015. Washington is the Capitol of the United States and the 24th largest city. Washington attracts many visitors from around the world, as well as members of the diplomatic community. Additionally, it is a highly evolved commerce and business center. These traits are also common to San Francisco with its many tourist attractions, famous landmarks, foreign consulates and financial districts. Both cities have a large diverse, transient, commuting and static population. United States Diplomats and United Nations representatives stationed in the Washington, DC and New York areas, pose a security challenge for local law enforcement. The City of San Francisco Police Department shares this concern with a large number of Consulates and Foreign Government Representatives located and working within the City.

The Metropolitan Police Department (MPD) has 4,468 sworn and 612 civilian employees and is the sixth largest local police department in the United States versus San Francisco, which is fifteenth. Both departments police an ethnically diverse community. The Metropolitan Police Department has a command staff of a Chief, five Executive Officers, five Assistant Chiefs and a civilian bureau head. There are six bureaus, five with an Assistant Chief in charge with the sixth bureau headed by the civilian. The Patrol Services and School Security Bureau consist of seven patrol districts, each led by a Commander.

The department has six police stations, four substations and a headquarters facility.

### ***Redistricting Strategy***

Until 2004, the Metropolitan Police assigned uniformed patrol officers to Police Service Areas (PSAs) with the PSAs organized into seven police districts under the command of three Regional Operational Commands (ROCs). In an effort to provide services that are more effective and reduce crime, it was determined that this type of organization was too cumbersome.

After an in-depth analysis, public hearings and a City Council review, the City completely restructured the PSAs. The goal was to align the PSAs more closely with the neighborhoods, improve police coordination with other city services in addressing problems that affect crime, and giving Commanders the staffing flexibility to fight crime more effectively at the neighborhood level.

In May 2004, the Metropolitan Police introduced its restructured plan with boundary changes, which included a reduction of the number of PSAs from 83 to 44, thus creating new boundaries for all of the PSAs, as well as for five of the seven police districts. The Department continued to maintain seven police districts and three ROCs.

In addition, earlier research on the Department's operational model revealed that district commanders had too wide a span of control. Before the realignment, commanders were over-seeing between 14 and 19 subordinates. PSA Integrity, the idea of the same PSA officers being available to respond to calls for service and identifiable to citizens in their PSA, was being threatened by a high percentage of cross-dispatched calls for service. Further, MPD did not have a large enough pool of lieutenants uniquely suited to oversee the diverse and demanding responsibilities of the PSAs.

The department used the following strategies to determine the needs of the district.

- In-depth statistical analysis of crime and calls for service
- Staffing analysis
- Analysis of environmental impediments
- Public Hearings
- City Council review
- Community input

## ***Outcomes***

The redistricting helped the PSAs carry out a full range of crime-fighting activities, including answering calls for service, targeting crime "hot spots" and engaging the community in neighborhood problem solving. Additionally, it gave commanders the flexibility to focus their personnel resources on reducing crime; improve coordination with other city service providers; and provide strong and consistent leadership in all PSAs.

The reorganization also established the minimum number of officers in each PSA and provided more deployment flexibility.

All of these changes facilitated the establishment of focused law enforcement strategies such as the "Hot Spot Initiative," which integrated police, governmental, public and private resources to combat violent crime in targeted areas. The results of the first 12 months of this program indicated that crime had fallen 22% and that violent crime dropped by 34%.

At the same time, dispatching officers out of their assigned PSA decreased. This ensures that officers respond on a timelier basis to calls for service within their own PSAs. The redistribution of personnel also reduced response time ensuring that adequate resources and personnel remain dedicated to the PSAs where most needed.

While the initial major redistricting occurred in 2004-2005, evaluation efforts continue. On September 23, 2007, the Police Chief announced, after further evaluation and streamlining of the organization, the elimination of the Regional Operation Commands (ROCs). The Chief also announced that the restructuring would reduce the number of Assistant Chiefs from eight to six, and eliminated two Senior Executive Directors. The

changes created a flatter command structure. Expectations are that improved levels of police service to residents will follow.

### ***Lessons Learned***

The MPD took a comprehensive look at the manner that they were aligning the police districts and deploying officers with the districts. The study included in-depth statistical analysis of crime and calls for service, staffing analysis, analysis of environmental impediments, public hearings, City Council review and community input. By including a majority of the stakeholders, the MPD increased the odds of success and acceptance in their redistricting plan.

SFPD can take and expand on the stakeholder involvement when addressing district boundaries. In addition, the MPD's continued re-evaluation shows that monitoring and adjustments enhance performance and operations. This study reflects crime rate reduction and improved quality of services result when multiple factors influence the recommendations and outcomes of district boundaries. Like San Francisco, MPD had a traditional hierarchy, its study and evaluation allowed for change providing for more effective policing.

### **Conclusions Comparison Communities for District Boundaries**

Lacking national standards or protocols, departments across the country have created internal processes to conduct redistricting. Some agencies have specific policies including dates for changes, others change as internal and external factors place the need on agencies to reconsider district boundaries. Ranging from paper based restructuring to sophisticated computer based modeling, agencies determine what elements are most important for them to address and then design the redistrict process accordingly. District boundary assessments go beyond simply just the geographic lines and must account for staffing and resources available to accommodate the changes.

To plan adequately, departments must consider community and department needs and devise strategies to gather appropriate data, analyze and map the data, select and implement changes.

## San Francisco Police Department

This section provides an overview of the San Francisco Police Department (SFPD), its operations, bureaus, districts, staffing and boundaries.

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, the airport, specialty divisions 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.<sup>13</sup>

#### 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.

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<sup>13</sup> Information from this section derived from [www.sfgov.org](http://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 San Francisco International Airport. Besides providing basic police services, this bureau also implements 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 each of the bureaus and divisions for information; 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 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.

### **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.

The next section discusses the history leading up to the current boundaries of each district, provides citywide and district maps and a description of each district.

## District Boundaries

The City is divided into the following ten police districts: Bayview, Central, Ingleside Mission, Northern, Park, Richmond, Southern, Taraval and Tenderloin. With the exception of the Tenderloin, the boundary lines for the districts are based largely on major changes implemented in the 1970s. Since then, the department has enacted several smaller changes, with one major change occurring in 1991. In 1991, the Tenderloin Station was created in the area formerly operating as a task force out of the Central District.

The history of San Francisco's police district boundaries is not well documented. However, it is known that the San Francisco Police Department began operations in 1849. The following provides a chronology of changes enacted during the department's first 60 years.

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

Information about district boundaries after 1913 is not widely available until 1972 when the Police Commission closed the station then referred to as Golden Gate Park (now Park) and the Southeast station (also referred to as Potrero and currently called Bayview). In response to this action by the Police Commission, "Proposition K" was placed on the ballot for the November 7, 1972 election to reopen the stations and to require any future district changes to be review and approved by the Board of Supervisors. The proposition was passed by a narrow margin and Park and Southeast stations were reopened.

After 1973 changes to the district boundaries are documented in the Department's General Orders (DGO).<sup>14</sup> What follows is summary of recorded boundary changes from 1973 through present. It is important to note that while the adjustments are documented in the DGOs there is a lack of significant detail for the reasons for the changes.

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

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<sup>14</sup> See Attachment 2 for more detailed description of the Department General Orders.

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

In 1980, the southwest boundaries of Potrero (now Bayview) changed.

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

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

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

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

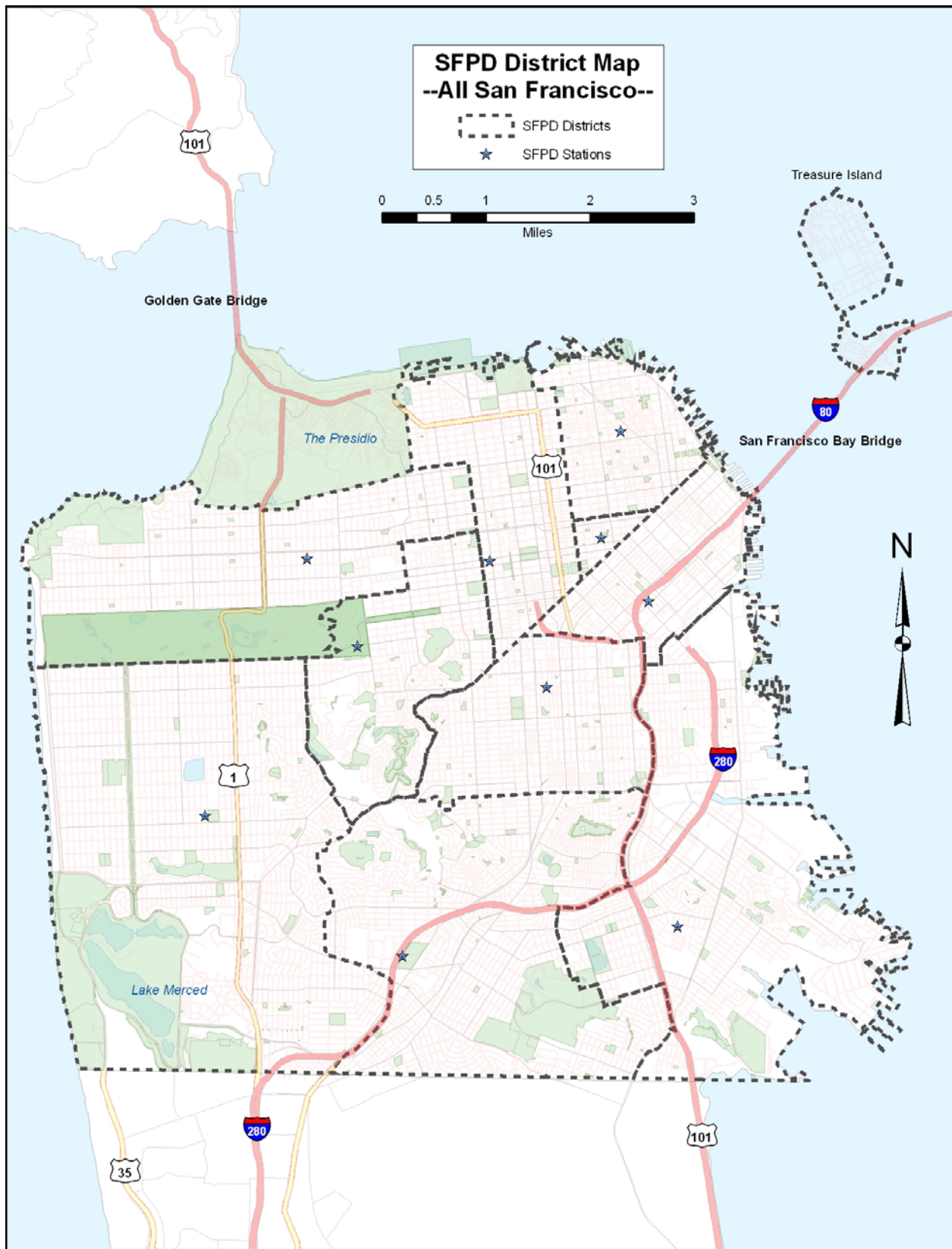
In 1992 minor changes in the Ingleside and Taraval Districts occurred.

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

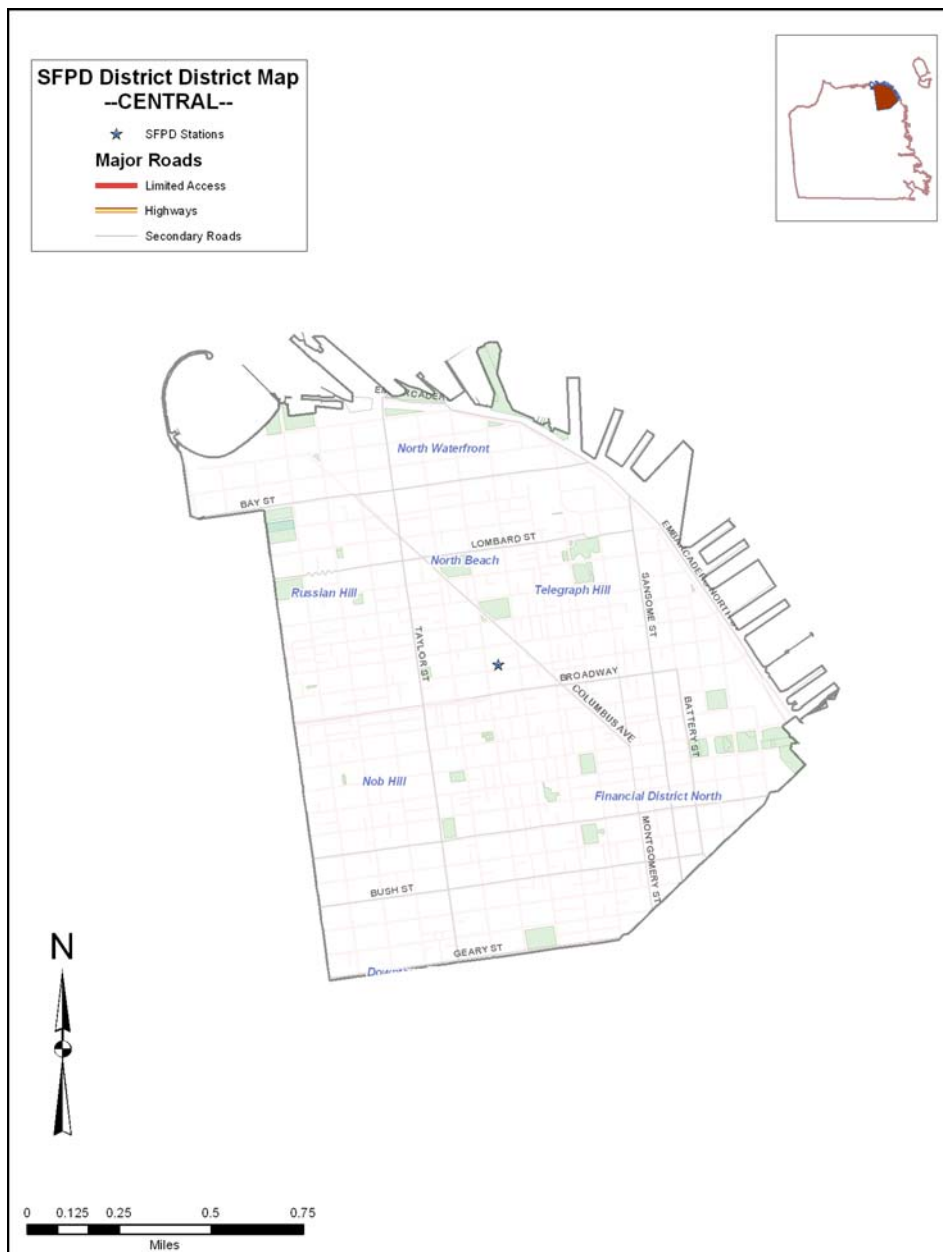
Bayview district: the boundary along Interstate 280 was extended west to Cambridge Street; Son Cambridge to the boundary of John McLaren Park; E along the park boundary to University Street; S on University to Mansell; E on Mansell to Bayshore Blvd.; S on Bayshore to the county line, E on the county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

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

A map of all current districts in the City highlighting the boundaries and the location of each district station appears on page 37. The citywide map is followed by district maps with a description of each district and its boundaries.



**Central District, Company A**, has a population of 69,276 and covers 4.1% of the landmass in the City. The area is residential and tourist. 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.

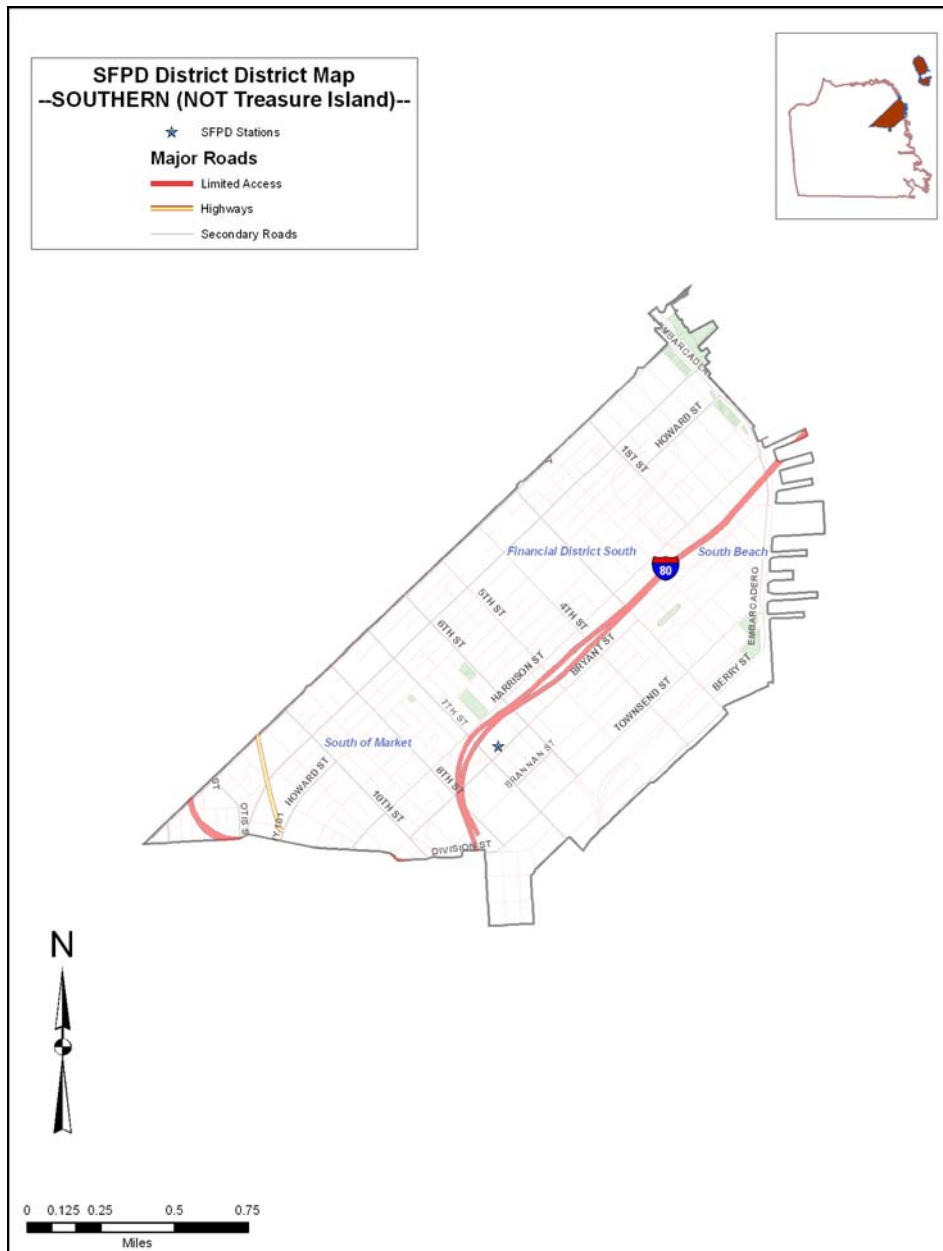


Central District Station Boundaries: commences at a point on the water north of the Ferry Building, extending southwest to the Embarcadero; south along the Embarcadero (excluding both sides) to the former centerline of Market Street; southwest to and



continuing on Market Street (excluding both sides) to Geary Street; west on Geary Street (including both sides) to Larkin Street; north on Larkin Street (excluding both sides), to Bay Street, west on Bay Street (including both sides) to Van Ness Avenue; north on Van Ness Avenue (including both sides), and continuing north on the Municipal Pier Access Road (including both sides) to a point on the water just west of the Municipal Pier; east and south from a point on the water just west of the Municipal Pier, following the shoreline, to the origin at a point on the water north of the Ferry Building.

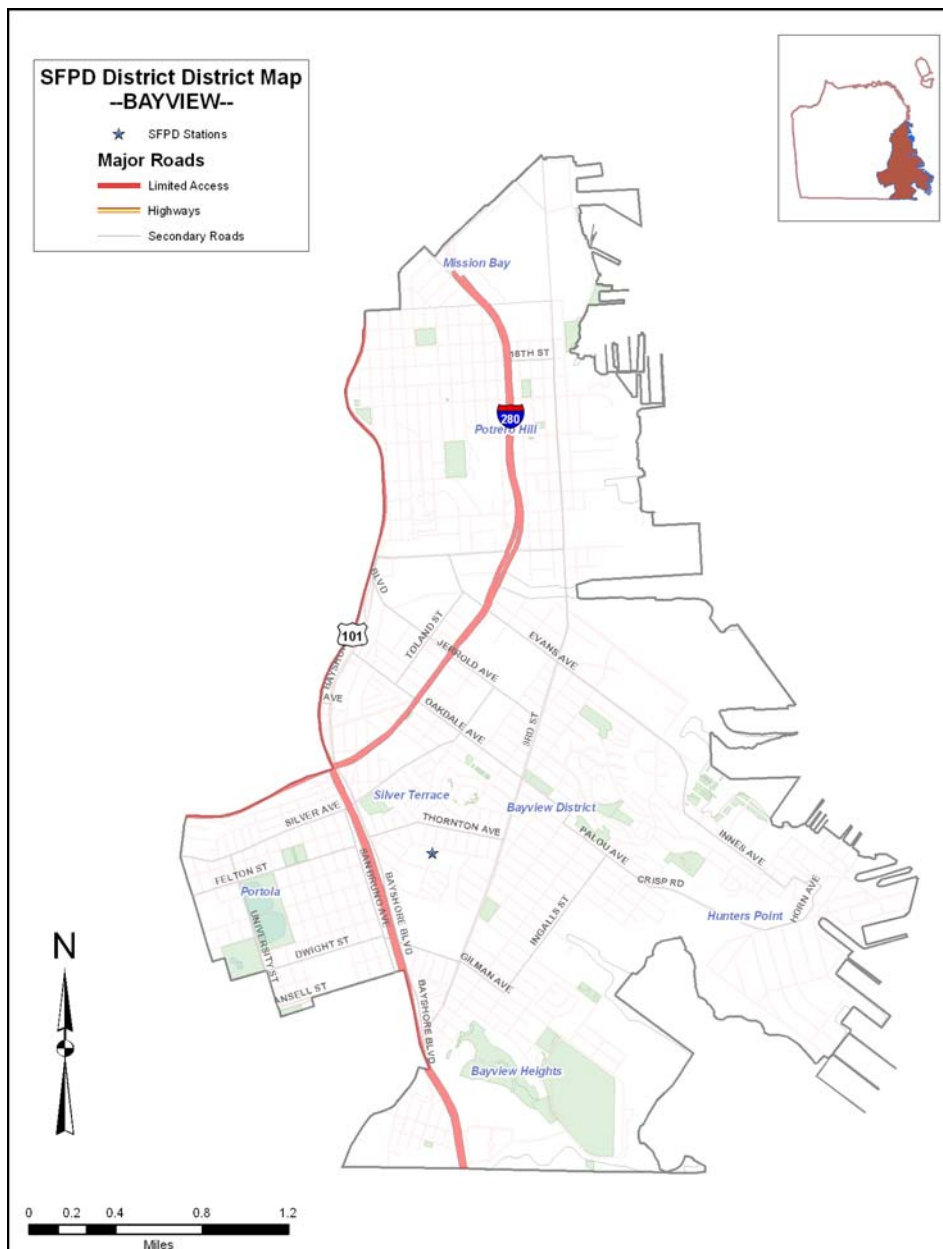
**Southern District, Company B**, has a population of 24,157 and covers 6.5% of the landmass in the City. The area is mixed-use, rapidly growing with some tourism. The district is comprised of many neighborhoods to include SOMA, South Beach and Treasure Island. New development includes the Towers in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



Southern District Station Boundaries: commences at a point on the water north of the Ferry Building, extending southwest to the Embarcadero; south along the Embarcadero (including both sides) to the former centerline of Market Street; southwest to a continuing southwest on Market Street (including both sides) to Duboce Avenue; east

on Duboce Avenue (excluding both sides to 13<sup>th</sup> Street; east on 13<sup>th</sup> Street (excluding both sides) to Division Street; east on Division Street (excluding both sides) to Vermont Street; south on Vermont Street (including both sides) to 16<sup>th</sup> Street; east on 16<sup>th</sup> Street (excluding both sides) to DeHaro Street; north on DeHaro Street (excluding both sides) to Berry Street; northeast on Berry Street (including both sides) to 7<sup>th</sup> Street; southwest on 7<sup>th</sup> Street (excluding both sides) to where an imaginary line extending from the centerline of Mission Creek Channel intersects 7<sup>th</sup> Street; northeast to and along the centerline of Mission Creek Channel to the Bay at China Basin; north from the Mission Creek Channel centerline at China Basin, following the shoreline, to the origin at a point on the water north of the Ferry Building. Treasure Island includes the entire area of Treasure Island and Yerba Buena Island and is included in Southern District.

**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.



Bayview District Station Boundaries: commences where the centerline of China Basin enters the Bay, extending southwest along the centerline of Mission Creek Channel and

continuing on an imaginary line extending from the Channel to where it intersects 7<sup>th</sup> Street ; northwest on 7<sup>th</sup> Street (including both sides) to Berry Street; southwest on Berry Street (excluding both sides) to DeHaro Street; south on DeHaro Street (including both sides) to 16<sup>th</sup> Street; west on 16<sup>th</sup> Street (including both sides) to Vermont Street, then continuing west on 16<sup>th</sup> Street (excluding both sides) to the centerline of Highway 101; south along the centerline of Highway 101 to its intersection with the centerline of Interstate Highway 280; southwest along the midpoint of Interstate 280 to an imaginary line extending north from the intersection of Cambridge Street and West View Avenue; south along that line to Cambridge Street and continuing south on Cambridge Street (including both sides) to the boundary of McLaren Park on the east side of Cambridge Street; east along the McLaren Park boundary, passing between McLaren Park proper and Louis Sutter Playground, to University Street; south on University Street (including both sides) to Mansell Street; east on Mansell Street (including both sides) to its terminus at San Bruno Avenue; east on an imaginary line from the terminus of Mansell Street at San Bruno Avenue to where it intersects the centerline of Highway 101; south along the centerline of Highway 101 to Bayshore Blvd.; southwest on Bayshore Blvd. (excluding both sides) to the county line; east along the county line to the water; north following the shoreline to the origin point where the centerline of China Basin enters the Bay.

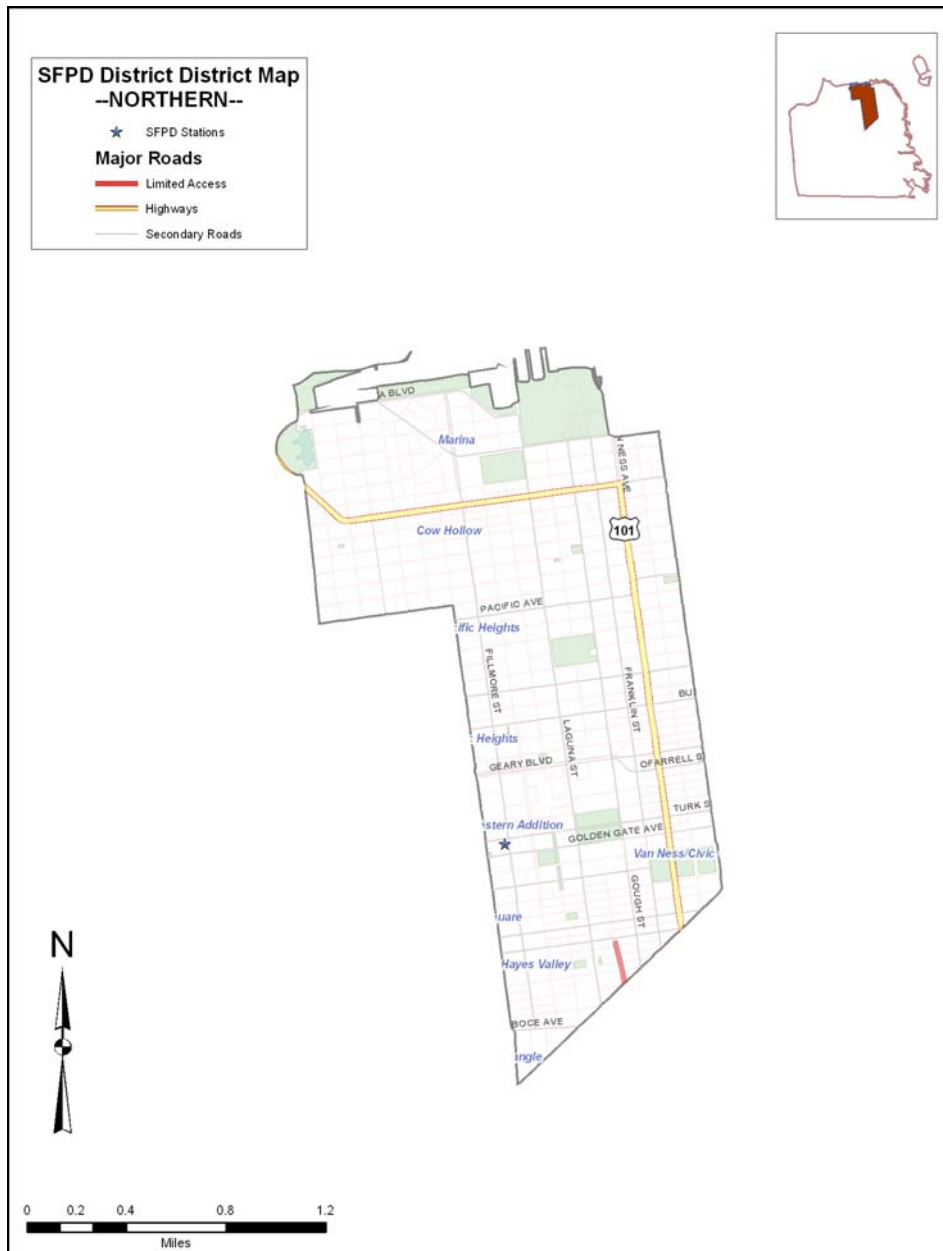
**Mission District, Company D**, has a population of 83,235 and covers 6.4% of the landmass in the City. The area is residential except the northeast section. The district is comprised of many neighborhoods to include Mission, Noe Valley, Dolores Heights and some of Castro. New development includes mixed-use 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.



Mission District Station Boundaries: Commences at the intersection of Clipper Street and Portola Drive extending north on Portola Drive (including both sides) to Market;

north and northeast on Market Street (including both sides) to Duboce Avenue; east on Duboce Avenue (including both sides) to 13<sup>th</sup> Street; east on 13<sup>th</sup> Street (including both sides) to Division Street; east on Division Street (including both sides) to Vermont Street; south on Vermont Street (excluding both sides) to 16<sup>th</sup> Street; west on 16<sup>th</sup> Street (including both sides) to the centerline of Highway 101; south along the centerline of Highway 101 to Potrero Avenue; northwest on Potrero Avenue (including both sides) to Cesar Chavez Street; west on Cesar Chavez Street or its extension (including both sides) to Douglass Street; south on Douglass Street (including both sides) to Duncan Street; west on Duncan Street (including both sides) to Diamond Heights Blvd.; north and west on Diamond Heights Blvd (including both sides) to Clipper Street; west on Clipper Street (including both sides) to the origin point at Portola Drive

**Northern District, Company E**, has a population of 82,348 and covers 6.1% of the landmass in the City. The area is mixed-use (south) to residential (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.

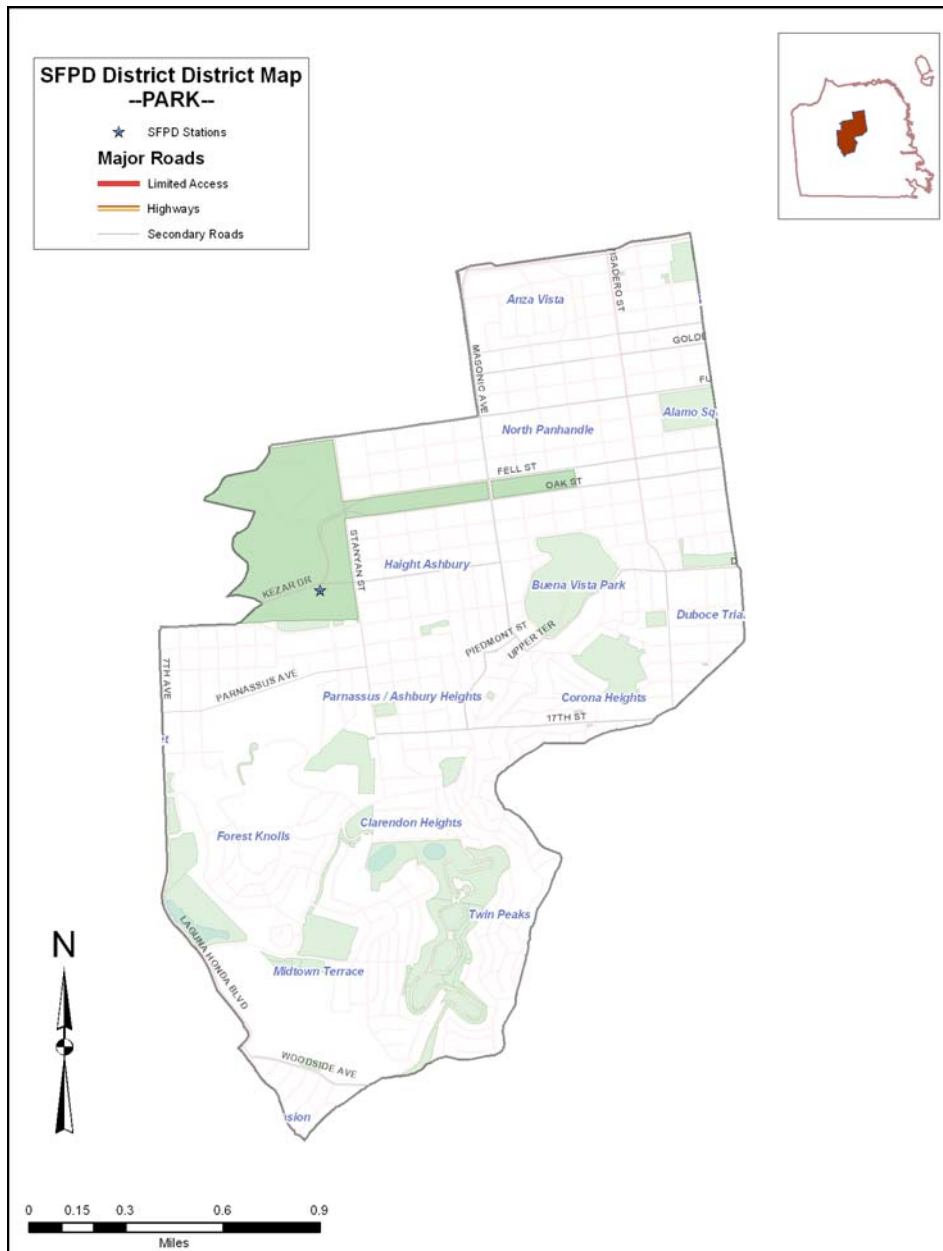


Northern District Station Boundaries: commences at a point on the water due north of the extension of Lyon Street, extending south to and along Lyon Street (including both sides) to Marina Blvd; south from Marina Blvd. from the city lot line between the Palace of Fine Arts and the Presidio to where it rejoins Lyon Street; south following the Lyon



Street centerline to Broadway; east on Broadway (including both sides) to Steiner Street; south on Steiner Street (including both sides) to Duboce Avenue; east on Duboce Avenue (including both sides) to Sanchez Street; south on Sanchez Street (including both sides) to Market Street; northeast on Market Street (excluding both sides) to Larkin Street; north on Larkin Street (including both sides) to Bay Street; west on Bay Street (excluding both sides) to Van Ness Avenue; north on Van Ness Avenue (excluding both sides) and continuing north along the Municipal Pier Access Road (excluding both sides) to a point on the water just west of the Municipal Pier; east following the shoreline to the origin at a point on the water due north of the extension of Lyon Street.

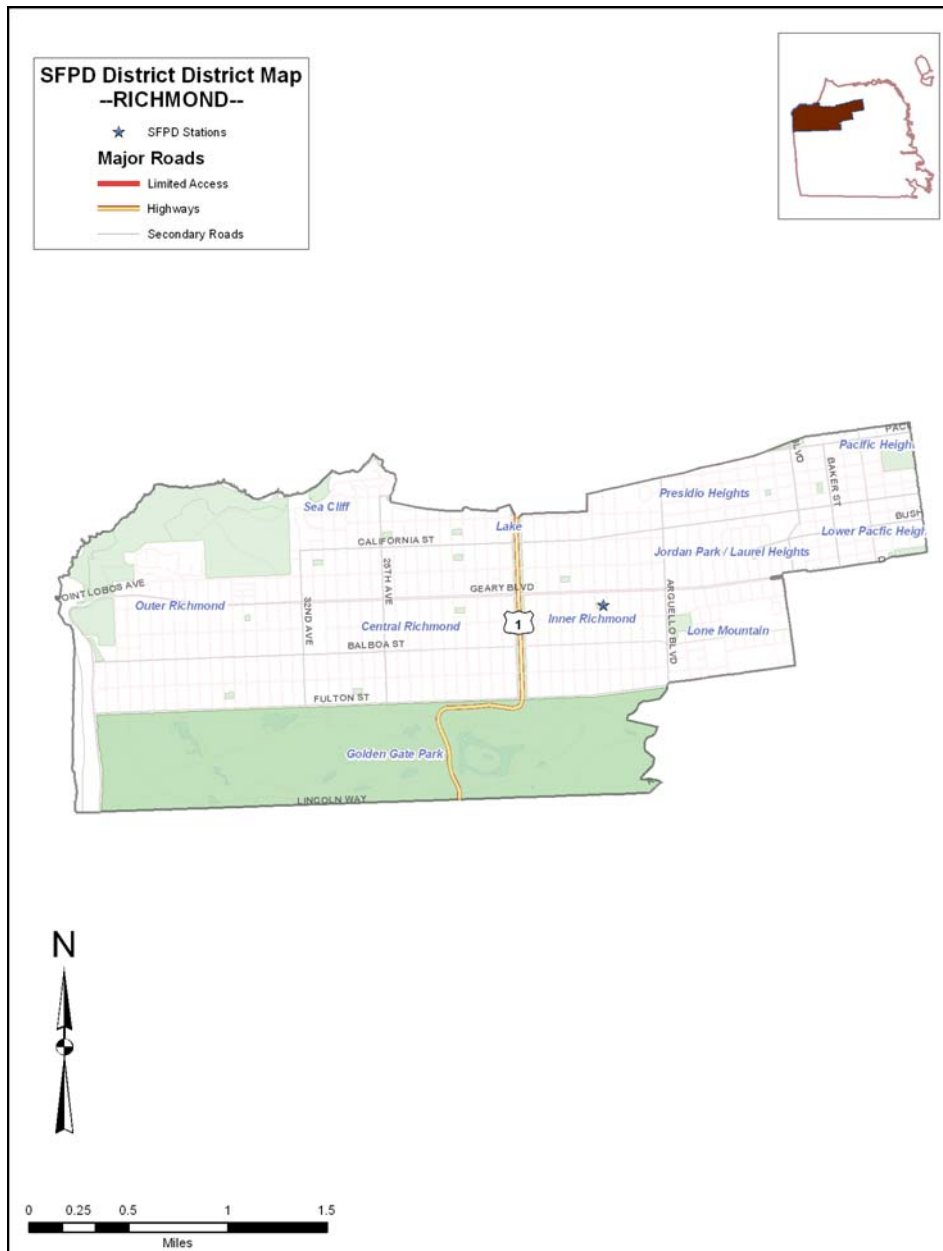
**Park District, Company F**, has a population of 59,572 and covers 6.7% of the landmass in the City. The area is mostly residential. The district is comprised of many neighborhoods to include Haight-Ashbury, North of Panhandle, West of Twin Peaks, Western Addition and some of Castro. New development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



Park District Station Boundaries: commences at the intersection of Steiner Street and Geary Blvd. extending west on Geary Blvd. (including both sides) to Emerson Street (north and west side of Masonic Avenue); south on Masonic Avenue (including both sides) to Fulton Street; west on Fulton Street (including both sides) to Arguello Blvd.;

south on Arguello Blvd. (including both sides) to Conservatory Drive West; south on Conservatory Drive West (including both sides) to John F Kennedy Drive; east on John F. Kennedy Drive (JFK Drive) (including both sides) to Middle Drive East; south on Middle Drive East (including both sides) to Bowling Green Drive; south on Bowling Green Drive (including both sides) to Martin Luther King Jr. Drive; east on Martin Luther King Jr. Drive (MLK Drive) (including both sides) to Kesar Drive; south on Kesar Drive (including both sides) to Lincoln Way; west on Lincoln Way (including both sides) to 7<sup>th</sup> Avenue; south on 7<sup>th</sup> Avenue (including both sides) to Laguna Honda Blvd.: south on Laguna Honda Blvd. (including both sides) to Portola Drive; east and north on Portola Drive (excluding both sides) to Market Street; north and northeast on Market Street (excluding both sides) to Sanchez Street; north on Sanchez Street (excluding both sides) to Duboce Avenue; west on Duboce Avenue (excluding both sides) to Steiner Street; north on Steiner Street (excluding both sides) to the origin point at Geary Blvd.

**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.



Richmond District Station Boundaries: commences at the intersection of Steiner Street and Broadway, extending west on Broadway (excluding both sides) to the east boundary of the Presidio at Lyon Street; south along Lyon Street (excluding the west side) to Pacific Avenue; west following Pacific Avenue (including both sides) along the

Presidio boundary to Julius Kahn playground; north and west and south along the boundary between the Julius Kahn Playground and Presidio proper; to the southwest corner of the playground; west following Pacific Avenue (including both sides) along the Presidio boundary to its terminus at the origin of Spruce Street; west and south following the southern Presidio boundary to a point on Lobos Creek north of 24<sup>th</sup> Avenue and east of El Camino Del Mar; north and west along Lobos Creek, following the Presidio boundary, to the point where Lobos Creek enters the ocean; west and south along the shoreline (excluding Golden Gate National Recreational Area, GGNRA and Fort Miley) to the extended centerline of Lincoln Way; east to Lincoln Way and continuing east on Lincoln Way (excluding both sides) to Kezar Drive; north on Kezar Drive (excluding both sides) to MLK Drive; west on MLK Drive (excluding both sides) to Bowling Green Drive; north on Bowling Green Drive (excluding both sides) to Middle Drive east; north on Middle Drive east (excluding both sides) to JFK Drive; west on JFK Drive (excluding both sides) to Conservatory Drive west; northeast on Conservatory Drive west (excluding both sides) to Arguello Blvd.; north on Arguello Drive (excluding both sides) to Fulton Street; east on Fulton Street to Masonic Avenue (excluding both sides); north on Masonic Drive (excluding both sides) to Geary Blvd. opposite Emerson Street; east on Geary Blvd. (excluding both sides) to Steiner Street; north on Steiner Street (excluding both sides) to the origin point on Broadway.

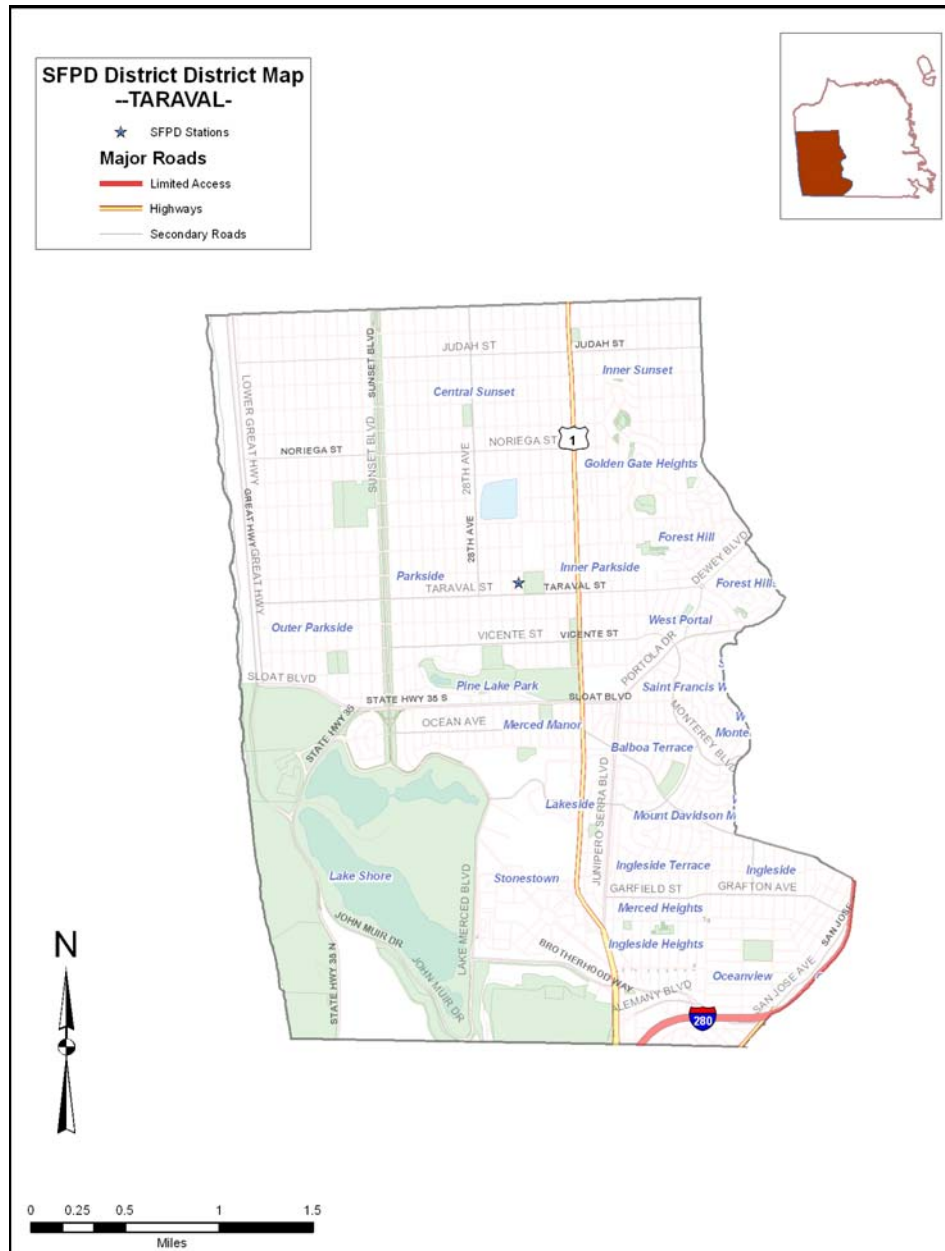
***Ingleside District, Company H***, has a population of 132,328 and covers 15.4% of the landmass in the City. The area is mostly residential. The district is comprised of many neighborhoods to include Diamond Heights, Bernal Hill, Glen Park, Miraloma, Sunnyside, Mission Terrace, Excelsior, Crocker Amazon 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.



**Ingleside District Station Boundaries:** commences at the intersection of Potrero Avenue and Highway 101; extending south along the centerline of Highway 101 to its

intersection with the centerline of Interstate 280; west along the centerline of Interstate 280 to an imaginary line extending north from the intersection of Cambridge Street and West View Avenue; south to Cambridge Street and continuing south on Cambridge St (excluding both sides) to the boundary of John McLaren Park on the east side of Cambridge Street; east along the boundary of John McLaren Park passing between the boundary of the park proper and Louis Sutter Playground to University Street; south along University Street (excluding both sides) to Mansell Street; east on Mansell Street (excluding both sides) to its terminus at San Bruno Avenue; east on an imaginary line from the terminus of Mansell Street at San Bruno Avenue to where it intersects the centerline of Highway 101; south along the centerline of Highway 101 to Bayshore Blvd.; south on Bayshore Blvd. (including both sides) to the county line; west along the county line to San Jose Avenue; north on San Jose Avenue (excluding both sides) to the centerline of Interstate 280; north along the centerline of Interstate 280 to Geneva Avenue; northwest on Geneva Avenue (excluding both sides) to Ocean Avenue; northwest on Ocean Avenue (excluding both sides) to Faxon Avenue; north on Faxon Avenue (including both sides) to Monterey Blvd.; east on Monterey Blvd. to Yerba Buena Avenue; north on Yerba Buena Avenue (including both sides) to Miraloma Drive; north on Miraloma Drive (including both sides) to Portola Avenue; northwesterly on Portola Avenue (including both sides) to Clipper Street; east on Clipper Street (excluding both sides) to Diamond Heights Blvd.; southwesterly on Diamond Heights Blvd. (excluding both sides) to Duncan Street; east on Duncan Street (excluding both sides) to Douglass Street; north on Douglass Street (excluding both sides) to Cesar Chavez Street; east on Cesar Chavez Street or its extension (excluding both sides) to Potrero Avenue; southeast on Potrero Avenue (excluding both sides) to the origin point at the centerline of Highway 101. John McLaren Park is entirely within the boundaries of Ingleside.

**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.



**Taraval District Station Boundaries:** commences at the intersection of Lincoln Way and 7<sup>th</sup> Avenue, extending west on Lincoln Way (including both sides) and continuing west to a point on the west side of the Great Highway (including both sides) on the GGNRA boundary; south along the Great Highway (including both sides) to Skyline Blvd.; south along Skyline Blvd. to the county line; east along the county line to San Jose Avenue;



northeast on San Jose Avenue (including both sides) to the centerline of Interstate 280; north following the centerline of Interstate 280 to Geneva Avenue; west on Geneva Avenue (including both sides) to Ocean Avenue; west on Ocean Avenue (including both sides) to Faxon Avenue; north on Faxon Avenue (excluding both sides) to Monterey Blvd.; east on Monterey Blvd. (excluding both sides) to Yerba Buena Avenue; north on Yerba Buena Avenue v to Miraloma Drive; north on Miraloma Drive (excluding both sides) o Portola Drive; northeast on Portola Drive (excluding both sides) to 7<sup>th</sup> Avenue; north on 7<sup>th</sup> Avenue (excluding both sides) to the origin point at Lincoln Way.

**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) units 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.



**Tenderloin District Station Boundaries:** encompasses the triangular area bounded by Geary Street, Larkin Street and Market Street (not including both sides of these streets).

# Data Methodology – Analysis of District Boundaries

## Introduction

The evaluation is examining the existing District Boundaries and future needs of the City related to boundary lines and resource allocation. This analysis is being 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.

**Elements Reviewed**  
**SFPD**  
**District Boundaries Analysis**  
Demographic Characteristics  
Population Statistics  
Mapping  
Calls for Service  
Facility Audits  
Staffing Levels  
Community Input  
Department Input

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 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 and plots, census tracts and zip codes in the City of San Francisco. These detailed maps will characterize the existing geographic areas of the City and their link to police operations. These maps will serve as a baseline for the evaluation and potential restructuring of the district boundaries.

The maps will 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. The maps can also be used as a baseline for coordinating between law enforcement agencies, service providers, and community organizations responsible for efforts prevent crime and violence.

## **Project Data Request**

A data request was developed by PSSG in collaboration with the City of San Francisco Controller's Office. The request was formally submitted July 27, 2007 through the Controller's 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:

1. *Computer Aided Dispatch (CAD) Data*: This dataset includes information related to calls for service received by the SFPD.
2. *Crime Reporting (CABLE) Data*: This data set details the offense reporting made to police officers in the city.
3. *10-7 (markout) Data*: This data set details the officer-initiated activities for the SFPD.
4. *Human Resources (HRMS) Data*. Human Resources information that details the staffing distribution and staffing of each district and sector within the SFPD.
5. *Traffic Division Data*: Traffic Data provides specific information regarding the activities of the Division that are not tracked in the CABLE system.

## **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 the SPSS 13.0 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.

## **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**

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.

## **Facility Audits**

Audits of each SFPD facility will examine the following existing infrastructure that is needed to support the activities of the SFPD. The analysis includes the following criteria:

- General Information
- Office Space
- Special use Rooms
- Prisoner Lock up
- Restroom / Locker room Facilities
- Parking
- Capacity for Expansion
- SFPD employees assigned to each location

- Functional Technology
- Training Facilities
- Storage

This information will also be used to determine the operational effectiveness and functional capacity of each facility to serve the needs of officers and citizens. To determine these characteristics, each facility was evaluated during an on site visit guided by a PSSG developed audit instrument. On site visits were supported with interview responses received from SFPD personnel. The information will be used in conjunction with other data collected from multiple datasets provided by the City of San Francisco, community members and surveys.

### **Staffing and Resource Allocation**

The task of analyzing the current district boundary configurations and subsequent redrawing of the district boundaries is dependent upon the existing staffing allocation and the availability of human resources to meet the demands of the San Francisco community. In order to effectively review the staffing of each district, the following categories of information were requested of the City.

- Current staffing department wide
- Current staffing of each district, including both sworn and civilian personnel
- Current staffing of specialty units
- Historical staffing 2002 – June 30, 2007

This information is being used to assess the current available staffing to determine the ratio of sworn police to citizens of the district and compared against national averages for cities of comparable size and composition. This same information is also being used for comparison of this ratio between the districts. Additionally, information will assess the total available staffing for special assignment and patrol functions. The patrol numbers will be used to calculate the call load per patrol officer (the first line responder to citizen emergency and non-emergency calls for service).

The analysis of staffing needed to safely deliver police services is the basis for determining each of these factors in order to maintain appropriate staffing levels. The information is a key component of any recommendations to redraw district lines to better serve the community and improve the efficiency of the department while maintaining appropriate staffing levels.

### **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:

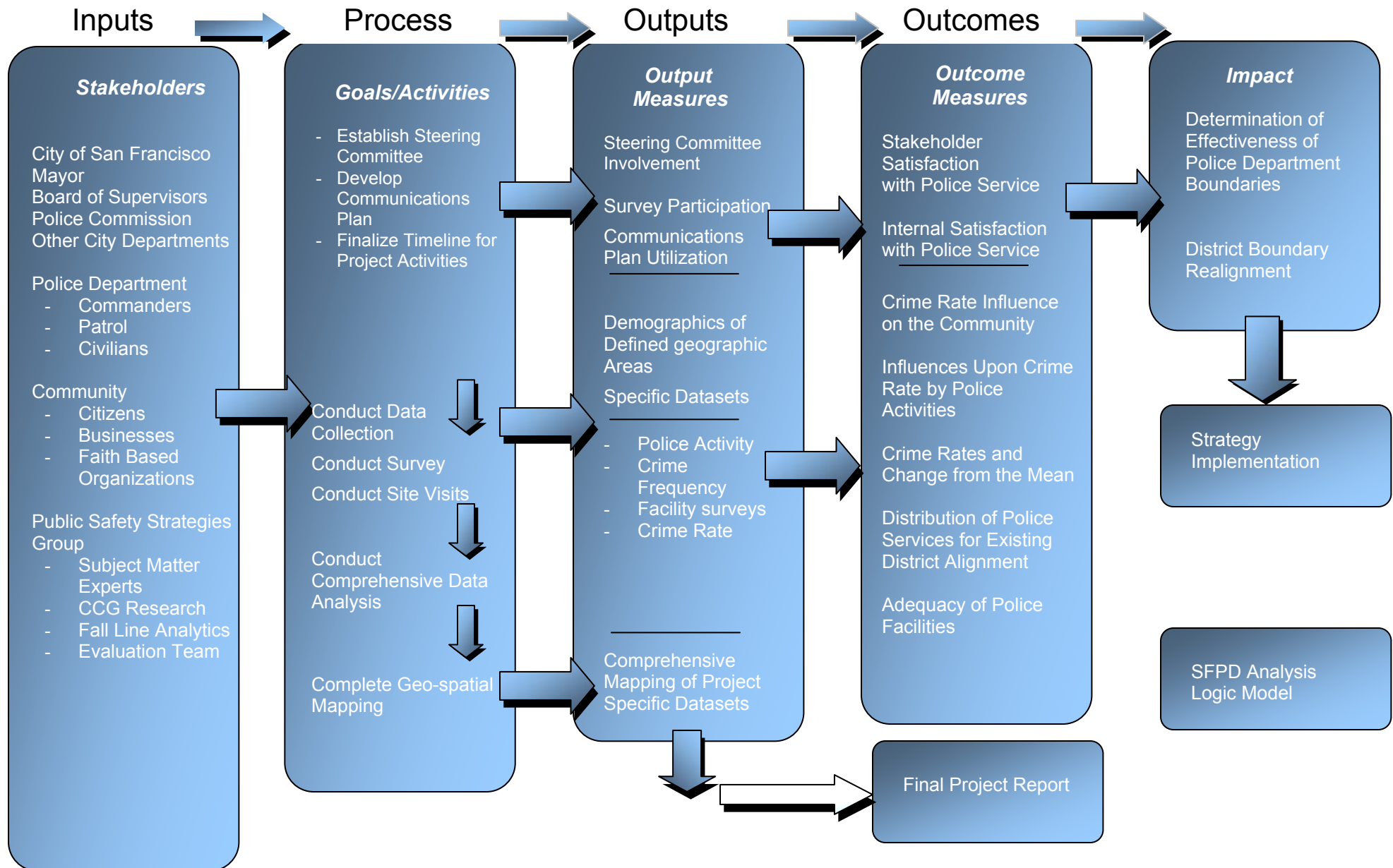
- Adequacy of district staffing
- Police response times
- Satisfaction with service
- Community safety
- Officer safety
- Time constraints limiting effective investigations
- Police responses to recurring criminal activities (i.e. serial rapist)
- Officer / community interactions
- Administration responses 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 District Boundaries Analysis Logic Model**



## Conclusions

The City of San Francisco is setting the stage for future strategic planning and allocation of resources in a manner that best addresses the needs of the San Francisco Police Department and community stakeholders.

The legislation passed by the Board of Supervisors places the SFPD on a track aligned with acceptable standards of practice for evaluating the district boundaries and resource allocation of departments.

The strategies established will provide the SFPD with baseline information and recommendations focused on crime prevention, cost controls, productivity while adhering to the mission and vision for police services agreed upon by the department and its stakeholders.

The process is an inaugural step for evaluating the boundaries and resource allocation. As the SFPD does not have an established process for such activities nor the research staff available, the efforts currently underway will allow the department to continue its operation while at the same time taking advantage of strategies instituted in other departments that have reached similar goals of redistricting to more closely match community and department needs.

## Attachment 1

### Board of Supervisors Mandate for District Boundaries Analysis

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

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

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

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

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

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

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

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

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

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

(Added by Ord. 243-6, File No. 060795, App. 10/4/2006)<sup>15</sup>

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<sup>15</sup> <http://www.municode.com/Resources/gateway.asp?pid=14131&sid=5>

## Attachment 2

### District Boundary Changes Detailed Information

*May 1973      District Boundaries / December 1979 Order No. A-3 (Notes)*

The following is a synopsis of the boundaries of the nine districts following the official 1973 changes as documented in DGO 1.02. It should be noted that the majority of the boundaries on streets divided the boundary down the center of the street.

**Central District:** The northern end of Van Ness Avenue to the waters of the Bay; South along the shore to the northern boundary of the Ferry Building (Union Depot); to the Embarcadero; to the north property line of Market Street; Southwest on Market to Leavenworth Street; Leavenworth north to Broadway; west to Van Ness Avenue; North on Van Ness Avenue to the Bay.

**Southern District:** Commences at the intersection of Duboce Avenue and the prolongation of the north property line of Market Street; east on Market Street to the Embarcadero to the north boundary of the Ferry Building; south along the shoreline to the intersection of 16<sup>th</sup> Street; west on 16<sup>th</sup> Street to the James Lick Memorial Freeway (Highway 101); north on James Lick Highway to Division Street; west on Division Street to 13<sup>th</sup> Street; west on 13<sup>th</sup> Street to Duboce Avenue; west on Duboce Avenue to Market Street.

**Southeast District (Now Bayview):** Commences at the intersection of 16<sup>th</sup> Street and the shoreline of the Bay; south along the shore to the county line; west along the county line to Cordova Street; northwest on Cordova Street to Naples Street; northeast on Naples Street to Silver Street; east on Silver Street to Bowdoin Street; north on Bowdoin Street to Alemany Blvd.; northeast on Alemany Blvd. to James Lick Highway; north and east along James Lick Highway to 16<sup>th</sup> Street; 16<sup>th</sup> Street to the Bay.

**Mission District:** Commencing at the intersection of Steiner Street and Duboce Avenue; east on Duboce Avenue to 13<sup>th</sup> Street; southeast on 13<sup>th</sup> Street to Division Street; east on Division Street to James Lick Highway; south along the James Lick Highway to Army Street ( now Cesar Chavez), west on Army Street to Douglass Street; south on Douglass Street to 27<sup>th</sup> Street; along 27<sup>th</sup> Street to its prolongation along Safira Lane to Diamond Heights Blvd.; west on Diamond Heights Blvd. to Portola Drive; southwest on Portola Dr, to Twin Peaks Blvd; northwest an Twin Peaks Drive to Clayton Street; northwest on Clayton Street to 17<sup>th</sup> Street; east on 17<sup>th</sup> Street to Roosevelt Way; northeast on Roosevelt Way to Loma Vista Terrace; northeast on Loma Vista Terrace to Upper Terrace; northeast on Upper Terrace to Buena Vista East; northeast on Buena Vista East to Duboce Avenue; east on Duboce Avenue to Steiner Street.

**Northern District:** Commences at the intersection of Van Ness Avenue at the shoreline of the Bay; south on Van Ness Avenue to Broadway; east on Broadway to Leavenworth

Street; south on Leavenworth to the prolongation of Market Street; southwest on Market Street to Duboce Avenue; west on Duboce Avenue to Steiner Street; north on Steiner Street to Broadway; west on Broadway to the boundary line of the Military Reservation (Presidio); north along the Military Reservation boundary line to the shoreline of the Bay; east along the shoreline to the commencement point.

Park District: Commences at the intersection of Steiner Street and Duboce Avenue; west on Duboce Avenue to Buena Vista East; southwest on Buena Vista East to Upper Terrace; southwest on Upper Terrace to Loma Vista Terrace; southwest on Loma Vista Terrace to Roosevelt Way; southwest on Roosevelt Way to 17<sup>th</sup> Street; west on 17<sup>th</sup> Street to Clayton Street; south on Clayton Street to Twin Peaks Blvd.; southwest on Twin Peaks Blvd. to Portola Drive; southwest on Portola Drive to Woodside Avenue; west on Woodside Avenue (excluding the Youth Guidance Center) to Laguna Honda Blvd. northwest on Laguna Honda Blvd. and 7<sup>th</sup> Avenue to Lincoln Way; east on Lincoln Way to Kezar Drive; north on Kezar Drive to South Drive; west on South Drive to Bowling Green Drive; north on Bowling Green Drive to JFK Drive; west on JFK Drive to Conservatory West; north on Conservatory Drive West to Arguello Blvd; north on Arguello Blvd to Fulton Street; east on Fulton Street to Masonic Avenue; north on Masonic Avenue to Geary Blvd.; east on Geary Blvd to Presidio Avenue; north on Presidio Avenue to the boundary of the Military Reservation. East along the Military boundary to the intersection of Lyon Street; then north on the Military boundary to the intersection of Broadway; east on Broadway to Steiner Street; south on Steiner Street to the commencement point on Duboce Avenue

Richmond District; Commences at the intersection of Arguello Blvd and Fulton Street; east on Fulton Street to Masonic Avenue; north on Masonic Avenue to Geary Blvd.; east on Geary Blvd to Presidio Avenue to the Military south boundary; west along the Military boundary to the Pacific Ocean; west and south along the shoreline to a point where the shoreline intersects with the prolongation of Lincoln Way; east on Lincoln Way to Kezar Drive at Third Avenue; north on Kezar Drive to South Drive; west on South Drive to Bowling Green Drive; north on Bowling Green Drive to JFK Drive; north on JFK Drive to Conservatory Drive West; north on Conservatory Drive West to the intersection of Arguello Blvd. north on Arguello Blvd to the commencement point on Fulton Street.

Ingleside District: Commences at the intersection of Alabama Street and Army Street; west on Army Street to Douglass Street; south on Douglass to 27<sup>th</sup> Street; west on 27<sup>th</sup> Street to its prolongation along Safira Lane to Diamond Heights Blvd.; west on Diamond Heights Blvd. to Portola Drive; southwest on Portola Drive to Junipero Serra Blvd.; south on Junipero Serra Blvd. to the county line; east along the county line to Cordova Street; northwest on Cordova Street to Naples Street; northeast on Naples Street to Silver Avenue; east on Silver Avenue to Bowdoin Street; north on Bowdoin Street to Alemany Blvd.; northeast on Alemany Blvd to James Lick Highway; northeast along the James Lick Highway to Army Street; west on Army Street to the commencement point at Alabama Street.

Taraval District: Commencing at the intersection of Junipero Serra Blvd. and the county line; North on Junipero Serra Blvd to Portola Drive; northeast on Portola Drive to Woodside Avenue; northwest on Woodside Avenue (including the Youth Guidance Center) to Laguna Honda Blvd; northwest on Laguna Honda Blvd. and 7<sup>th</sup> Avenue to Lincoln Way; west on Lincoln Way to the shoreline, south along the shoreline to the county line; east along the county line to the commencement point.

The 1979 DGO changed the responsibility of the properties on Market Street in the Central, Northern and Southern districts. The order gave the responsibility on both sides of Market Street including premises on both side of the street to Southern district.

4-29-80 DGO A-4 Changed the southwest boundaries of Potrero to west on the county line to Geneva to East boundary of Crocker Amazon Playground to LaGrande to Persia to Brazil to LaGrande to Burrows to Harvard to Bacon to Oxford to Wayland to Cambridge to Silver to Bowdoin to Alemany to Highway 101 to Army to Alabama to 16<sup>th</sup> to the Bay.

#### *1982 DGO's No. M1-M9*

The 1982 changes include the following

:

Central District DGO M-1 dated 5-21-1982

The northern intersection on Leavenworth was changed from Broadway to Bay Street.

Southern District DGO M-2 dated 5-21-1982

Only change was responsibility of Market Street buildings on both side of the street was given to Southern.

Potrero District DGO M-3 dated 5-21-1982

Changed back from Alemany to Highway 101 to 16<sup>th</sup> to the Bay.

Mission District DGO M-4 dated 5-21-1982

No changes.

Northern District DGO M-5 dated 5-21-1982

No changes.

Park District DGO M-6 dated 5-21-1982

No changes.

Richmond District DGO M-7 dated 5-21-1982

No Changes.

Ingleside District DGO M-8 dated 5-21-1982

Changed the southeast boundaries of Ingleside to east on the county line to Geneva to East boundary of Crocker Amazon Playground to LaGrande to Persia to Brazil to

LaGrande to Burrows to Harvard to Bacon to Oxford to Wayland to Cambridge to Silver to Bowdoin to Alemany.

Taraval District DGO M-9 dated 5-21-1982  
No Changes.

*1983 Revision of DGO's M2, M3 and M4. Southern, Mission and Potrero Districts.  
Resolution # 290-3*

Southern district had changes made to its southwest boundary. The changes were; From the Bay westerly on 16<sup>th</sup> Street to DeHaro; south on DeHaro to 18<sup>th</sup> Street; west on 18<sup>th</sup> to Potrero Blvd.; north on Potrero to Division to previous boundary line  
Memos written during this timeframe indicate that the changes were made to incorporate several business areas into one district for policing purposes.

Potrero district and Mission district had the adjoining boundaries to Southern adjusted accordingly.

*1986 Revision of DGO's M6 and M9. Park and Southern Districts  
Complete set of DGO's M1-M9. Final version containing 1983 and 1986 revisions.*

Park district had changes along its western boundary in the area of Mt. Sutro. As the old boundary line went west on Woodside it now turned east on Clarendon to Stanyon and from Stanyon west along an imaginary line to the intersections of Warren, Lawton and 7<sup>th</sup>, then north on 7<sup>th</sup> along previous boundary.

Note: These changes were the result of poor radio reception. The area picked up by Taraval was better suited for Taraval's radio frequency.

Taraval district boundaries in the same area were adjusted accordingly.

1991 Drafts and notes for DGO M1, Final version of M1 dated 11-26-1991 that replaces M1-M9

Changes made in 1991 were as follows;

Central district: the southern boundary along Market Street from the Embarcadero changed to stop at Geary and proceed west on Geary to Larkin. This left the triangle of Geary/Larkin/Market open to form the Tenderloin Task Force.

Southern district: Changes to Southern were on the southern boundary. From southeast on Division to Vermont; south on Vermont to 16<sup>th</sup> Street; east on 16<sup>th</sup> to DeHaro; north on DeHaro to Berry; northeast on Berry to 7<sup>th</sup> Street; southeast on 7<sup>th</sup> to an imaginary line that extends from the center of the Channel to 7<sup>th</sup>. Northeast along the imaginary line to the Bay



Potrero district: Changes made to the northern boundary to adjust to the changes made above to Southern district. The southwest boundary was also changed south from Highway 101 to Interstate 280; to Bowdoin; south on Bowdoin to Mansell; west on Mansell to Dartmouth; south on Dartmouth to the boundary of McLaren Park; south along the boundary to Delta; south on Delta to Leland; west on Leland to Schwerin; south on Schwerin to the county line, east on the county line to the Bay.

Mission district: The northeast section was changed to adjust to the changes above in Southern and Potrero districts. The southwest section was changed by adjusting the west boundary to Market Street from Twin Peaks. The change was from west on Army to Douglass; south on Douglass to Duncan; west on Duncan to Diamond Heights to Clipper; clipper to Portola; north on Portola to Market; northeast on Market to Duboce.

Northern district: The southwest corner was changed by going from Duboce to Sanchez to Market. The eastern boundary was moved to Larkin.

Park district: The southeast boundary was changed to Clipper to Portola to Market to Sanchez to Duboce. The western boundary was changed to 7<sup>th</sup> Avenue to Laguna Honda to Portola.

Richmond district: The eastern boundary was extended to Steiner to Broadway west to Presidio boundaries to the Pacific Ocean.

Ingleside district: All boundaries were adjusted. Commencing at Potrero at Highway 101: south on 101 to Interstate 280; SW on 280 to Bowdoin; S on Bowdoin to Mansell; W on Mansell to Dartmouth; S on Dartmouth to the boundary of John McLaren Park south to where it meets Delta; S on Delta to Leland; W on Leland to Schwerin; S on Schwerin to the county line; W on the county line to San Jose; N on San Jose to Interstate 280; N on 280 to Geneva; NW on Geneva to Ocean Avenue; NW on Ocean to Faxon; N on Faxon to Yerba Buena; N on Yerba Buena to Miraloma; N on Miraloma to Portola; NE on Portola to Clipper; W on Clipper to Diamond Heights; SE on Diamond Heights to Duncan; E on Duncan to Douglass; N on Douglass to Army; E on Army to Potrero.

It should be noted that some of these changes were the result of a request by a border neighborhood to be the responsibility of just one district (Ingleside).

Taraval district: The southeast boundaries adjusted to the changes above in Ingleside. The northeast boundaries changed to 7<sup>th</sup> Avenue south to Laguna Honda to Portola.

Tenderloin Task Force: formed as described as above.

*1992 Draft and 1994 final version of DGO 1.02*

The 1994 changes were as follows;

Central district: No changes.

Southern district: No changes.

Potrero district: No changes

Mission district: No changes.

Northern district: No changes.

Park district: No changes.

Richmond: No changes.

Ingleside district: One minor change to the northwest boundary. Diamond Heights to Duncan to Douglass to Army was adjusted to Diamond Heights to Douglas to Army.

Note: This change does not reflect in the 1994 description of the Mission boundary in the same area.

Taraval district: Slight change in the area of San Jose Avenue and Interstate 280. Change continues north on San Jose to Ocean to Faxon.

Note: This change does not reflect in the Ingleside changes.

Tenderloin district: No changes.

The following changes were made to the boundaries of Bayview and Ingleside on 9-10-1998. These changes came as a result of interaction between the residents of Visitation Valley and Portola Valley and the captains of Ingleside and Bayview. The changes were;

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

Between 1999 and 2003 there are numerous drafts of DGO 1.02 that all of which seem to contribute to the 7-14-2003 version of DGO 1.02 that appears to be the most recent changes to the boundaries. In these drafts, there are comments and mention of the name change of Potrero to Bayview and the inclusion of Treasure Island in the Southern District.

Additional comments regarding changes listed in the 1999 to 2003 drafts are not included in this report as it is uncertain if they were enacted and if so they were mostly minor in nature.

*2003 Final version of DGO 1.02 (Current Policy)*

The 1971 version of the boundaries mostly used the centerlines of boundary streets as the boundary thereby giving one side of the street to one district and the other side to the adjoining district. This trend changed with the shift in districts over the years to what appears in the current boundaries with one district typically covering both sides of a boundary street.

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