PHASE ONE IMPLEMENTATION PROPOSAL FOR THE SAN FRANCISCO POLICE DEPARTMENT:

WORKING DRAFT
March 27, 2009

POLICE EXECUTIVE
RESEARCH FORUM

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Introduction

The San Francisco Police Department (SFPD) has been the subject of eight studies of its operations and functions over the last several years. The studies include: a comprehensive organizational assessment, an evaluation of foot patrol, a study of police district boundaries, an information technology (IT) strategic review and plan, a report on community policing, the offering of a community peace plan, a plan to improve the department's efforts to consistently provide fair and impartial policing and an evaluation of the department's use of cameras to monitor public space. These studies offer more than 350 recommendations for changes in the operations of the SFPD. In response to these studies, the SFPD proposes to enact the recommendations that further the newly adopted Vision Statement [1] through changes in policy, procedures and a phased implementation of the district based recommendations.

The San Francisco Police Commission has initiated the policy changes by holding the first of what may be several hearings on the disciplinary process and the terms of the Chief of Police's employment. SFPD management is prioritizing the procedural recommendations and is developing action steps and timelines for implementation. The proposal for the phased implementation of the district based recommendations is the subject of this document.

Presented here is a proposal to implement the district based recommendations from six studies in one police district on a trial basis. The phased approach will allow the department to demonstrate "proof of concept" of significant recommendations from the studies in light of the City's distressed financial circumstances prior to citywide implementation. Specifically, Phase One will address recommendations from the organizational assessment, the evaluation of foot patrol, the study of police district boundaries, the IT strategic review and plan, the report on community policing, and the community peace plan.[2] This document should be considered a working draft as the details of the implementation plan will be developed in consultation with the district commander, personnel and community.

This proposal outlines goals for the Phase One district project, describes the resources that will be needed for successful implementation, details the project approach and presents the critical facets for measurement and accountability. Examples of measures and indications for sample problem solving projects are provided from Problem Solving Guides published by the Office of Community Oriented Policing Services. The criteria that should guide the selection of the Phase One district are also presented.

Several appendices are attached. Appendix B presents a menu of district wide performance indicators that should be considered in setting objectives for the specific district chosen for Phase One. Appendix C outlines essential training for Phase One district personnel. Appendix D contains the "Problem Nomination Form Designed to replace the 509 form. Appendix E and F provide two different detailed examples from COPS Office guides of possible use of the problem solving approach. They are important reading for those that may be unfamiliar with the full

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[1] See Appendix A for full Vision Statement adopted by the San Francisco Police Commission on July 16, 2008.
[2] See Appendix H for the table of recommendations to be implemented.

scope of police problem solving efforts. This is included as an illustration of the problem solving approach and is not intended to be prescriptive. Appendix G compares the staffing of each of the ten districts against PERF's recommended staffing in the Organizational Assessment study. The final appendix displays the recommendations from all of the studies that will be addressed in the Phase One implementation effort.

Phase One District-Level Implementation Goals

The goal of the Phase One Implementation Project is to solve multiple crime and disorder problems in the district through community-police partnerships. The commanding officer of the district and the community will be heavily involved in creating and maintaining the partnerships needed for the community policing problem solving model to be implemented. Success will be measured through reductions in specified crime and disorder problems and through increased resident, business and community satisfaction with the quality of life in the district. Although some crime and disorder problems will be district wide, most of the problems to be addressed are expected to be at the neighborhood level. Each problem will be subjected to rigorous problem-solving methodology to define the specific crime and disorder problem, to thoroughly analyze it so that a response can be carefully designed for maximum impact and to assess the results and impact.

Because the Phase One Project will be composed of multiple small scale projects – and perhaps a few district wide efforts –district wide impacts will grow as more problems are solved. Specific benefits may occur in the short term at the neighborhood level, but the greater benefits will result from the aggregation of these small scale projects over time.

A menu of district-wide performance measure, including those the department currently uses as part of its CompStat process, can be found beginning on page 4.

The problem solving and community engagement efforts in the Phase One District will be conducted primarily using resource assigned to the district. However the district will have access to citywide specialized units such as investigations, traffic, the tactical units, the gang unit and narcotics. These centralized resources will serve as potential "force multipliers" for the district.

Phase One District Organizational Structure and Personnel

The Organizational Assessment recommended a structure for San Francisco's ten police districts that was designed to create a structure and staffing to promote community engagement and crime and disorder problem solving in each district. The following chart shows the recommended organization for the districts.

San Francisco Police Department
Proposed District Staffing
March 2009

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                                    ┌──────────────┐
                                    │   Captain    │
                                    └──────┬───────┘
        ┌──────────────────┬──────────────┼──────────────────┬────────────────────┐
┌───────────────┐  ┌──────────────┐ ┌──────────────┐ ┌──────────────────┐
│ Staff Support │  │Sector Lieutenants│ │Sector Lieutenants│ │ District Resource │
│Services Sergeant│ │    (2)        │ │    (2)        │ │    Section       │
└───────┬───────┘  │    Day/        │ │    Night      │ │   Lieutenant     │
        │          └──────┬───────┘ └──────┬───────┘ └────────┬─────────┘
┌───────────────┐    ┌────┴──────┐          │
│ Investigators │    │           │    ┌──────────────┐   ┌──────────────┐
└───────────────┘ ┌────────┐ ┌────────┐ │Sector Sergeants│  │ Crime Analyst │
                  │Sector Sergeants│Sector Sergeants│ │Sector Officers │  └──────────────┘
┌───────────────┐ │Sector Officers│Sector Officers│ │ Midnights    │
│   Clerk(s)    │ │ Days    │ │Evenings│ └──────────────┘  ┌──────────────────┐
└───────────────┘ └────────┘ └────────┘                   │School Resource    │
                                                           │Sergeant & Officers│
┌───────────────┐                                          └──────────────────┘
│Permits, Facility│
│ Maintenance,  │                                          ┌──────────────────┐
│Subpoenas, Special│                                       │Problem Solving    │
│   Events      │                                          │Sergeants & Officer│
│    PSAs       │                                          │   Team(s)         │
└───────────────┘                                          └──────────────────┘

┌───────────────┐                                          ┌──────────────────┐
│   Vehicle     │                                          │Housing & Parks    │
│ Maintenance   │                                          │Sergeant & Officers│
└───────────────┘                                          └──────────────────┘

                                                           ┌──────────────────┐
                                                           │Foot Beat Sergeant │
                                                           │  & Officers       │
                                                           └──────────────────┘
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To accomplish the community engagement problem solving approach the Phase One District will need to have the full compliment of resources depicted in the chart. What follows is a description of the job responsibilities associated with the organizational chart.

District Captain

The District Captain must be a prominent face of community engagement and community policing in the district. He/she must be well versed in the philosophy and practices of community policing, community engagement and problem oriented policing and have excellent leadership skills to inspire and lead the policing style outlined in the recently adopted Vision Statement. The captain must have superior management ability to ensure that the resources allocated are used efficiently and effectively. The captain must be committed to community engagement and CompStat. The captain must coordinate with other City agencies (i.e., SFHA Commander, Department of Emergency Management – Dispatch). The captain must hold her/his subordinates accountable to both calls for service response and solving crime and disorder problems through community engagement.

The duties and responsibilities of a District Captain shall include the following:

1. Be the police department's principal representative to the District's communities by identifying key community stakeholders, groups and organizations and establish and maintain a positive working relationship with each.

2. Establish operational policies, priorities, and goals for the District to follow in providing police services that meet community needs and implement the Department's new Vision Statement and the philosophy and goals of Community Engagement and Problem Solving.

    a. Assure that problem solving is a matter of daily routine and practice for all activities.

    b. Promote and assure good relations between Distruct personnel and all elements of the community.

    c. Assure appropriate participation of District personnel in community crime prevention activities.

3. Have an intimate knowledge of crime problems and quality of life issues within the District and manage the activities of district personnel to address each.

4. Maintain direct contact with police superiors, community leaders and elected officials and their aides to provide information on District activities as appropriate. The District Captain shall keep his/her direct report apprised of interactions with elected officials and key community members in order to maintain the good order of the department.

5. Hold meetings with District Lieutenants to assure consistency in police activities among the areas of responsibilities.

6. Supervise the work of the District Lieutenants to assure consistency in police activities among the functions.

7. Chair the Problem Analysis Committee (PAC) to ensure the timely application of problem solving interventions to effectively address internal and external district issues.

8. Remove the hindrances and barriers that are preventing District personnel from maximizing their effectiveness.

9. Periodically review the activity of units and adjustment or change as necessary to enhance the District's ability to provide police services that are tailored to community needs.

10. Have 24-hour responsibility for service activities in the District and manage all the assets and operations of the District including personnel, equipment and facilities.

Sector Lieutenants

Sector Policing must have a sufficient number of sector patrol officers to attain a staffing level that produces an average time spent on calls for service of no more than 40% of available time. Four Shift/Watch Commander Lieutenants should be assigned to the district, working four ten hours days followed by three days off. Two lieutenants should be assigned to day shift working

from 0530 to 1530 and two should be assigned to the night shift working from 1530 to 0130. The common work day for these sector lieutenants should be Wednesday so they all can attend the district's Problem Analysis Committee meetings. On Wednesday the day lieutenants should begin work an hour later and the night lieutenants should begin an hour earlier to provide a two overlap hours for PAC meetings.

The Sector Lieutenants are responsible for "running" their assigned shift including managing personnel and problem solving projects on a daily basis. They should be well versed in the philosophy and practice of community policing, community engagement and problem oriented policing. Each should also be familiar with the details of all district problem solving projects. The lieutenants must frequently communicate and interact with the members of the District Resource Section and Staff Services; attend community meetings; and monitor the sector sergeants to ensure non call-for-service time is devoted to activities that support specific problem solving projects and/or increase positive community engagement.

The duties and responsibilities of Sector Lieutenants shall include the following:

1. Attend and participate in all Problem Analysis Committee (PAC) meetings to assure consistency in police activities within the District.

2. Have shift management responsibility for all police services in the District.

    a. Collect and evaluate patrol activity statistics.

    b. Establish shift priorities and goals in support of the District for team to use in deploying personnel and resources for solving various kinds of problems, answering calls for service (CFS), etc.

    c. Analyze shift's staffing and workload by season, day of the week, time of day, and type, location, and frequency of crimes and CFS. Make recommendation for modifications when needed to reflect staffing levels, dispatch methods, available resources, and changes in threats to public safety and community concerns. etc.

    d. Temporarily re-deploy patrol officers to assist in investigations.

3. As warranted, temporarily assign patrol officers to assist in problem solving and investigative functions.

    a. Make sure that the patrol and investigative teams have all the information they need to carry out their duties and meet their goals.

    b. Define degrees of autonomy and flexibility for the teams, and protect teams from excessive external pressures that could adversely affect their operations.

4. Monitor activities of Neighborhood Watch and other community engagements.

    a. Maintain liaison with the community.

5. Report periodically to the District Captain on the "State of the Shift."

- Get input from Sergeants, Officers, Crime Analysts, citizens, *et al* regarding the state of the communities and area as a whole.

- Include the usual quantitative data on crimes, arrests, clearances, convictions, calls for service, response times for various types of calls, percent crime reported, etc.

- Also include data on physical disorder (litter, abandoned vehicles, graffiti, code violations, etc.), social disorder (panhandling, prostitution, loitering, homelessness, disturbing the peace, drug dealing, etc.), and climate of violence (drive-by shootings, carjackings, gang shootings, child abuse, domestic violence, etc.).

- Initiate qualitative measures to reflect quality of life, level of public safety, fear of crime, satisfaction with police services, and effectiveness of crime prevention.

a. Coordinate special activities and programs.

b. Communicate information back and forth between:

- Sergeants and Captains on District Issues
  Support Sergeant's positions when appropriate.

- Among Sergeant's on same and different watches on District issues.

- With Lieutenants and Sergeants in other Districts on issues of mutual concern and interest.

c. Hold PAC-style meetings with teams when appropriate.

6. Regarding problem solving:

a. Provide leadership and guidance

b. Create an environment in which officers are encouraged to identify and solve community crime and disorder problems. Act as sounding board, not as "idea killer."

c. Identify and prioritize problems from Department and community points of view.

d. Provide advice on resources to Sergeants and officers.

e. Help obtain resources. Act as facilitator.

f. Maintain liaison with other city Departments, state and local government agencies, and non-governmental organizations involved in problem solving.

g. Resolve conflicts that might arise among resources.

h. Make sure that officers have time to identify and solve problems.

i. Develop ways to measure the impact of problem solving.

7. Regarding Community Engagement:

a. Identify and maintain liaison with community groups.

b. Attend and participate in community meetings when appropriate.

c. Oversee participation by Sergeants and officers in community meetings to ensure appropriate Division representation.

d. Develop plans for providing police services that meet community needs.

e. Be able to explain satisfactorily to the community the priorities used in deploying personnel and resources to problem solving, answering CFS, investigations, and other police services.

f. Provide leadership in implementing Department policies and strategies.

g. Oversee police-community partnerships that work jointly on community crime and disorder problems.

8. Promote and market the District's community engagement and problem solving activities throughout the Department.

9. Mentor personnel under their command.

District Resources Lieutenant

It is essential that the Phase One District have a <u>District Resources Section</u> headed by a <u>lieutenant</u>. The unit should include a crime analyst, problem solving teams, school resource officers, housing and parks patrol officers, and the district's foot beat officers. Creation of this unit is a critical element not only to implement the Vision of the San Francisco Police Department but also for the success of the Phase One District. The department has made a commitment to work with the city's communities to address "crime, violence, and quality-of-life issues by engaging … in problem-solving partnerships ... Police strategies and tactics must be driven by accurate, timely and reliable information supplied by current and emerging technologies and supported by the Department's systematic engagement of all of San Francisco's diverse neighborhoods." – The Vision Statement.

The <u>District Resources Section</u> will enable the Phase One District to support the daily community policing activities of its sector officers with resources that can be focused on the diverse neighborhood problems discovered either through the department's centralized CompStat process or through the "ground–up" problem identification process initiated by residents and sector officers. A process to document and prioritize these "from-the-ground-up" crime and

disorder problems exists now via the department's 509 forms; however, the districts have lacked, at times, the concentrated and coordinated resources to effectively address these problems.

The <u>District Resources lieutenant</u> is the central point in the district to ensure that community problems that need resources beyond those that the sector officers can provide are addressed. The focus should be on repeat calls for service and strategies to reduce crime through community engagement. This lieutenant has the responsibility to ensure that each problem is rigorous and thoroughly analyzed through the problem solving model and that each problem strives to maximize community involvement. In consultation with the district captain and the sector lieutenants, the <u>District Resources lieutenant</u> will allocate resources from the <u>District Resources</u> section to assist in the response to the problem. *(The lieutenant should work a 10 a.m. to 6 p.m. Monday through Friday schedule, but will need to have flexible hours to manage some field operations. These hours are designed to enable the resource section lieutenant to routinely confer with both the day and night sector lieutenants.)*

The lieutenant should be well versed in the philosophy and practice of community policing, community engagement and problem oriented policing.

The duties and responsibilities of the District Resource Section Lieutenant shall include the following:

1. Attend and participate all PAC meetings to assure consistency in police activities among District.

2. Have management responsibility for all Resource Units in section.

    a. Manage assets

        o Collect and evaluate activity statistics.

        o Establish unit priorities and goals in support of the District for team to use in deploying personnel and resources for solving various kinds of problems, answering calls for service (CFS), etc.

        o Analyze unit's staffing and workload and make recommendations for modifications when needed to reflect changes to internal and external environments..

        o Facilitate temporary assignments of patrol officers into Resource Section units.

3. Provide District Captain with data for City-wide CompStat activities.

4. Provide analytical information to District personnel in a timely manner.

    a. Be responsive to the patrol officers, investigative personnel and other District specialist to ensure they have all the information they need to carry out their duties and meet District objectives.

    b. Define degrees of autonomy and flexibility for the units, and protect teams from excessive external pressures that could adversely affect their operations.

    c. Report periodically to the District Captain on the "State of the District."

    d. Communicate information back and forth between the District Captain, fellow Lieutenants and Sergeants on District issues and with Lieutenants and Sergeants in other Districts on issues of mutual concern and interest.

5. Regarding problem solving:

    a. Provide leadership and guidance

    b. Notify sector lieutenants when crime patterns and trends are identified.

    c. Manage the record keeping needs of all Problem Nomination Forms including assigning a number, ensuring updates are submitted in a timely manner and problem solving activities are properly closed with documentation.

    d. Assist District personnel in data needs including survey and other measurement instruments as needed.

    e. Facilitate data needs to support the Scan Analysis Response Assess (SARA) activities of District personnel

6. Regarding Community Engagement:

    a. Coordinate community-police partnership and other community relations programs as directed by the District Captain.

    b. Provide information for members of the District to prepare of attendance at community meetings.

    c. Attend and participate in community meetings when appropriate.

    d. Assist in developing plans for providing police services that meet community needs.

    e. Provide leadership in implementing Department policies and strategies.

7. Promote and market the District's Community engagement and problem solving activities throughout the Department.

8. Mentor personnel under their command.

Staff Support Services Sergeant

The Phase One District should have a streamlined Staff Support Services Unit headed by a sergeant who reports directly to the district captain. The unit should have three investigators to

deal with crimes that are important to investigate within the district but which might not receive the same focus if sent to the centralized Investigations Bureau. The district clerks and automotive service technical employees should also report to the staff services sergeant.

- District support functions such as permits, facility maintenance, subpoenas and special event tracking should be performed by civilian employees. Police Service Aides should provide these services. The staff services sergeant can provide sworn presence when needed.
- All Staff Services personnel should work the same schedule as the district captain, although the investigators should work a flexible schedule to best deal with their investigations.

The duties and responsibilities of a District Staff Support Sergeant shall include the following:

1. Implement the Captain's goals and priorities for providing police services to each community in the District.

   a. Set specific goals

   b. Develop detailed plan for investigations, problem solving and investigator workloads.

   c. Base plan on analysis of numbers of cases by type, available resources (personnel, vehicles and equipment), community crime and disorder data, threats to public safety, and community concerns and needs.

   d. Ensure that plan is understood and supported by all team members, and that a "team" effort is needed to make it work.

2. Schedule investigators workload to include adequate time for investigations, arrests, and problem solving, and to avoid unnecessary overtime. Allow investigators to vary attire, equipment, etc when appropriate to facilitate investigations.

   a. Prepare periodic statistical reports on team activities and crime cases in the District.

   b. Evaluate investigators and other SFPD personnel assigned to the team in terms of participation in team activities, leadership, ethics, level of supervision necessary, desired workload, interest in helping other team members, and personal goals, in addition to the traditional individual performance areas.

3. Lead team investigations and problem solving when appropriate.

4. Be proactive in working with patrol. Request help from patrol in investigations when appropriate. (Deal directly with Patrol Team Sergeants and keep Sector Lieutenants informed.) Also regarding patrol:

    a. Keep patrol informed on status of investigations and matters in which assistance is needed.

    b. Have investigative personnel attend patrol meetings, line-ups, etc., as appropriate.

5. Obtain and disseminate relevant information to team members to facilitate discussion of community crime and disorder problems, suspects, and community concerns.

    a. Conduct team meetings and briefings to discuss training, problem solving, team building, etc. Invite patrol officers and others as appropriate.

6. Provide liaison with the following organizations and develop them as resources for problem solving efforts:

    a. Units assigned to special operations

    b. Investigative units in other Divisions.

    c. District Attorney.

    d. City Attorney.

    e. Juvenile Court.

    f. Probation Department.

    g. Other law enforcement agencies: local, state and federal.

    h. Others designated by the District Captain.

7. Keep District Captain and Lieutenants informed about team activities, crime problems and incidents in the District.

    a. Report periodically on community concerns, status of problem solving, and team interactions with the communities.

    b. Suggest changes in District goals and priorities that might improve team performance.

8. Regarding problem solving:

    a. Encourage problem solving by helping investigator's locate and define problems.

    b. Review and approve Problem Nomination Forms.

    c. Help investigators carry out projects. Discuss planned analyses, staffing, uses of internal and external resources, responses, assessments, etc.

    d. Monitor project activities (files) and offer constructive comments were warranted.

    e. Review and approve project closures.

    f. Consider investigator's problem solving activities in his/her performance evaluations.

    g. Prepare commendations for outstanding problem solving activities.

    h. Keep District Captain informed about problem solving activities and impacts.

9. Regarding Community Engagement:

    a. Identify and maintain liaison with community groups.

    b. Coordinate with District Captain and Sector Lieutenants and Sector Sergeants regarding attendance and participation in community meetings.

    c. Oversee attendance and participation by investigative team members in community meetings.

10. Oversee and coordinate all equipment and facility needs of the District to ensure personnel have the resources necessary to effectively perform their duties.

11. Supervise the civilian members of the District

    a. Seek opportunities for their involvement in problem solving activities including using the SARA model to improve internal operations.

12. Maintain high team and individual morale.

    a. Apply team building and group dynamics methods in organizing team activities.

Sector Patrol Sergeants

Sector Patrol Sergeants are responsible for supervising those officers under their command and managing field events occurring on their shift. They need to be familiar with the philosophy and practices of community policing, community engagement and problem oriented policing [3] and are key to actualizing the SFPD Vision Statement. Sector Sergeants should attend community meetings and monitor sector patrol officers to ensure that non call-for-service time is devoted both to self-initiated activities, especially those that support specific problem solving projects, and to increased positive community engagement. They should also ensure officers do not interpret community engagement and problem solving efforts as not valuing traditional crime fighting skills; rather they compliment each other to improve the efficiency and effectiveness of the department.

The duties and responsibilities of a Patrol Team Sergeant shall include the following:

1. Implement the Lieutenants goals and priorities for providing police services, in support of the Captain.

    a. Set specific goals and priorities for the team.

    b. Develop detailed plan for shift patrol deployments and operations, problem solving, and officer workloads.

    c. Base plan on analyses of available resources (personnel, vehicles, and equipment), community crime and disorder data, locations and types of CFS, threats to public safety, and community concerns and needs.

    d. Ensure that plan is understood and supported by all team members, and that a "team" effort is needed to make it work.

2. Direct, supervise and evaluate the activities of the patrol officers and other personnel in the field.

    a. Assign officers to activities that most effectively utilize and develop their abilities, strengths, training, and interests to support the team's goals and priorities as well as the officer's desires for career progression.

    b. Ensure that officers use their uncommitted time effectively for quality problem solving and professional development.

    c. Monitor progress on problem solving activities.

    d. Coordinate team activities with those of the investigative and other patrol teams in the Districts as appropriate.

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[3] Appendix B outlines the training requirements for these concepts.

3. Monitor protocols established with Emergency Communications Dispatch (ECD) for dispatching officers and to CFS and preserving uncommitted time that enable the team to meet its goals and priorities.

    a. Inform ECD of team goals and priorities.

4. Obtain and disseminate relevant information to team members to facilitate discussion of community crime and disorder problems, suspects, community concerns, etc.

    a. Conduct team meetings and briefings to discuss training, problem solving, team building, etc.

5. Keep Sector Lieutenant informed about team activities.

    a. Report periodically on community concerns, status of problem solving, and team interactions with the communities.

    b. Suggest changes in District goals and priorities that might improve team performance.

    c. Conduct or arrange for special training.

6. Regarding problem solving:

    a. Monitor, manage, supervise, coordinate and evaluate problem solving activities of team members.

    b. Coordinator problem solving projects undertaken by team members.

    c. Keep up with crime and disorder problems in the various communities in the District.

    d. Encourage problem solving by helping officers locate and define problems.

    e. Review and approve Problem Nomination Forms.

    f. Help officers carry out projects. Discuss planned analyses, staffing uses of internal and external resources, responses, assessments, etc.

    g. Monitor project activities (files) and offer constructive comments were warranted.

    h. Review and approve project closures.

    i. Include officer's problem solving activities in his/her performance evaluations.

    j. Prepare commendations for outstanding problem solving activities.

    k. Keep District Lieutenant informed about problem solving activities and impacts.

    l. Ensure that work on problem solving projects continues over shift changes as necessary.

    m. Establish priorities for problem solving projects. Consider problem type and magnitude, nature of community concern, likelihood of solution, effort and resources required, resources available, political sensitivity, etc.

    n. Facilitate schedule adjustments as appropriate.

7. Regarding Community Engagement:

    a. Identify and maintain liaison with community groups.

    b. Coordinate with Shift and District Resource Lieutenants and Staff Sergeant regarding attendance and participation in community meetings.

    c. Oversee attendance and participation by patrol team members in community meetings.

    d. Identify and prioritize community/police problems.

8. Maintain high team and individual morale.

    a. Apply team building and group dynamics methods in organizing team activities.

District Resource Sergeants

The District Resource Section consists of five units, four of which are comprised of specialized officers under the command of a sergeant. Any of these units having more than four officers assigned should have a sergeant to supervise the unit. Units having fewer than five officers should have a supervisor from another unit with a comparable number of personnel. The ratio of officers to supervisor should not exceed ten. Each Problem Solving Team should be composed of a sergeant and eight officers. The sergeants overseeing each of these components (School Resource Officers, Problem Solving Teams, Housing and Parks and Foot Beat) are responsible for supervising the officers assigned to the unit and to accomplish the particular mission associated with the unit. As with patrol sergeants, they also need to be familiar with the philosophy and practices of community policing, community engagement and problem oriented policing and are also key to actualizing the SFPD Vision Statement.

District Resource sergeants should attend community meetings and closely monitor the activities of their officers. Strong supervision of these proactive units is important to improve the safety and security of the community by productive and devoted activities that support the District's problem solving projects and increased positive community engagement. The sergeants should

also ensure officers do not interpret community engagement and problem solving efforts as not valuing traditional crime fighting skills; rather they compliment each other to improve the efficiency and effectiveness of the department.

The duties and responsibilities of a District Resource Sergeants shall be tailored to the function of each unit and include the following general activities:

1. Implement goals and priorities established by the Resource Section Lieutenant's for the Section.

    a. Set goals and priorities specific to the mission of the unit.

    b. Develop detailed plans for operations, problem solving, and officer's activity.

    c. Base plan on analyses of available resources (personnel, vehicles, and equipment), community crime and disorder data, locations, threats to public safety, and the concerns and needs of their explicit customers.

    d. Ensure that plan is understood and supported by all unit members.

2. Direct, supervise and evaluate the activities of the officers assigned to their Resource Section unit.

    a. Assign offers to activities that most effectively utilize and develop their abilities, strengths, training, and interests to support the unit's goals and priorities as well as the officer's desires for career progression.

    b. Ensure that officers use their time effectively for quality problem solving and professional development.

    c. Monitor progress on problem solving activities.

    d. Coordinate unit activities with those of the investigative and patrol units in the Districts as appropriate.

3. Monitor protocols established with Communications to assist in tracking the activities of Resource Section unit members.

    a. Inform Communications of unit activities prior to field deployment.

4. Obtain and disseminate relevant information to Resource Section unit members to facilitate discussion of community crime and disorder problems, suspects, community concerns, etc.

    a. Conduct unit meetings to discuss training, problem solving, team building, etc.

5. Keep Resource Section Lieutenant informed about unit activities.

    a. Report periodically on unit activity, community concerns, status of problem solving, and unit interactions with the communities.

    b. Suggest changes in District goals and priorities that might improve unit performance.

    c. Conduct or arrange for special training as required.

6. Regarding problem solving:

    a. Monitor, manage, supervise, coordinate and evaluate problem solving activities of unit members.

    b. Coordinator problem solving projects undertaken by unit members.

    c. Keep up with crime and disorder problems related to unit's area of responsibility.

    d. Encourage problem solving by helping officers locate and define problems.

    e. Review and approve Problem Nomination Forms.

    f. Help officers carry out projects. Discuss planned analyses, staffing uses of internal and external resources, responses, assessments, etc.

    g. Monitor project activities (files) and offer constructive comments were warranted.

    h. Review and approve project closures.

    i. Include officer's problem solving activities in his/her performance evaluations.

    j. Prepare commendations for outstanding problem solving activities.

    k. Keep Section Lieutenant informed about problem solving activities and impacts.

    l. Establish priorities for problem solving projects. Consider problem type and magnitude, nature of community concern, likelihood of solution, effort and resources required, resources available, political sensitivity, etc.

    m. Facilitate schedule adjustments as appropriate.

    n. Fill in for shift sergeants as necessary to support the District's problem solving activities.

7. Regarding Community Engagement:

    a. Identify and maintain liaison with community groups.

    b. Coordinate with District Lieutenants regarding attendance and participation in community meetings.

    c. Oversee attendance and participation by unit members in community meetings.

    d. Identify and prioritize community/police problems.

8. Maintain high unit and individual morale.

    a. Apply team building and group dynamics methods in organizing unit activities.

Sector Patrol Officers

The duties and responsibilities listed below are not in any special order or priority. The duties and responsibilities of a patrol officer deal in general with law enforcement, crime prevention, and the protection of life and property.

Specific duties and responsibilities of a Patrol Officer shall include the following:

1. Respond to calls for service in a professional and efficient manner.

    a. Think in terms of "problems" rather than "incidents."

2. Assist in the prevention and control of crime and disorder in assigned sector.

3. Investigate criminal violations and respond to police related incidents occurring in the sector and take appropriate law enforcement action when needed in accordance with existing law.

4. Look for crime and disorder problems.

5. Regarding problem solving:

    a. Identify and define community crime and disorder problems.

    b. Discuss problems and possible solutions with community members and groups.

    c. Develop and maintain partnerships with the community for problem identification and solving.

    d. Initiate problem solving projects on problems identified in the District.

    e. Ask other officers and District personnel to work on project, if additional resources are needed.

    f. Ask Sergeant for time free from answering CFSs to work on problem or project when justified.

    g. Keep Sergeant informed of progress, difficulties, etc and get help if needed.

    h. Attend PAC meetings to present identified problems for consideration.

    i. Temporary Duty Assignment to other units within the district to actively conduct problem solving activities.

6. Participate in patrol team activities.

    a. Bring up problem solving activities at team meetings to gain support, ideas, criticism, help, etc.

    b. Work and assist on other officer's problem solving projects.

    c. Cover community meetings for other officers if they are unable to attend.

7. Regarding Community Engagement:

    a. Identify and maintain liaison with community members and groups. Keep Sergeant informed about these contacts.

    b. Attend and participate in community meetings, especially when the problems you are concerned with are to be discussed. Coordinate with Sergeant.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

    d. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

Investigators

The district should have an investigative function that follows up on crimes that are important to explore within the district but which might not receive the same attention if handled by the centralized Investigations Bureau.

Specific duties and responsibilities of an investigator shall include the following:

1. Investigate cases as assigned by the Staff Sergeant.

2. Maintain accurate case logs.

3. Clear cases in accordance with department policy.

4. Attend patrol meetings, roll calls, etc. as appropriate when coordinating on investigations and problem solving.

5. Keep patrol informed on status of investigations of mutual concern.

6. Provide leadership, mentoring and training to help patrol officers in interviewing victims and witnesses, collecting evidence, writing reports, and performing other tasks in carrying out preliminary investigations.

7. Monitor patrol activities and problem solving projects that deal with problems of mutual concern.

8. Keep sergeant apprised of status of sensitive cases.

9. Regarding problem solving:

    a. Identify and define community crime and disorder problems, e.g., crime series.

    b. Discuss problems and possible solutions with community members and groups.

    c. Develop and maintain partnerships with the community for problem identification and solving.

    d. Initiate problem solving projects on problems identified in the District.

    e. Ask other investigators, patrol officers, or District staff to work on project if additional resources are needed.

    f. Ask Sergeant for time free from investigations to work on problem or project as necessary.

    g. Keep Sergeant informed of progress, difficulties, etc. and get help if needed.

    h. Attend PAC meetings to present identified problems for consideration.

10. Participate in investigative team activities.

    a. Help train new investigators in areas such as policy, procedures, ethics, criminal law and procedures, computer searches, investigations, evidence collection, crime prevention, community relations, problem solving, etc. Also provide assistance, guidance, information, and exemplary behavior.

    b. Bring up problem solving activities at team meetings to gain support, ideas, criticism, help, etc.

    c. Bring up problems for other officers to address.

    d. Work and assist on other investigator's problem solving projects as needed.

    e. Cover community meetings for other investigators if they are unable to attend.

11. Regarding Community Engagement:

    a. Identify and maintain liaison with community members and groups. Keep sergeant informed about these contacts.

    b. Attend and participate in community meetings, especially when the problems you are concerned with are to be discussed. Coordinate with Sergeant.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

    d. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

Crime Analyst

The district should have a crime analyst. The functions of this position should include identifying crime patterns and trends that become the focus of the recommended centralized CompStat process, as well as providing in-depth analysis of the community problems to be addressed through the problem-solving process. The crime analysis position is critical because successful community problem-solving policing requires more in-depth analysis than is typically indicated on the department's current problem-solving form, SFPD Form 509. Therefore, the role of the district analysts should include dealing with each element of the SARA problem-solving model (Scanning, Analysis, Response, Assessment) described below. *(The analyst should work a 7 a.m. – 5 p.m. schedule Monday through Friday)*

The duties and responsibilities of the District Crime Analyst shall include the following:

1. Provide data for all District personnel.

    a. Collect and evaluate activity statistics.

    b. Provide information in support of the District for team to use in deploying personnel and resources for solving various kinds of problems, answering calls for service (CFS), etc.

    c. Monitor the District's staffing and workload levels and advise District Resource Lieutenant of changing trends.

2. Assist District personnel in dealing with each element of the SARA problem-solving model (Scanning, Analysis, Response, and Assessment).

3. Provide data for District Captain to be used in City-wide CompStat activities.

4. Participate in regularly scheduled PAC meetings.

5. Provide analytical information to District personnel in a timely manner.

   a. Be responsive to the patrol officers, investigative personnel and other District specialist to ensure they have all the information they need to carry out their duties and meet District objectives.

6. Regarding problem solving:

   a. Provide guidance and expertise in data collection and analysis.

   b. Notify sector lieutenant when crime patterns and trends are identified.

   c. Manage the record keeping needs of all Problem Nomination Forms including assigning a number, ensuring updates are submitted in a timely manner and problem solving activities are properly closed with documentation.

   d. Assist District personnel in data needs including survey and other measurement instruments as needed.

   e. Facilitate data needs to support the SARA activities of District personnel

7. Regarding Community Engagement:

   a. Provide information for members of the District to prepare for attendance at community meetings.

   b. Attend and participate in community meetings when appropriate.

   c. Assist in developing plans for providing police services that meet community needs.

School Resource Officers

School Resource Officers (SROs) should be decentralized to the Phase One Districts as part of the District Resources team. This will encourage close communication between the SROs and the other officers who work in the district so that information on youth problems can be more readily shared. Depending on the number of SROs in the Phase One District, a sergeant may be needed to supervise them. *(The SROs should work eight hour days, week days, matching their school's schedule. If the school schedule is less than eight hours per day the SRO should use time after school lets out to have an eight hour day.*

School Resource Officers increase the safety of students, faculty, administrators and visitors within a school. Their presence is designed to create an orderly and secure environment which is conducive to learning.

The duties and responsibilities of the District School Resource Officers shall include the following:

1. Contribute to the positive police-school-community relations efforts, especially as these efforts relate to students and parents.

2. Maintain high visibility and take initiative to interact with students and staff serving as a professional and positive role model.

3. Assist in the prevention and control of crime, delinquency, and disorder, on the campuses and, when students are involved, in areas in the immediate area of the school campus.

4. Act as a law enforcement liaison / consultant / representative with students, faculty, school staff, administration, parents and school community.

5. Investigate criminal violations and responds to police related incidents occurring in the school, on school property or surrounding neighborhoods. Take appropriate law enforcement action when needed in accordance with existing law.

6. Assist faculty and administration in the development of emergency management plans for the school population in an effort to minimize the potential for injury or damage in the event of a crisis situation.

7. Provide a liaison between the school and the criminal justice system, including police, courts and corrections for all crime related incidents involving students or school staff.

8. Attend patrol meetings, roll calls, etc. as appropriate when coordinating on investigations and problem solving.

9. Keep patrol informed on status of events and investigations of mutual concern.

10. Keep sergeant apprised of status of sensitive cases and activities.

11. Regarding problem solving:

    a. Become the District's expert in problem solving within a school environment.

    b. Identify and define community crime and disorder problems, e.g., crime series.

    c. Discuss problems and possible solutions with school representatives, community members and other groups.

    d. Develop and maintain partnerships with the community for problem identification and solving.

    e. Initiate problem solving projects on problems identified on or near school campuses or those that involve student populations.

    f. Ask Sergeant for time to work on problem or project as necessary.

    g. Keep Sergeant informed of progress, difficulties, etc. and get help if needed.

    h. Attend PAC meetings to present identified problems for consideration.

    i. Contribute to campus safety through the use of environmental design.

12. Participate in investigative team activities.

    a. Help train district personnel in areas such as policy, procedures, ethics, criminal law and procedures, computer searches, investigations, evidence collection, crime prevention, community relations, problem solving, etc. Also provide assistance, guidance, information, and exemplary behavior.

    b. Use SRO specific training to gather and disseminated information to other district personnel on juvenile, gang and school issues.

    c. Bring up problems for other officers to address.

    d. Work and assist on others problem solving projects as needed.

13. Regarding Community Engagement:

    a. Identify and maintain liaison with school representatives, community members and other groups. Keep sergeant informed about these contacts.

    b. Attend and participate in community meetings, especially when the problems are related to a school campus or the student population. Coordinate with Sergeant.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

    d. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

Problem Solving Teams

The Phase One District should have multiple Problem-Solving Teams (PSTs). Currently the districts have various groups of officers who are devoted to such functions as tactical operations, plainclothes operations, or traffic. Each district also has solo motorcycle officers assigned to various traffic functions. These officers should be assembled into problem-solving teams to carry out the police side of the responses developed through the problem-solving process. The operations of these teams should be flexible so that they can play varying roles tied to specific problem-solving projects. Their focus will range from traffic operations to plainclothes assignments to uniformed tactical operations to engaging the community in problem-solving. The activities of the PSTs should be guided by a formal SARA problem-solving process. Each PST should be composed of a sergeant and eight officers. *(They should work four-10 hour days with varying flexible shift times. They should under go a selection process similar to other special units.)*

The duties and responsibilities of the Problem Solving Teams shall include the following:

1. Support and act as a resource to all members of the district.

    a. Fill in sector patrol shifts as needed so officers may have the opportunity to perform problem solving activities.

    b. Remain in compliance with department uniform standards.

2. Work and assist on other officer's problem solving projects.

3. Attend patrol meetings, roll calls, etc. as appropriate when coordinating on problem solving activities.

4. Regarding problem solving:

    a. Support district personnel in identifying and defining community crime and disorder problems.

    b. Discuss problems and possible solutions with community members and groups.

    c. Develop and maintain partnerships with the community for problem identification and solving.

    d. Initiate problem solving projects on problems identified in the District.

    e. Keep Sergeant informed of progress, difficulties, etc and get help if needed.

    f. Attend PAC meetings to present identified problems for consideration.

    g. Serve as a resourced for all members of the district, from captain to officers, for the timely and strategic deployment to address identified district problems including crime, traffic and quality of life issues.

5. Organize, administer and coordinate Neighborhood Watch and Business Alert programs.

    a. Recruit and train volunteers for leadership roles in community programs and groups.

    b. Supervise volunteer leaders.

    c. Help establish community groups.

    d. Help train groups in crime prevention and problem solving.

    e. Provide crime information to groups.

    f. Attend group meetings as needed.

    g. Coordinate participation of Sergeants and officers at group meetings.

    h. Keep records of group meetings. Document issues addressed, actions taken, and impacts of actions.

    i. Represent District on Department's Neighborhood Watch Advisory Board.

    j. Provide information on and refer citizens to appropriate social service and other government agencies.

6. Participate in patrol team activities.

    a. Bring up problem solving activities at team meetings to gain support, ideas, criticism, help, etc.

    b. Cover community meetings for other officers if they are unable to attend.

7. Regarding Community Engagement:

    a. Identify and maintain liaison with community members and groups. Keep Sergeant informed about these contacts.

    b. Attend and participate in community meetings, especially when the problems you are concerned with are to be discussed. Coordinate with Sergeant.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

    d. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

    e. Coordinate requests for speakers at community meetings.

    f. Collect and provide community data as needed.

Housing and Parks Officers

If the Phase One District has substantial public housing communities and/or parks, it should have an allocation of patrol officers specifically dedicated to these areas. Because of the specialized safety and security needs of these places, the same officers should be consistently assigned to these locations. They should be part of the District Resources group, because the locations they police may often be the subject of problem-solving projects. Officers policing these places should be directly supervised by a sergeant. The sergeant needs to be in on-going contact with the SFHA commander to stay abreast of SFHA issues and concerns. *(They should work four-10 hour days with varying flexible shift times. They should under go a selection process similar to other special units.)*

The duties and responsibilities of the Housing and Parks Officers shall include the following:

1. Contribute to the positive police-housing/parks-community relations efforts, especially as these efforts relate to recreational areas and housing facilities.

2. Serve as a professional and positive role model and maintain high visibility, taking initiative to interact with residents and community members.

3. Assist in the prevention, control of crime and disorder, on housing and recreational sites and the areas immediately surrounding them.

4. Act as a law enforcement liaison / consultant / representative with administrators, staff, residents, guests and visitors of housing and recreational properties.

5. Investigate criminal violations and responds to police related incidents occurring on housing and recreational grounds. Take appropriate law enforcement action when needed in accordance with existing law.

6. Attend patrol meetings, roll calls, etc. as appropriate when coordinating on investigations and problem solving.

7. Serve as an expert and resource for the district on housing and recreational site matters.

8. Keep patrol informed on status of events and persons of mutual concern.

9. Keep sergeant apprised of status of sensitive cases and activities.

10. Regarding problem solving:

    a. Become the District's expert in problem solving within a housing or recreational environment.

    b. Identify and define community crime and disorder problems, e.g., crime series.

    c. Discuss problems and possible solutions with housing and park representatives, community members and other groups.

    d. Develop and maintain partnerships with the community for problem identification and solving.

    e. Initiate problem solving projects on problems identified on or near housing properties and recreational venues.

    f. Ask Sergeant for time to work on problem or project as necessary.

    g. Keep Sergeant informed of progress, difficulties, etc. and get help if needed.

    h. Attend PAC meetings to present identified problems for consideration.

    i. Contribute to housing and recreational site safety through the use of environmental design.

11. Participate in team activities.

    a. Help train district personnel in areas such as policy, procedures, ethics, criminal law and procedures, computer searches, investigations, evidence collection, crime prevention, community relations, problem solving, etc. Also provide assistance, guidance, information, and exemplary behavior.

    b. Act as a resource for district personnel as subject matter experts on issues such as domestic violence, eviction laws and policies and the identification of subjects that frequent public housing and recreational locations.

    c. Bring up problems for other officers to address.

    d. Work and assist on others problem solving projects as needed.

12. Regarding Community Engagement:

    a. Identify and maintain liaison with housing and park representatives, community members and other groups. Keep sergeant informed about these contacts.

    b. Attend and participate in community meetings, especially when the problems are related to housing and recreational properties. Coordinate with Sergeant.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

    d. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

Foot Beat Officers

Presently much of the SFPD's community policing has been carried out through foot patrol. The department is developing a plan to determine the areas best suited for foot patrol and the staffing requirements for each foot beat. Some of these areas may be the location of community problem-solving projects. Such projects will benefit from the knowledge of foot beat officers because they will be tasked with acquiring in-depth knowledge of the people and the conditions in their beats. Foot beat officers should report to a foot patrol sergeant. One duty of foot patrol supervisors should be to monitor the activities of foot beat officers to ensure that the vast majority of their time is spent in their assigned foot beats. *(They should work four-10 hour days with varying flexible shift times. They should under go a selection process similar to other special units.)*

The duties and responsibilities of the Foot Beat Officers shall include the following:

1. Contribute to the positive police-community relations efforts in the designated foot beat areas.

2. Serve as a professional and positive role model and maintain high visibility within foot beats, taking initiative to interact with residents, businesses and community members.

3. Assist in the prevention, control of crime and disorder in assigned foot beats.

4. Act as a law enforcement liaison / consultant / representative with residents, businesses, visitors and guests while performing duties in an assigned foot beat.

5. Investigate criminal violations and respond to police related incidents occurring in the foot beat and take appropriate law enforcement action when needed in accordance with existing law.

6. Attend patrol meetings, roll calls, etc. as appropriate when coordinating on investigations and problem solving activities.

7. Serve as an expert and resource for the district on the placed located within and persons in or frequenting the assigned foot beat.

8. Keep patrol informed on status of events and persons of mutual concern.

9. Keep sergeant apprised of status of sensitive incidents and activities.

10. Regarding problem solving:

    a. Become the District's expert in problem solving within the assigned foot beat.

    b. Identify and define community crime and disorder problems, e.g., crime series, problem offenders etc.

    c. Discuss problems and possible solutions with businesses representatives, community members and other groups within the foot beat.

    d. Develop and maintain partnerships with the community for problem identification and solving.

    e. Initiate problem solving projects on problems identified in the foot beat.

    f. Ask Sergeant for time to work on problem or project as necessary.

    g. Keep Sergeant informed of progress, difficulties, etc. and get help if needed.

    h. Attend PAC meetings to present identified problems for consideration.

    i. Contribute to safety and security in the foot beat by using environmental design strategies.

11. Participate in team activities.

    a. Help train district personnel in areas such as policy, procedures, ethics, criminal law and procedures, computer searches, investigations, evidence collection, crime prevention, community relations, problem solving, etc. Also provide assistance, guidance, information, and exemplary behavior.

    b. Bring up problems for other officers to address.

    c. Work and assist on others problem solving projects as needed.

12. Regarding Community Engagement:

    a. Identify and maintain liaison with those who live, work, frequent or have an interest in the foot beat area. Keep sergeant informed about these contacts.

    b. Maintain high visibility and frequent key locations within foot beats including schools, senior centers, places of worship, playgrounds, community centers, businesses, etc.

    c. Attend and participate in community meetings, especially when the problems are related to issues related to a foot beat. Coordinate with Sergeant.

    d. Report back to Sergeant on discussions and actions taken at community meetings.

    e. Provide information to the public on area crime trends and statistics, community alerts, and crime prevention programs. Act as crime prevention specialists and trainers in the community.

Civilian Members of the District – Police Service Aides and Clerks

District support functions such as facility maintenance, subpoenas and special event tracking are performed by civilian employees. The District has Police Service Aides, Clerks and Automotive Service Technical employees to perform these important logistical services. Civilian members of the District are not exempt from integrating problem solving activities and other components of the SFPD Vision Statement into their daily work performance. In some instances, these support personnel may have knowledge that contributes to the identification of a problem as well as the further steps in the SARA model. Problem solving may also be used to identify internal operation or administrative "problems" within the District which may use the same problem solving approach to improve the District's efficiency.

Specific duties and responsibilities of District civilian support personnel shall include the following:

1. Seek opportunities to apply problem solving techniques to operational issues that arise in the District.

2. Regarding problem solving:

    a. Identify and define community crime and disorder problems.

    b. Initiate problem solving projects on problems identified in the District.

    c. Ask Sergeant for free time to work on problem or project when justified.

    d. Keep Sergeant informed of progress, difficulties, etc and get help if needed.

    e. Attend PAC meetings to present identified problems for consideration.

    f. Work and assist on other officer's problem solving projects.

3. Regarding Community Engagement:

    a. Identify and maintain liaison with community members and groups. Keep Sergeant informed about these contacts.

    b. Attend and participate in community meetings as necessary.

    c. Report back to Sergeant on discussions and actions taken at community meetings.

Performance Evaluation

The duties and responsibilities for each of the above positions associated with Phase 1 of the department's District Station Implementation has been crafted in such a manner as to identify specific and measurable activities to track the performance of employees. Each position elaborates on problem solving and community engagement actions that focus on transitioning the organization to successfully implement the San Francisco Police Department's recently adopted Vision Statement. These skill sets must be added to the department's traditional crime fighting skills such as arrests, citations, field interviews and report writing to achieve a safe community that provides an environment for a positive quality of life for those who live, work and visit the City. These additional proficiencies may be incorporated into the department's existing performance appraisal system to capture and evaluate the desired performance characteristics for members of the San Francisco Police Department.

Training

All Phase One District personnel should undergo refresher training in community policing, community engagement and problem oriented policing (problem solving.) They need to have their skills and knowledge polished so that their performance can be enhanced. Training outlines are presented in Appendix C.

The Project Approach

The Phase One District will increase community engagement and reduce crime and disorder using a rigorous problem solving methodology. All members of the Phase One District are expected to integrate a problem solving approach into their daily activities in delivering police services to the community and fully implement Scanning, Analysis, Response, Assessment (SARA) problem solving approach that the department is familiar with. The SARA problem-solving model is composed of the following elements.

- The **scanning process** involves examining groups of incidents to determine whether they are related by place, victim type, or offender type and therefore constitute a problem rather than just a collection of unrelated episodes. The collective harm done to victims and the community is one consideration in determining whether a particular problem will be addressed. Problems may be identified both at the neighborhood level and at the district level.

- The **analysis process** requires that the problem be studied and understood as completely as possible. Places, victims and offenders each need careful analysis to fully understand why the problem exists and to provide clues for the response. Data collection may need to go beyond what may be available through the department's information system and may require some original research, such as examining planning and building codes, victim movements, or
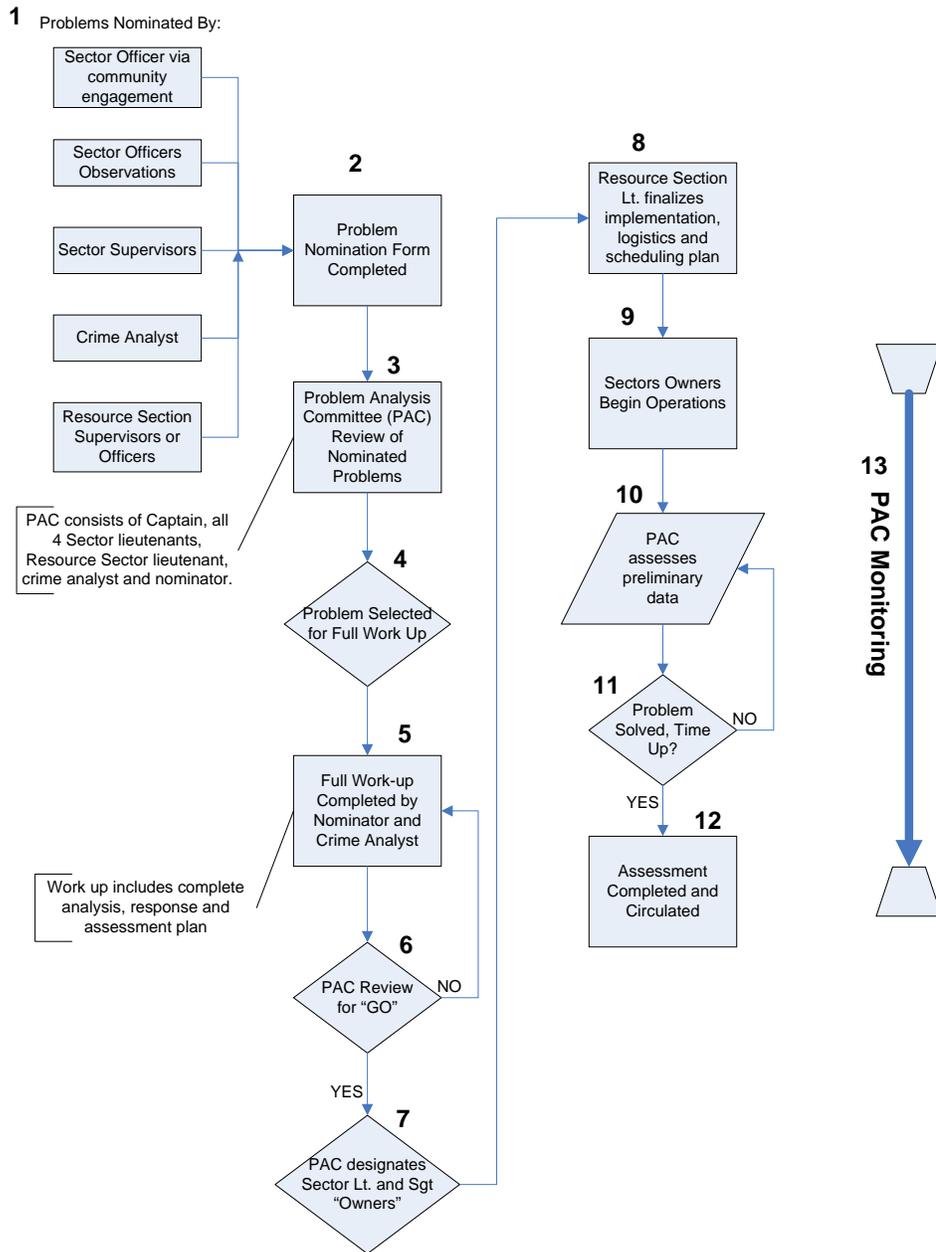
backgrounds of similar offenders if information about arrestees is not available. Community members and neighborhood residents may also provide information about the problem. Information should be compiled on what is occurring, where it takes place, when the problem is most prevalent, who is involved, why it is taking place, and how the problem activity is carried out.

- **Designing a response** most likely to reduce or eliminate the problem is dependent on the quality of the analysis. The response should be tailored to change one or more of the conditions that allow the problem to continue to exist. Therefore it is important that the analysis cover thoroughly the characteristics and interactions of place, victims and offenders. The response should not only detail the specifics of the actions that are to be taken, but should also include the level of resources that need to be committed by each party to the response. The resources required may include only police resources from the phase one district, centralized units from the department, other government agencies, community based organizations and local residents. Each response must include the expected outcome of the project, stated in measurement terms.

- **Assessing the results** of the response also requires careful analysis. The outcome of the response operation must be assessed to determine whether the operation had a positive impact on the problem. Both process evaluation and impact evaluation need to be conducted. The impact evaluation seeks to attribute any measurable changes in crime, disorder or community satisfaction to the operations designed to combat the problem. The process evaluation assesses the extent to which each party contributed the full scope of resources that were called for in the response design. Positive outcomes may include:

  - Total elimination of the problem
  - Fewer incidents
  - Less serious or harmful incidents
  - Better handling of the incidents/improved response to the problem
  - Removing the problem from police consideration.
  - Diffusion of benefits
  - Community engagement / satisfaction measures

Although some of the crime and disorder problems identified may be district-wide and require a district-wide response, most problems are likely to be neighborhood in nature. By addressing multiple neighborhood problems during the Phase One Implementation test period, it is expected that the aggregate positive results will improve the quality of life in the district and generate decreases in crime and disorder, especially for the target crime problems. Additionally the experiences that district residents and district police gain from working with each other on problem solving projects should translate to improved relations and trust between the police and the community.

The following flow diagram shows how the problem solving process should be organized in the Phase One District.

District Problem Solving Process

1 Problems Nominated By:

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Sector Officer via
community
engagement

Sector Officers
Observations

Sector Supervisors

Crime Analyst

Resource Section
Supervisors or
Officers
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2
Problem Nomination Form Completed

3
Problem Analysis Committee (PAC) Review of Nominated Problems

PAC consists of Captain, all 4 Sector lieutenants, Resource Sector lieutenant, crime analyst and nominator.

4
Problem Selected for Full Work Up

5
Full Work-up Completed by Nominator and Crime Analyst

Work up includes complete analysis, response and assessment plan

6
PAC Review for "GO"   NO

YES

7
PAC designates Sector Lt. and Sgt "Owners"

8
Resource Section Lt. finalizes implementation, logistics and scheduling plan

9
Sectors Owners Begin Operations

10
PAC assesses preliminary data

11
Problem Solved, Time Up?   NO

YES

12
Assessment Completed and Circulated

13 PAC Monitoring

Each element of the District Problem Solving Process is described below.

1. Problem Nomination

The identification of potential problems can come from any of a variety of sources. A sector officer (or anyone else assigned to the district) may nominate a problem that is identified by a community member. Sector officers may nominate a problem through their own observations based on their daily patrol activities including responding to the same type of calls or to the same place or based on the "daily activity reports." Sector supervisors may nominate problems they identify through their interactions with their officers, with the community or from review of

reports or other data. The crime analyst may nominate problems based on patterns detected concerning places, people, or frequent offenses or calls for service. Officers and supervisors assigned to the District Resources Section may nominate problems based on their observations, interactions with sector personnel, through contact with various segments of the community or through review of reports and data.

This list of sources of problem identification is meant to be illustrative, not exclusive. Potential problems may come from other sources as well but should be channeled through a member of the district.

2. Completion of Problem Nomination Form
Those who nominate a problem for consideration must complete a "Problem Nomination Form" (attached as Appendix D) describing what they know about the problem on a preliminary basis. The nominator should address each element of the problem based on what they know on a preliminary basis. Sergeants should provide guidance and assistance to those under their supervision in completing the Problem Nomination Form.

3. Problem Analysis Committee (PAC) Review
The PAC is composed of the district captain, the four sector lieutenants, the Resource Section lieutenant, and the crime analyst. They will meet weekly. Each person nominating a problem will meet with the PAC to describe the problem they have identified. These sessions should be relatively informal and should be designed to explore the dimensions of the nominated problems.

4. Problem Selection
Based on the potential positive benefits of solving the problem, judgments about the potential for success and the impact on the community involved the PAC will designate some problems for a "full work up."

5. Full Work Up
The officer nominating the problem then will work with the crime analyst to perform an in depth analysis of the problem, design a customized response and develop an assessment plan. Generally this phase of the process should take no longer than one week. Often it may include meeting with neighborhood residents to ensure that the problem analysis, response and assessment takes full account of neighborhood concerns. The problem nominator may be detailed for the week, or part of it, to work with the crime analyst.

6. PAC Review of Full Work Up
The PAC will review the full work up of the problem to make sure that it is as complete as possible and still demonstrates that the solution is likely to have a positive impact on the crime or disorder problem and on community concerns. They will issue a "go" for the operation. They may return some work ups for further work if they find gaps in the analysis, response or assessment portions of the problem.

7. PAC Designates Problem "Owners"
After a "go" has been issued, the PAC will designate a sector lieutenant and a sector sergeant as "owners" of the problem solving operation. Typically operations owners will be chosen so that

their work schedules most closely match the most prevalent time and days the problem is occurring. They should also, usually, come from the same shift as the original problem nominator. Owners will be responsible to see that the problem response is implemented as described in the approved problem full work up. They will also be responsible for handing off problem operations to another lieutenant/sergeant during their days off. Additionally, on their return, they will be responsible for debriefing those they handed the problem to during their absence.

8. Resource Section Lieutenant Finalizes Implementation Details
Once a "go" decision has been reached and operation owners selected, the Resource Section Lieutenant will create a scheduling and logistics plan. This plan will include the district personnel that will work on the problem operation, their schedule and the level of effort to be devoted to the operation. This problem operation plan will include the level of commitment and effort expected by neighborhood and/or other agency partners. Normally, if a Problem Solving Team (PST) is scheduled to be part of the operation, the sector problem nominator and other sector officers will be detailed to the PST. Their sector positions will be temporarily back-filled by members of the PST.

9. Problem Operations Begin
Once the Resources Section Lieutenant issues the implementation, scheduling and logistics plan, it will be handed to the owners to begin operations. Those owners, sector lieutenants and sergeants, will closely monitor the operations and activities of the plan to ensure that full implementation takes place and to provide guidance.

10. PAC Assesses Preliminary Data
The Problem Analysis Committee will examine data on each problem operation weekly. Data should include both activity level data to determine the extent to which problem operations are proceeding as planned and results data to begin to look at the results of the operation.

11. PAC Assesses Level of Success
At each weekly problem review meeting each problem will be assessed to determine the extent to which it has been "solved" or the specified duration of the operation has been reached. Some problem operations will continue because the solution criteria have not been met or the time limit has not been exceeded. Completed problem operations will be sent on to the assessment phase.

12. Assessment
Problem operations that have been completed will be subjected to rigorous assessment and the results will be circulated both within the district and the department.

13. PAC Monitoring
Throughout the duration of the problem solving operation the activities and the results of the operation will be monitored by the PAC especially by the district captain and the Resource Section lieutenant. The crime analyst will also provide feedback to both the project team and the PAC so there is continuous awareness of the problem operation activities and results.

Measurement and Accountability

Two essential components of Phase One Implementation are measurement and accountability. By using enhanced SARA methodology each operation will be designed to address a specific crime and/or disorder problem. The methodology includes a thorough analysis and a response tailored to the analyzed problem with predicted, measurable results. The assessment conducted for each problem solving project will provide information about the success of each effort. Both the level of effort committed to the problem and the results must be tracked. The specific indicators that will need to be tracked will vary according to each problem solving project. COPS Office problem solving guides suggest that the effectiveness of responses to a problem of thefts of and from cars in parking facilities could include:

- reduced theft reports to the police,
- reduced theft reports to lot operators,
- reduced theft reports to car insurance companies,
- increased calls for service (reflecting more witnesses to theft),
- increased apprehensions of suspects,
- less evidence of glass from broken windows or windshields,
- less evidence of poorly secured cars or items left in view,
- reduced vacancy rates for monthly slots,
- increased monthly lot income,
- higher proportion of spaces occupied, and
- greater perception of security among those using the facilities.

Indicators that could be tracked for a problem response to burglary in single-family houses could include:

- Reductions in the number of burglaries in the targeted areas, including a comparison of those areas' burglary trends with those of the entire jurisdiction, of the areas immediately surrounding the targeted areas, and of comparable areas in the jurisdiction.
- Reductions in the number of completed burglaries. (Attempts, or unsuccessful burglaries, may actually increase.)
- Increases in the number of forced-entry burglaries.
- Reductions in the number of victims (addresses) burglarized, based on police reports. (The number of reported burglaries may increase after burglary prevention efforts, due to increased public awareness.)
- Reductions in the number of repeat burglaries.
- Changes in the number of burglary arrests.
- Changes in the number of burglary prosecutions and convictions/increases in the number of burglaries cleared— including exceptional clearances.
- Increases or reductions in the number of burglaries in nearby areas. (Burglaries may be displaced and thus increase in nearby areas, or burglaries may be reduced in those areas—a spillover effect from the response.)
- Reductions or increases in other types of crime (including burglaries of other types of housing).

- Reductions in the value or amount of goods stolen. (You should also check whether the types of goods stolen have changed.)
- Increases in the amount of stolen goods recovered. (Note that such increases are more likely to reflect a specific focus on stolen property recovery than on burglary reduction efforts.)
- Improvements in victim satisfaction with police handling of burglaries, as measured by victim surveys. (Such surveys should not be generic; they should include questions closely tied to the response implemented.)
- Changes in public perceptions of safety, as reflected in citizen surveys.

In addition, indicators for the Phase One District may include measures selected from the current CompStat template that pertain to the specific efforts of the Phase One District and other indicators shown in Appendix B.

The CompStat Process

The Phase One District will have a Problem Analysis Committee (PAC) that will meet weekly to review proposed problem solving operations, monitor on-going problem solving operations and to assess completed operations. This will form a district level CompStat team. The district PAC will be composed of the district captain, the four sector lieutenants, the resource section lieutenant and the district crime analyst. The Field Operations Bureau (FOB) deputy chief, a Field Operations Bureau commander, and a representative from the Strategic Management Division may attend as observers from time to time.

The observers provide scrutiny of problem solving operations and testing of the logic of the response. One question that should be asked of every project is "given the analysis, is your predicted outcome likely to occur?"

During the life of each project, the Phase One district should provide weekly updates of problem solving activities and updated data on each problem solving operation's indicators to the FOB deputy chief. In addition, every two weeks, the district captain should provide updates to a department wide CompStat meeting both on the district level data and each problem solving operation.

After a problem is completed, it should be brought back to the CompStat process for a discussion of the assessment. Discussion should include the results of the project and if it did not meet expectations, why? What can be learned about the analysis and/or response that can be improved in the future?

Two levels of measurement will be required. One level should examine the district at large on a variety of crime, disorder and community engagement measures. The specific measures will depend on the district chosen for phase one implementation, since the character and crime problems of the district vary. A menu of measures is provided above.

The second level of measurement will examine each problem solving project. Addressing multiple crime and disorder problems in the district, successfully, should contribute to a combined overall beneficial effect in the district, over time.

Collecting and Analyzing Data

One critical component to measure crime and disorder will be the development of a district specific information system. This "local" system must be able to deliver accurate, timely and reliable information to support problem analysis, measure the impact of individual problem solving projects and provide progress reports on the department wide performance indicators discussed earlier.

Information developed as part of the Organizational Assessment study indicates that officers in each district write their reports on computers in their districts using a report writing template that was created using Microsoft Access. These reports are then printed and sent to the Records Section for entry into the microfiche system and into CABLE, the department's records management system (RMS). CABLE does not capture all of the information recorded on the district report entry template. Although the department is in the process of replacing the CABLE system with a different RMS – and this RMS is supposed to include a new district based report entry system – there is uncertainty when this system will become available.

- The Access based report writing template system should be converted to a district specific local Access database system. Although data entered into the Access templates may be modified upon reentry into CABLE, a local database of reports will provide more comprehensive, robust and timely information for the district than CABLE. Implementing this system will require:
  - o Programming support – either from within the department or from outside resources – to create the local database and to develop reports and local query capability.
  - o A server dedicated to the district with each of the district computers linked to it.
- The report writing system captures only the information that rises to the standard that requires a written report. Often a "hot spot" which may indicate a disorder problem can be identified by a cluster of calls for service that officers handle without writing reports. Another way in which some problems may be identified is by a concentrated area in which officers engage in self-initiated activities such as frequent vehicle stops or pedestrian checks. Dispatch data will also allow the district to monitor the use of administrative time. Therefore, the district should have a daily download of the district's dispatch information from the City's Computer Aided Dispatch system. This will require:
  - o Creation of an Access database for dispatch data on the district's server. Variables and fields should be constructed to match those in the district's incident report database.
  - o Development of protocols with the Department of Emergency Management (DEM) to arrange for daily downloads of district dispatch data into the district's dispatch database;

- o Establishment of a connection between DEM's systems and the district server to allow the downloads.
- o Programming support to create the dispatching records database, to ensure its compatibility with the incident report database, and to develop reports and local query capability.
- Another critical element for collecting and analyzing pertinent data will be the creation of new dispatch codes to track district officers' problem solving time, community engagement activities and administrative time usage. Codes and appropriate information capture should be devised to record community meetings and other elements from the current 509 forms (to be replaced by the Problem Nomination Form. Codes should be created to collect such data as:
  - o Community/police contacts;
  - o Clean-up activities;
  - o Youth serving organization events;
  - o Community meeting attendance;
  - o Contacts with other city agencies about problem solving projects.
- The district should also establish a system for capturing and recording data from field interviews/contacts that district officers conduct. Such contacts include proactive encounters with suspects and other persons. As with other district data, formats should match the other district databases, the information should be recorded on the district server and programming support will be needed to create and manage the database.
- The district should also be able to download into its local database information on those arrested in the district and on those arrested for crimes that occurred in the district. Formats should match the other district databases, the information should be downloadable to the district server and programming support will be needed to create and manage the database.
- Another district level database should be a residents' crime tip line. This may be a downloaded subset of a city wide tip line, or may be a district specific line. Again, formats should match the other district databases, the information should be recorded on the district server and programming support will be needed to create and manage the database.
- The district should have a local data crime mapping system to map both incident reports and dispatch data. This should be the ability to use the department's mapping system by the district's personnel with the capacity to display data from the district's local database.
- The district should also create and maintain a database to monitor and track each problem solving operation and its outcomes. Data that should be collected for each operation, in addition to the Problem Notification Form, includes the actual resources committed, the results observed – with solution measurement data – and the level of neighborhood involvement.

This district data system will need to be continued for the length of the Phase One assessment period regardless of whether the department begins implementing a new department wide RMS. It is important that data consistency be maintained. It will provide a rich source of information to assist in identifying problems, and analyzing them and assessing the results of problem solving operations.

A final data collection process that needs to be considered is a method to get periodic community information about district wide conditions in the district as well as about each problem solving operation.

- A community panel of 100-150 district residents, workers and business owners should be established. A survey instrument should be constructed to gain their perspectives on crime, violence, disorder and policing conditions in the district. The members of the panel should be identified through nominations from elected officials, neighborhood organizations, government agencies that operate in the district and from police officers, supervisors and managers who have knowledge of the district. The survey should be administered multiple times over the course of the Phase One implementation effort with the same questions asked each time. Comparisons will be made about the changes in panel members perceptions. The panel should be chosen and the first survey administered prior to the beginning of Phase One implementation.
    - o The panel survey will be efficient since the participants will be the same each time thus avoiding costly sampling processes and low response rates. The panel will be large enough to represent the diversity of district yet small enough to make survey distribution and return manageable.
- Smaller, neighborhood based panels should be developed for problem solving operations when appropriate. They should be surveyed prior to the initiation of the operation and at its conclusion. Depending on the expected length of the operation, an interim survey may also be administered.

Phase One District Selection Criteria

The following elements should be considered when determining which district should be the site of the Phase One implementation process.

Community Involvement – Some level of community based organizations and neighborhood groups should be present. There should be some support for working more closely with the police to solve crime and disorder problems.

Crime statistics – The district should be busy with a level or mixture of crime types that is comparable to the City, including assaults, burglaries, homicides, or vehicle theft. Consideration should be given to a district that contains a violent crime reduction zone.

District features – The district should be diverse, both commercially and residentially. The district should have schools that need School Resource Officers, significant foot beats, contain many neighborhoods, some public housing, as well as representation from multiple Supervisorial Districts.

Community demographics – The district should be diverse, ideally matching the city's diversity in race and gender.

Facilities – The district should have SFPD district facilities and equipment sufficient to handle the phase one program.

SFPD leadership/personnel – Leadership of the district should be selected for their support of community policing, problem solving and community engagement. This includes the captain, the lieutenants and perhaps some sergeants, especially the heads of the problem solving teams. The district must have a dedicated crime analyst and the District Resources group should be headed by a lieutenant.

Appendix A: SFPD Vision Statement

POLICE DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
THOMAS J. CAHILL HALL OF JUSTICE
850 BRYANT STREET
SAN FRANCISCO, CALIFORNIA 94103-4603

GAVIN NEWSOM
MAYOR

HEATHER J. FONG
CHIEF OF POLICE

**THE SAN FRANCISCO POLICE DEPARTMENT
VISION STATEMENT**

The San Francisco Police Department is committed to being a world-class police department and a leader among urban police departments by hiring and promoting talented officers and professional staff, employing the highest standards of performance, best practices in policing, and accountability, and reflecting the values of the world-class city it serves.

San Francisco has an international reputation for its commitment to human values: compassion, fairness, diversity, human rights, and justice. These values must be at the forefront of the SFPD as it fulfills its public safety mission.

The San Francisco Police Department strives to adhere to the highest standards and reflect the diversity of its community members. The people of our communities and members of the Police Department must be united in their commitment to addressing crime, violence, and quality-of-life issues by engaging one another and all city agencies in problem-solving partnerships.

Police strategies and tactics must be driven by accurate, timely and reliable information supplied by current and emerging technologies and supported by the Department's systematic engagement of all of San Francisco's diverse neighborhoods.

The Police Department strives to maintain the trust of San Francisco community members by actively engaging with the neighborhoods it serves. The Police Department seeks to make its policies and operations as open as possible. When there are complaints involving the police department, both the public and the police are best served by a system of accountability that is expeditious and fair to all involved.

To make this vision a reality, the Police Department must reward the hard work, ingenuity, and resourcefulness demonstrated by its employees, and must offer state-of-the-art training, development and career opportunities for advancement and retention. This will ensure that employees see the Police Department as a lifelong career and strive to become the department's next generation of leaders.

As adopted by the San Francisco Police Commission on July 16, 2008.

Appendix B: Menu of District Wide Performance Indicators

The performance indicators selected for the Phase One District will depend on the nature of the district wide crime and disorder problems that are specific to the selected district. Once those indicators are selected, a specific measurement guide can be created.

1. FROM THE SFPD'S CURRENT COMPSTAT PROCESS

Station Personnel
- Sworn Personnel by rank and watches
  - Number on temporary modified duty
  - Number on Disability
  - Number on Leave
  - Organizational chart, showing number of positions assigned to each unit
- Civilian personnel
- Total Personnel

Monthly Homicides by SFPD District

Non-Fatal Shooting Victims

Part I Crimes – Period One vs. Period Two
Homicide
Rape
Robbery
Aggravated Assault
Arson
Burglary
Larceny, Other
Motor Vehicle Theft
Total Part I

Part II Crimes – Period One vs. Period Two
Assaults (Simple)
Bad Checks
Bribery
Disorderly Conduct
Driving Under the Influence
Drugs/Narcotics
Drunkenness
Embezzlement
Extortion
Family Offenses

Forgery/Counterfeiting
Fraud
Gambling
Kidnapping
Liquor Laws
Loitering
Missing Persons
Non-Criminal
Other Offenses
Pornography/Obscene Mat
Prostitution
Runaway
Secondary Codes
Sex Offense, forcible (non-rape)
Sex Offense, non-forcible
Stolen Property
Suicide
Suspicious Occ
Trespass
Vandalism
Warrant
Weapon Laws
Total Part II

Response Times – Period One vs. Period Two
Dispatch to Arrival On-Scene

Arrests & Assaults
- Total Arrests - number
  - Number of Adult Arrest
    - Number of Felony
    - Number of Misdemeanor

  - Number of Juvenile Arrest
    - Number of Felony
    - Number of Misdemeanor

Assault on Officer: Number

Firearms Seized by Type

Moving Violations

Vehicle Pursuits

BIP Summary

Injury Collisions

Fatal Collisions

Problem Solving Operations
- List code enforcement actions taken here

Station Liaison
- List community groups and station liaison for each group

Special Events

Overtime
Overtime by category including Violence Reduction
Overtime per Special Event

Station Personnel:
- Reported Use of Force by Type

Station Personnel:
- Officers exceeding 40 Hour Overtime Rule
- Investigations re: Officers Failing to Appear (FTA)
- Officers in Early Warning System (EWS)

2. GENERAL ASSESSMENT MEASURES

From "Law Enforcement Tech Guide for Creating Performance Measures That Work" *A Guide for Executives and Managers* – COPS Office

Traditional Assessment Measures
- Fewer incidents of targeted crime
- Fewer citizen complaints about targeted crime
- Fewer calls for service about targeted crime

Non-Traditional Assessment Measures
Community Impact
- Reduced fear/concern about problem
- Increased citizen satisfaction with the way the police are handling the problem
- Increased legitimate usage of target problem area

Financial Impact
- Lower levels of financial loss related to problem/increased business profits in target area
- Decreased insurance payouts related to problem
- Less property damage associated with problem

Displacement-Related
- Positive displacement of problem (displaced to another location, but at a lower level, or a less harmful type of crime, etc.)
- Diffusion of benefits (target problem was reduced, and related problems were reduced as well; for example, efforts focused on reducing public drinking problem also happened to reduce vandalism problem)

Other Measures
- Fewer repeat calls for service about specific problem locations; fewer calls for service about related problem locations
- Fewer repeat victims
- Fewer/less serious injuries related to problem
- Increased usage of a particular service/product that would reduce the problem (e.g., use of public transportation by repeat DWI offenders)
- Increased witness cooperation (particularly for intimidation problems)

Appendix C: Training Outlines

DISTRICT TRAINING NEEDS

The San Francisco Police Department provides 18 hours of *Community Policing* training in the Basic Academy curriculum. According to the department's POST Learning Domain 03 which was updated in May of 2007, the learning objectives for Community Policing are:

> "Peace Officers need to know that their role in the community is to work in partnership with community members to resolve or reduce problems for the benefit of those who live and work there. Peace Officers need to understand that community partnerships provide opportunities to effect greater change than could be accomplished by any one group alone. Peace Officers need to recognize that effective problem solving is a process that identifies and addresses the underlying conditions of crime and disorder in the community."

The training content outlined is a comprehensive instruction on community policing with emphasis on the historical perspective of American policing in general and SFPD policing specifically; police ethics; working in partnership with the community and other governmental agencies; communication and facilitation skills; community mobilizing; problem oriented policing; and crime prevention. This knowledge may provide a foundation for fulfilling the department's Phase-I District Station Implementation training needs providing those assigned have grasped and maintained this knowledge.

PERF recommends three layers of training for all members of the department (both sworn and civilian) assigned to the District Station: line level, supervisory and management. It is important that **work groups attend training sessions together[4]** and that **management personnel (District Captain and Lieutenants) take a leadership role** in providing instruction. In this manner, team building between work groups i.e. shift officers, sergeants and lieutenants may be initiated and supervisory and management personnel may begin to observe the strengths and weaknesses of those under their command.   Through this training process, teams may also begin to work through the problem solving process on actual issues within the district for natural "next-steps" when assuming their district assignment. Training should **incorporate not only what proficiencies are necessary to be an effective officer within the District but why those skills are necessary and important.**

Consideration should be given to having support personnel within and outside the department such as Emergency Communications Dispatch, Public Works and Parks and Recreation attend the District Training so they have an understanding of the changing role and expectations of

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[4] Training should be sequenced so that each shift attends together. Shift vacancies can be back-filled by members of the District's Problem Solving Teams.

those assigned to the District. Below are the basic areas recommended included in the training curriculum of District personnel, by training group.

A. Line Level Training - Officers, Investigators, Analysts and Civilian personnel

- Historical Perspective of the San Francisco Police Department and community
    - Create argument for change

- San Francisco Police Department Vision Statement
    - A discussion on the process and meaning of the recently adopted SFPD Vision Statement
    - Purpose of the preliminary District Station Implementation
        - Responsibilities of each of the District's units

- Team Building Exercise

- Community Oriented Policing
    - A policing philosophy in which the police work in partnership with the community to identify and solve crime and disorder.
    - Key principles
        - Decentralization
        - Developing and nurturing strong collaborations
        - Leadership and personnel development - empowering employees

- Community Engagement
    - Police must proactively seek to develop positive relationships with the community, involve the community in the search for better crime control methods and work in partnership with the community to define and access the types, kinds and levels of crime and disorder control needs perceived by the community as most threatening to an improved quality of life.

- Communication and Facilitation
    - Verbal and non-verbal
    - Consensus building
    - Managing community meetings

- Problem Solving
    - A strategic process to address specific crime and disorder reduction efforts through careful examinations of the characteristics of problems in small geographic areas and applying appropriate remedies
    - Built on three principles
        - Individuals make choices based upon the opportunities presented by the immediate physical and social characteristics of an area. By manipulating these factors, people will be less inclined to act in an offensive manner.

- Crime and order can be reduced in small geographic areas by carefully studying the characteristics of problems in the area, and then applying the appropriate response.
- Changing the attractiveness of criminal opportunities will affect the likelihood that individuals will engage in crime.
  - o Problem Analysis Committee
    - Structure
    - Process
  - o SARA Model
    - Identify and analyze actual District Problems
    - Use of the Problem Nomination Form

- Implementation challenges facing the District

- Questions and Comment

B. Supervisory Training - Sergeants and Civilian Supervisors
(In addition to the Line-Level Training curriculum)

- Understanding the "Change Process"
  - o Why people resist change
  - o Strategies for moving through resistance

- Role of supervisor within a COP and Problem Solving Environment
  - o Problem Analysis Committee
  - o Supervising Problem Solving Projects of workers

- Supervision within a COP Environment
  - o Traditional vs Participative
  - o Performance evaluations

- Characteristics of an effective COP supervisor
  - o Allow employees freedom to experiment with new approaches.
  - o Insist on good, accurate analysis of problems.
  - o Help workers understand COP does not eliminate the need to conduct traditional police work, rather provides addition tools.
  - o Grants flexibility in work schedules when requests are proper.
  - o Allow workers to make most contacts directly and pave the way warn they're having trouble getting cooperation.
  - o Protect workers from pressures from within the department to revert to traditional methods.
  - o Assist personnel secure resources.
  - o Know what problems personnel are working on and whether they are real.
  - o Knows subordinates beats and important citizen in it and expect them to know better.

- o Coach workers through the SARA process, gives advice, helps them manage their time, and helps them develop work plans.
- o Monitors employees' progress on work plans and makes adjustments, prods them along or slows them down as appropriate.
- o Supports workers even if their strategies fail, as long as something useful is learned in the process and the strategy was well thought through.
- o Manages problem solving efforts over a long period of time; doesn't allow efforts to die just because it gets sidetracked by competing demands for time and attention.
- o Gives credit to employees and lets others know about their good work.
- o Identifies new resources and contacts for workers and makes them investigate them.
- o Model and stress cooperation, and communication within and outside their work unit.
- o Coordinate efforts across beats, shifts units and agencies.
- o Identifies emerging problems by monitoring calls for service, crime patterns and community concerns.
- o Assess the activities and performance of workers in relation to identified problems rather than boiler-plate measures.
- o Expect workers to account for their time and activities while giving them a greater range of freedom.
- o Provide positive reinforcement for good work and effort.

- Supervisory challenges facing the District

C. Management Training – District Captain and Lieutenants
(In addition to the Line-Level and Supervisory Training curriculum)

- Personal Leadership Style

- PERF's Organizational Assessment of the SFPD
    - o Findings
    - o Recommendations

- Coordinating District Resources
    - o Role and responsibilities of positions within the District
        - ▪ Staff Services
        - ▪ Sector Patrol
        - ▪ District Resource Section

- CompStat
    - o Purpose
    - o Preparation and Presentation

- Organizing the Community

- o Identifying key stakeholders

- Role of a Manager within a COP and Problem Solving Environment
  - o Problem Analysis Committee Responsibilities
  - o Managing Problem Solving Projects

- Mentoring and Developing Employees

- Management challenges facing the District

Appendix D: Problem Nomination Form

SAN FRANCISCO POLICE DEPARTMENT
PROBLEM NOMINATION FORM
Project # _____ (To be assigned by PAC)

PROBLEM ORIENTED POLICING is a four-step process designed to first define a problem and then identify the underlying conditions which create and maintain the problem. These conditions might include the characteristics of the people involved (offenders, potential victims, witnesses and others), the social setting in which these people interact, the physical environment as well as the manner in which the public deals with these conditions. A response is then implemented to maximize police effectiveness in resolving the problem. Finally, an assessment is conducted to determine if the desired outcome was achieved and if not, what further actions may be initiated to that end.

SCANNING – Problem Identification
How did this problem come to the attention of the police?_____
_____
_____

ANALYSIS of the Problem
To fully understand a problem, you need to find and examine information about a variety of the problem's aspects. Types of information to be gathered have been organized into three categories; victims, offenders and places. This list should help to identify which types of information are relevant to the problem being analyzed, determine where the information may be found and then collect the data. Not all the information is applicable to all problems so you should carefully plan the data collection process.

Victim(s)
Target of Criminal Act, Date/Time/Day of Week, Location, Personal/Identifying Information, Life Style, Victimization History, Prior Contact with Police, Organized Security by Police or Self, Harm Done to Victim, Actions Immediately Preceding and Following Criminal Act …

_____
_____
_____
_____
_____
_____
_____

Offender(s)

Name, Address, Driver's License, Physical Description, Education, Employment History, Criminal and Arrest Record , Medical History, Probation/Parole, Tools/Weapons Used, Actions Immediately Preceding Act, Event Itself, Actions Immediately Following Act, Gain to Offender…

_____

_____

_____

_____

_____

_____

_____

Place(s) (Environmental Issues)
Physical Context (Address, Description of Location and Area, Access Control, Security Measures, Lighting …)
_____

_____

_____

Social Context (Likelihood of Witnesses, Probable Actions of Witnesses, Legal Issues, Attitude of Residents/Businesses …) _____

_____

_____

Community Reaction (Neighborhood Affected by the Problem, San Francisco as a Whole, Opinions of those Outside San Francisco, Community Groups …)_____

_____

_____

Institutional Reaction (Police, Prosecutor, Courts, Elected Officials, Media, Corrections, Sheriff, Legislation, Prevention Programs, Business Sector, Schools, Medical Providers, Social Services and Governmental Agencies …)_____

_____

_____

Seriousness of Problem (Public Perception, Perception by Others…) _____

_____

_____

RESPONSE – Developing an Intervention for the Problem
During the analysis stage of the problem solving process, you may begin to think of actions designed to bring long-term resolution to the problem. However, it is important to conduct a comprehensive and thorough analysis to develop responses to permanently impact the problem. List potential responses to the identified problem:
1. _____
2. _____
3. _____
4. _____

ASSESS

Criteria must be developed to determine the effectiveness of the problem's intervention? There are five *general* measures of a successful problem solving intervention: 1) total elimination; 2) reduce the number of incidents it creates; 3) reduce the seriousness of the incidents; 4) design methods for better handling the incidents; or 5) removing the problem from police consideration. There may also be measurements *specific* to the designed responses. This problem will be assessed using the following criteria:

1. _____

2. _____

3. _____

4. _____

Submitted by: _____   Date   _____

Immediate Supervisor: _____   Date   _____

Problem Analysis Committee: _____   Date   _____

Assigned Problem Oversight: Lieutenant _____   Sergeant _____

　　　　Captain Review_____   Date

　　　　　　_____

Appendix E: Sample Problem: Assaults in and Around Bars

ASSAULTS IN AND AROUND BARS

This is an edited version of sections of Problem Solving Guide No. 1, 2nd Edition (2006), by Michael S. Scott & Kelly Dedel, published by Office of Community Oriented Policing Services. This is included as an illustration of the problem solving approach and is not intended to be prescriptive.

Understanding the Local Problem

Combining information known about the problem nationally and analyzing the local problem helps in designing a more effective response strategy.

Stakeholders

In addition to criminal justice agencies, the following groups have an interest in the assaults-in-and-around-bars problem and ought to be considered for the contribution they might make both to gathering information about the problem and to responding to it:

- risk managers/liability insurance agents for bars
- local liquor retailer associations
- bank officials holding mortgages or business loans on bars
- emergency medical personnel/treatment facilities
- substance-abuse treatment organizations
- neighborhood residents
- other business owners
- employees in the vicinity of bars.

Asking the Right Questions

The following are some critical questions you should ask in analyzing your particular problem of assaults in and around bars, even if the answers are not always readily available. Your answers to these and other questions will help you choose the most appropriate set of responses later on. The various entities with a stake in the problem and its solution will be helpful in collecting some of these data, as not all of the information will be readily available to police.†

Incident Characteristics

- Is the problem primarily one of bar fights, public inebriates assaulting one another, strong-arm robberies, sexual assaults, bias-motivated assaults, or something else?
- What precipitates the attacks (e.g., verbal exchanges/insults, threats, disagreements, long-standing disputes, or advances to girlfriends/boyfriends)?

- Do the assaults stem from conflicts between individuals or between groups? If groups, are they criminal groups such as gangs?
- Do the precipitating conflicts initiate in the bar or elsewhere? How/why does verbal aggression escalate into physical assaults?
- Is there a widespread perception that certain bars or entertainment districts are dangerous because of assaults?
- What weapons, if any, do offenders use in assaults? Do either the offenders or the victims bring weapons to the bar, or do they convert items found in the bar into weapons?

Victims

- Who is assaulted?
- Do victims report the assaults to the police? (Surveys of patrons and emergency room admissions may reveal unreported assaults.)†
- If victims do not report their assaults, why not?
- What are the characteristics of victims who report compared with those who do not?
- Are victims typically drunk?
- Are victims alone or in groups?
- Are victims members of any ethnic or other subcultural group?
- Are many of the victims underage drinkers?
- How serious are victims' injuries?
- Do victims typically instigate assaults?
- Are there chronic assault victims?
- Do victims typically know their assailants?

Offenders

- How old are offenders? Do they belong to any particular ethnic, occupational, recreational, or other group?
- Are offenders alone or in groups?
- Are there repeat offenders? Do they have prior criminal records for assault?
- Are offenders typically known as troublemakers in bars?
- Are offenders typically drunk? Do they get drunk in the same bar in or around which the assaults occur?
- Are offenders themselves injured in the fights/assaults? How seriously?
- Are offenders heavy drinkers? Do they have histories of alcohol-related problems (e.g., commitments to detoxification centers)?

Locations/Times

- In or around which bars are assaults concentrated?
- Where, specifically, do assaults occur (e.g., inside/outside, restrooms, alleys, streets/sidewalks, parking lots, or around the bar)?
- What is the nature of the surrounding neighborhood (e.g., entertainment district or primarily residential/commercial/ industrial)?
- Are the bars on or near major roadways?

- Do the people in or conditions of the bars themselves appear to generate the violence, or are bars merely affected by other conditions in the surrounding neighborhood?
- When do assaults occur (e.g., closing time, happy hour, special events, or weekends)?
- What public transportation is accessible after closing hours (e.g., buses, trains, or taxis)?
- Is there a high concentration of bars in areas with high reported assault levels?
- What are the lighting conditions both inside and outside bars? Do assaults occur in dark areas or areas not easily seen by passers-by?
- Are there objects outside bars that offenders can readily use as weapons (e.g., loose stones or trash receptacles)?

Bar Management Practices

- What is the primary theme of a typical problem bar?
- Does the bar serve food, or is it available nearby?
- Does the bar offer discounted drinks? What entertainment, if any, does the bar offer? Does the entertainment contribute to aggression?
- Does the bar employ bouncers? If so, do they tend to be aggressive when dealing with troublesome patrons? Do bar managers conduct proper background checks on bouncers before hiring them? Are bar employees properly trained?
- What is the ratio of bar employees to patrons? Is it sufficient to provide timely service and monitor patrons' drinking and behavior?
- Do bar employees call the police under appropriate circumstances? Do bar managers encourage or discourage police inspectional visits?
- Are employees encouraged to push altercations out of the bar?
- Are employees trained to recognize signs of drunkenness, to refuse service diplomatically, and to defuse aggression? Does management have written policies regarding these practices, expect employees to follow them, and support them when they do?
- What conduct does the bar prohibit? Do employees effectively enforce those prohibitions?
- Is the bar décor attractive, and interior lighting adequate?
- Does the bar commonly reach or exceed occupancy limits?
- Do competitive events (e.g., playing pool, darts, rolling dice) lead to assaults?
- Does the bar discourage barhopping (e.g., restrict reentry, charge entry fees, or prohibit carrying out drinks)?
- Does the bar have items that patrons can readily use as weapons?
- Does the physical setting (e.g., the presence of sharp-edged bar tops or glass) create risks of serious injuries?

Regulation and Enforcement Practices

- Do the police or liquor-license regulators routinely inspect bars for compliance with regulations?
- Do they inspect for serving practices and occupancy limits, in addition to technical license requirements?
- Do the police or regulators take enforcement actions?

- Do bar owners believe police will enforce laws?
- Do they perceive enforcement actions as fair?

Measuring Your Effectiveness

You should take measures of your problem *before* you implement responses, to determine how serious the problem is, and *after* you implement them, to determine whether they have been effective. Measurement allows you to determine to what degree your efforts have succeeded, and suggests how you might modify your responses if they are not producing the intended results. The following are potentially useful measures of the effectiveness of responses to assaults in and around bars:

- reduced number of assaults
- reduced calls for police service for fights and assaults (assuming you are confident that police are being called when appropriate)
- reduced severity of injuries caused by assaults (it may be possible to reduce the degree of injury, even if the number of assaults does not decline)
- increased reporting of assaults to police, if you suspect that many assaults are not being reported (you might compare emergency room records with police records)
- fewer repeat victims and repeat offenders
- greater perception of safety among bar patrons, neighboring merchants, and residents
- increased profitability of bars with high assault rates (bars with high assault rates typically lose money).

Responses to the Problem of Assaults in and Around Bars

Your analysis of your local problem should give you a better understanding of the factors that are contributing to the problem. Once you have analyzed your local problem and established a baseline for measuring effectiveness, you should consider possible responses to address the problem. The following response strategies provide a foundation of ideas for addressing your particular problem. These strategies are drawn from a variety of research studies and police reports. Several of these strategies may apply to your community's particular problem. It is critical that you tailor responses to local circumstances, and that you can justify each response based on reliable analysis. In most cases, an effective strategy will involve implementing several different responses. Law enforcement responses alone are seldom effective in reducing or solving the problem. Do not limit yourself to considering what police can do: carefully consider who else in your community shares responsibility for the problem and can help police better respond to it.

General Requirements of an Effective Strategy

1. **Enlisting community support for addressing the problem.** Broad-based coalitions that incorporate the interests of the community, the bars, and the government are recommended. A number of communities, including Vancouver (British Columbia) and Edmonton (Alberta) have organized "bar watch" or "pub watch" programs, while bars and police in a number of Australian communities have negotiated voluntary agreements

(known as *accords*) to promote responsible bar management. These programs incorporate the interests of bar owners, community members, and government regulators, including the police. Members meet regularly to discuss incidents that have occurred in the local area, and to craft solutions. While recruiting members can be difficult, the key is to keep all parties motivated and actively involved for extended periods. All parties should come to accept ownership for the problem, and for responses to it. Strong leadership, active police involvement, and adequate funding are essential.

2. **Implementing multifaceted, comprehensive strategies.** Multifaceted, comprehensive strategies are more effective than those that address only one or a few of the conditions that increase the risks of aggression and violence. Any response strategy should address as many known risk factors as possible, rather than focusing on the contributions of alcohol alone. Some of the more critical factors include the practices of serving and patterns of consumption, the physical comfort of the environment, the overall permissiveness of the environment, and the availability of public transportation to disperse crowds once bars have closed.

3. **Getting cooperation and support from bar owners and managers.** It is important to secure the cooperation and involvement of all bars in the area to guard against merely moving the problem somewhere else, and against losing the support of owners who feel unfairly targeted. Bar owners should agree in writing to codes of good practice, and establish ways to enforce them. Rogue bar owners can easily undermine these agreements by refusing to follow the codes of practice. This creates pressure on other operators to do likewise. You should apply basic preventive and enforcement measures to all bars, while applying some special preventive and enforcement measures at high-risk bars. It is critical that you acknowledge the legitimacy of bar owners' profit motive.

4. **Informally monitoring bar policies and practices.** You can use voluntary safety audits and risk assessments to identify high-risk locations and conditions. Monitoring systems should use data to measure effectiveness. Informal groups, rather than government officials, should oversee and monitor voluntary agreements among bars. However, informal police audits are an effective means of sharing knowledge and also carry the implied threat of sanctions, which can encourage compliance. For example, police can provide bar owners with information about disorderly events that occur following consumption on their premises. In addition, after an informal audit, police can provide tailored feedback reports using a harm-reduction, rather than a punitive, focus.

   For example, several jurisdictions use self-administered checklists to examine potential problem areas (entry, layout, closing time, rule-setting, etc.). Often working with a consultant, bar owners discuss their areas of vulnerability and craft reforms to minimize risk.

5. **Formally regulating and enforcing relevant liquor-licensing laws.** Voluntary agreements should be reinforced by formal regulation. Fair and well-enforced liquor-license regulation, with a graded system of penalties including warnings, modest fines, temporary license suspensions, and revocations, is key to ensuring responsible policies and practices. Fair and consistent enforcement of liquor-license laws by the police and liquor-licensing authorities is more effective than relying solely on more-expensive responsible-beverage-service training programs. More intensive police inspections of licensed bars will also result in higher recorded crime rates, but this encourages bar

owners to adhere to good management practices and to obey liquor laws. In many jurisdictions, however, the liquor-licensing authority's resources are inadequate for enforcement.

Some communities use nuisance-abatement laws and conditional-use permits (business permits with special requirements and restrictions) to compel bar owners to establish and enforce responsible policies and practices that can reduce aggression and violence in and around the premises.

- Madison, Wisconsin adopted a point system in 1986 as the basis for sanctions against liquor licensees to remove some of the arbitrariness of the administrative process, and the police department developed methods for recording and reporting police activities at bars to the liquor-licensing authority. A key feature of the system is that reports of problems by the owners/managers to the police, and cooperation with the police, reflect favorably rather than negatively on the licensee. A police representative serves as a nonvoting member of the alcohol-license review committee. By contrast, the Green Bay (Wisconsin) Police Department (2000) had to change city officials' attitudes toward liquor-license regulation to close or improve control over problem bars.

Specific Responses To Reduce Assaults

You will need to combine two groups of responses in any effective strategy:

- responses to *reduce how much alcohol patrons drink*, thereby reducing aggression and vulnerability to assault
- responses to *make the bar safer*, regardless of how much alcohol patrons drink.

Reducing Alcohol Consumption

Establishing responsible beverage service programs. Responsible beverage service training can be effective in reducing intoxication and assaults, especially where there is community support for these requirements and adequate enforcement of them. Responsible beverage service can be promoted through voluntary or mandatory training programs. Bar owners and managers, as well as serving staff, should receive training. These programs are effective in changing servers' knowledge and attitudes, but do not affect how often they deny service to drunken customers, unless they are supported by regular monitoring and consistent sanctions for violations.

Responsible beverage service programs include training bar staff to adopt responsible serving practices, and encouraging bar owners and managers to adopt responsible business practices and policies. The most common elements of these programs include the following:

1. **Monitoring drinking to prevent drunkenness.** In general, servers are not good at determining whether customers are drunk because the signs and signals used in that

assessment are largely subjective (slurred speech, clumsiness, mood changes). The best estimator of a customer's blood alcohol content is the number of drinks served, but given the size and layout of many bars, the amount of alcohol consumed is very difficult to track. Further, servers cannot know how much a customer has drunk before arriving, what or if he or she has eaten, or how long he or she intends to stay at the bar—all of which will affect the server's judgments about continued service. Training should focus on the most obvious and reliable indicators of drunkenness and improved communication among multiple servers to enable better monitoring.

While it may take a long time for enforcement officials to witness bar staff serving drunken patrons, the benefits appear to be worth the costs. For the most part, it is still too easy for both drunken and underage drinkers to get served in bars.

2. **Promoting slower drinking rates.** Several practices encourage patrons to drink quickly, such as announcing "last call," having happy hours, serving multiple drinks at one time, and tolerating "chugging" contests and other drinking games. Eliminating these practices can slow the rate at which patrons feel compelled to drink.
3. **Prohibiting underage drinking.** This response prevents less physically and emotionally mature patrons from getting drunk. It is unclear, though, what effect allowing underage patrons into bars, even if they are not served alcohol, has on the assault problem.
4. **Providing reduced-alcohol or nonalcoholic beverages.** Offering reduced-alcohol or nonalcoholic beverages can lower patrons' drunkenness level, patrons who might otherwise be potential assailants and/or victims. Regardless, the risk of injury from assault is reduced. There are virtually no drawbacks to this response as long as some patrons will drink these beverages.
5. **Requiring or encouraging food service with alcohol service.** Eating while drinking slows the rate of alcohol absorption into the bloodstream. Serving food also helps create an atmosphere that is not exclusively centered on alcohol consumption, and can attract a more diverse, and possibly less aggressive, clientele.
6. **Discouraging alcohol price discounts.** Reducing the price of drinks during happy hours significantly increases consumption by both light and heavy drinkers. The competitive pressure to reduce drink prices actually threatens many bars' profitability, so some owners actually appreciate restrictions on price discounting.
7. **Establishing and enforcing server liability laws.** In many jurisdictions, alcohol servers and bar owners can be held legally liable either for the harm drunken patrons cause (through private civil suits) or for merely serving drunken people (through statute enforcement by the police or liquor-license regulators).† Server liability laws alone have had mixed results as an incentive for bar owners to adopt and enforce responsible (beverage) service policies and practices. In particular, the relatively low enforcement rate, the owner's profit motive, and the server's reliance on tips as income can decrease these laws' deterrent effect.
8. **Reducing the concentration and/or number of bars.** There is growing evidence that the concentration of bars in an area is related to that area's crime levels and patterns, although the exact nature of the relationship is not yet clear.[55] We cannot yet say how many bars in a small area are too many, but evidence does suggest there is such a

threshold. Police agencies can support efforts to reduce the concentration or number of bars through zoning and liquor-license enforcement.

Making Bars Safer

1   Training staff to handle patrons nonviolently. Some assaults in bars have less to do with alcohol and more to do with unprofessional or unskilled staff. There are conflicting views about the effectiveness of employing security staff (bouncers and doormen) as a way to reduce assaults in and around bars. Well-trained bar staff can function as guardians (protecting victims), handlers (modifying behavior of offenders, particularly those who are regular customers), and place managers (exerting social control over people in places). However, they may react ineffectively to incidents or, at worst, may overreact or antagonize customers and precipitate an incident.

- Skill development programs to reduce aggression are often easier to market to bar owners than interventions focused on serving less alcohol. The programs are most effective when focused on portable skills using real-world scenarios, drawing on participants' experience. The following particular techniques can defuse aggressive incidents:

  o Remove the audience (get aggressors away from onlookers)
  o Employ calming strategies
    - Verbal skills
      - Allow the aggressor to talk and express anger
      - Use role-appropriate language
      - Avoid hostile or angry remarks
      - Respond indirectly to hostile questions
      - Express an understanding of the aggressor's mood
    - Nonverbal skills
      - Increase the distance between oneself and the aggressor
      - Avoid sustained eye contact with the aggressor
      - Move slowly and avoid sudden movements
      - Maintain calm, relaxed facial expressions
      - Control the vocal signals of anxiety and stress
  o Employ control strategies
    - Clearly establish the situation requirements
    - Depersonalize the encounter
    - Emphasize one's role requirements
    - Encourage the aggressor's decision-making
    - Offer the aggressor face-saving possibilities

A number of communities require security staff to be trained, licensed, and registered, a measure several researchers endorse. The United Kingdom uses "door staff registration schemes" extensively, requiring all door staff at bars to be trained and vetted. The many local variances in policy can be frustrating to those wishing to work in multiple jurisdictions. These schemes are most effective when staff receive individually

numbered badges; registering agencies maintain a comprehensive name, photograph, and address register; and bars keep premise-specific staff assignment logs.

2 Establishing adequate transportation. Adequate public transportation to and from bars, especially after closing hours, can reduce competition for transportation, more quickly clear the streets of drunken people, and reduce the hazards of drunken driving. Separating taxi stands and bus stops from each other can reduce the size of groups congregating on the sidewalks.[

3 Relaxing or staggering bar closing times. Allowing bars to determine their own closing times or staggering the mandatory closing times results in fewer drunken people on the streets competing for food, transportation, and attention. In addition, more people are on the streets, though in lower concentrations, for longer periods—a factor that improves natural surveillance and makes people feel safer. However, it is also possible that staggered closing hours will increase barhopping, as patrons roam the streets looking for open bars. In addition, eliminating mandatory closing times could create an environment where alcohol is almost continuously available and could increase assault rates at venues with extended hours. So, while staggered closing times show promise in reducing assault levels, more evidence of its impact is needed. Changes to operating hours, alone, are unlikely to decrease the assault rates. The change must also be accompanied by high-quality efforts to control, manage, and regulate the properties. If this response is implemented, it should first be done in a controlled pilot effort to gauge the overall effect.

4 Controlling bar entrances, exits, and immediate surroundings. In addition to employing bouncers or doormen, some bars install surveillance cameras at entrances and exits to discourage altercations. Prohibiting reentry after exit or charging reentry fees can discourage barhopping, which can reduce the risks of assaults among drunken patrons on the streets. Regulating parking outside bars is a way to control the movement of patrons and their vehicles, and enhancing lighting in alleys and parking lots improves natural surveillance.

5 Maintaining an attractive, comfortable, entertaining atmosphere in bars. Attractive, well-maintained bars suggest to patrons that the owners care about their property and will not tolerate disorderly and violent conduct that might destroy it. A comfortable and entertaining atmosphere reduces both frustration and boredom among patrons, which can reduce aggression levels. Lighting should not be so bright that it acts as an irritant, but also not so dim that it can conceal customers' activities. An important environmental consideration is the crowding level. Police in some jurisdictions enforce occupancy limits (primarily adopted for fire safety) as a means to control the bar crowding that can lead to fights. Redesigning a bar's interior to improve traffic flow and prevent congestion can reduce the opportunities for accidental bumps and drink spills that may escalate into fights.

6 Establishing and enforcing clear rules of conduct for bar patrons. Restrictions on swearing, sexual activity, prostitution, drug use and dealing, and rowdiness can reduce aggression. A more permissive atmosphere with little control over patrons' behavior is

associated with higher aggression levels. Raising the bar area's height is one way to improve servers' capacity to monitor patrons' behavior.

7   Reducing potential weapons and other sources of injury. Drink glasses that shatter in small pieces when broken minimize the seriousness of injuries from assaults with glasses. They may also be cheaper and more durable than more dangerous glassware. Discouraging or prohibiting patrons from taking glass containers out of bars reduces the likelihood patrons will use them as weapons in street fights. Padded furniture or rounded corners on tables and bars can also reduce the risk of serious injury. Requiring identification to check out pool cues can enhance accountability for their proper use and reduce the likelihood patrons will use them as weapons.

8   Communicating about incidents as they occur. Using handheld radios or cellular telephones, bar managers in a local area can pass on real-time information about problems, incidents, or patrons that may require a police response. Armed with this information, door staff at nearby clubs can help contain the incident and can deny entry to the patrons in question. Some bars include police directly in these communications.

9   Banning known troublemakers from bars. Banning known troublemakers from bars takes them out of situations where fights and assaults are likely to occur.† Bar owners and the police should get legal guidance on the required process for banning people, the length of time such bans are effective, and the role police should play in enforcing the bans. For this response to be effective, the police and the bar management must cooperate to identify— preferably with a photograph— those who have been banned. Some bars may be reluctant to enforce police-requested bans of their regular customers.

Responses With Limited Effectiveness

1   Using extra police patrols in and around bars. Many police departments concentrate on the streets outside bars rather than the conditions inside bars. They do so by providing a heavy police presence outside bars and, in some instances, in the bars themselves, with regular on-duty patrols through the bars or off-duty police officers working there. The main result seems to be an increase in the rates of reported and recorded offenses, if for no other reason than the police witness offenses that might otherwise go unreported. Heavy police involvement through patrols and enforcement is not essential if there is sufficient community, peer, and regulatory pressure on licensees to manage bars responsibly. The police are neither able, nor fully authorized, to regulate every aspect of bar management, but they can encourage, support, and insist on responsible management policies and practices.

2   Marketing responsible consumption and service practices. Efforts to reduce consumption by educating people about responsible drinking do not appear effective. In general, drinkers do not view messages about responsible drinking as relevant to their own experiences. Media messages to young audiences about the dangers of drinking are counteracted by news about the health *benefits* of drinking modest amounts of alcohol, and by alcohol industry promotions. While major alcohol manufacturers and distributors have toned down their marketing campaigns in recent years, promoting responsible drinking, local

bars have filled the void in the competition to attract patrons. Police can target their enforcement efforts toward irresponsible bar advertising.

3   Prohibiting the sale and consumption of alcohol. Alcohol prohibition can be effective under certain conditions, such as in unique cultural contexts where there is widespread public support for it, or in isolated communities where there are no nearby jurisdictions where one can drink. However, in most communities, prohibition is politically impractical and can create a new set of problems. For example, strict prohibition creates an illegal alcohol market, and violence is often used to enforce that market.

Appendix F: Sample Problem: Gun Violence Among Serious Youth Offenders

GUN VIOLENCE AMONG SERIOUS YOUNG OFFENDERS

This is an edited version of sections of Problem Solving Guide No. 23 (2003), by Anthony A. Braga, published by Office of Community Oriented Policing Services. This is included as an illustration of the problem solving approach and is not intended to be prescriptive.

Understanding the Local Problem

Research has shown that criminal and disorderly youth gangs and groups vary widely both within and across cities. (For example, Boston gangs were small, loosely organized, mostly neighborhood-based groups, unlike Chicago and Los Angeles gangs.) Facts about the structure of local gangs need to be combined with general knowledge about gangs. This analysis will help you design a more effective response strategy.

Analyses of youth gun violence should combine official data with street-level knowledge to provide a dynamic, real-life picture of the problem. The experiences, observations, and historical perspectives of police officers, street workers, and others in routine contact with offenders, communities, and criminal networks are underused resources for describing, understanding, and crafting interventions aimed at crime problems. Collecting data through interviews and focus groups can help you refine existing practitioner knowledge. For example, you can greatly enhance official data on youth gun violence by systematically reviewing and recording the circumstances of each incident in a working-group setting. Crime mapping is also an important tool in assessing youth gun violence. It can provide important insights on the locations of gun crimes, gang turf, and drug markets.

Asking the Right Questions

The following are some critical questions you should ask in analyzing the particular problem of youth gun violence, even if the answers are not always readily available. Your answers to these and other questions will help you choose the most appropriate set of responses later on.

Victims

- Before the shooting, was the victim ever arrested, arraigned, or incarcerated? If so, how many times, and for what offense(s)?
- Was the victim ever on probation or parole? Was he or she on probation or parole when the shooting occurred?
- Was the victim a member or associate of a gang or criminally active group?
- What were the circumstances surrounding the victim's death or injury? Was it gang- or drug-related? The result of a spontaneous argument or other interpersonal conflict?

- Did the victim know the offender?
- Did the victim or his/her associates have a conflict with the offender or his/her associates? If so, what was the conflict about? Was there prior violence associated with the victim's death or injury?
- Was the victim an innocent bystander killed or injured during a dispute between two gangs or groups?
- Did the victim own or carry a gun? If so, where did he or she get it, and why? Was the victim concerned about personal safety? Seeking status on the street?

Offenders

- Before the shooting, was the offender ever arrested, arraigned, or incarcerated? If so, how many times, and for what offense(s)?
- Was the offender ever on probation or parole? Was he or she on probation or parole when the shooting occurred?
- Was the offender a member or associate of a gang or criminally active group?
- What type of gun did the offender use, and where did he or she get it?
- Did the offender routinely carry a gun? If so, why? Was he or she concerned about personal safety? Seeking status on the street?

Gangs and Criminally Active Groups

- How many members does the gang or group have?
- Does the gang or group have any conflicts with other gangs or groups? If so, what are the conflicts about (retribution, race, turf)?
- Does the gang or group have any alliances with other gangs or groups?
- What types of crimes do gang or group members commit?
- Does the gang or group claim turf in particular areas of the city?

Locations/Times

- Where do gun assaults, gun homicides, and shots-fired calls for service cluster? Do they occur on public or private property?
- Do the incidents occur where youth commonly congregate? If so, why do youth congregate there? What do they do there?
- What accounts for the location's attractiveness? Closeness to home? Access to restaurants, telephones, or video games? Lack of visibility to the police and others? Absence of management or authority?
- Are other crimes occurring at the location? Is it a street drug market?
- At what times do gun assaults, gun homicides, and shots-fired calls for service cluster?
- Why are violent youth converging at specific locations at particular times? Does the timing involve school release, sporting events, parties, or some other common social opportunity?

Measuring Your Effectiveness

Measurement allows you to determine to what degree your efforts have succeeded, and suggests how you might modify your responses if they are not producing the intended results. You should take measures of your problem *before* you implement responses, to determine how serious the problem is, and *after* you implement them, to determine whether they have been effective. All measures should be taken in both the target area and the surrounding area. The following are potentially useful measures of the effectiveness of responses to youth gun violence:

- reduced youth gun homicides,
- reduced youth gun assaults,
- reduced shots-fired calls for service,
- reduced gun recoveries from youth,

    It is important to recognize that gun recoveries may initially increase when police start a gun violence-reduction program. If the responses are effective, this initial increase will be followed by a decrease in gun recoveries.

- reduced youth gun injuries (emergency room data are available from hospitals and state public health departments),
- reduced severity of youth gun injuries, and
- greater perceptions of safety among neighborhood youth, other community members, and local merchants.

Responses to the Problem of Gun Violence Among Serious Young Offenders

Your analysis of your local problem should give you a better understanding of the factors contributing to it. Once you have analyzed your local problem and established a baseline for measuring effectiveness, you should consider possible responses to address the problem.

The following response strategies provide a foundation of ideas for addressing your particular problem. These strategies are drawn from a variety of research studies and police reports. Several of these strategies may apply to your community's problem. It is critical that you tailor responses to local circumstances, and that you can justify each response based on reliable analysis. In most cases, an effective strategy will involve implementing several different responses. Law enforcement responses alone are seldom effective in reducing or solving the problem. Do not limit yourself to considering what police can do: give careful consideration to who else in your community shares responsibility for the problem and can help police better respond to it.

Recent evaluation research has revealed that police can prevent gun violence. While this guide categorizes police responses by whether they are primarily focused on offenders or on hot spots, in practice, they overlap. For example, when police focus on offenders in gangs, they sometimes also focus on gang turf and drug market areas. When police are deployed to prevent gun violence in particular places, they often focus on controlling the behavior of particularly dangerous offenders there. The distinction between the focuses matters less than the fact that police can prevent youth gun crime by strategically addressing identifiable risks.

The Richmond (Calif.) Comprehensive Homicide Initiative demonstrates the benefits of an approach combining offender- and place-oriented responses. This problem-oriented policing project entailed a wide range of community-based and enforcement actions involving local, state, and federal law enforcement agencies. Offender-oriented strategies included intensive investigations, the apprehension of violent fugitives, immediate responses to gang violence to prevent retaliation, and the strategic use of prevention and intervention programs. Place-oriented strategies included towing potential getaway cars in areas with high numbers of drive-by shootings, enforcing building codes at drug nuisance locations, and assigning officers to particular schools. An evaluation of this multifaceted program revealed that it significantly reduced homicides in Richmond, particularly those involving guns.

Offender-Oriented Responses

A number of jurisdictions have been experimenting with new problem-oriented policing frameworks to prevent gang and group gun violence among serious young offenders. Pioneered in Boston, this approach is known as the "pulling levers" focused deterrence strategy. It was designed to influence the behavior, and the environment, of the groups of chronic offenders identified as being at the core of the city's gun violence problem. The pulling-levers approach attempted to prevent gang and group gun violence by making would-be offenders believe that severe consequences would follow such violence and change their behavior. A key element of the strategy was the delivery of a direct and explicit "retail deterrence" message to a relatively small target audience regarding what behavior would provoke a special response, and what that response would be.

Evaluation research has revealed the pulling-levers deterrence strategy to be effective in reducing gun violence among serious young offenders. The well-known Boston Gun Project/Operation Ceasefire intervention has been credited with a two-thirds reduction in youth homicides, and significant reductions in nonfatal gun violence. Subsequent replications of the Boston strategy have shown very promising results in reducing gun violence. An evaluation of the Indianapolis Violence Reduction Partnership revealed that homicides dropped by 42 percent, and that they were less likely to involve a firearm. Less scientifically rigorous assessments in Baltimore, Los Angeles, High Point, N.C., Winston-Salem, N.C., and Stockton reveal similar reductions in homicide and firearms violence.

Some key elements of the "pulling levers" approach to prevent gun violence are also part of Richmond, Va.'s well-known Project Exile to deter convicted felons from illegally carrying guns. This program is essentially a firearms sentence-enhancement initiative, as offenders are diverted from state to federal courts. At the heart of the project, all Richmond felon-in-possession cases are prosecuted in federal courts, with the defendants' facing an average five-year prison sentence if convicted. The project also includes training for local police on federal statutes and search-and-seizure procedures, a public relations campaign to increase community involvement in fighting gun crime, and a massive publicity campaign to warn potential offenders about zero tolerance for gun crime and about the swift and certain federal sentence. Project advocates claim success based on a 40 percent decrease in Richmond gun homicides between 1997 and 1998. This claim has been disputed, however, as a recent evaluation found that the decrease would have likely occurred regardless of the project; the study suggests that nearly all

of the decrease was probably attributable to an unusually high increase in and level of gun homicide before the project began. Nevertheless, it is important to note here that, as demonstrated in Boston, federal prosecution of gang-involved chronic offenders central to gun violence problems is an important component of an integrated violence reduction strategy.

General Requirements for a "Pulling Levers" Focused Deterrence Strategy

1. **Enlisting community support.** It is important for community members to think that police efforts to address youth gun violence are legitimate. Communities will not support any indiscriminate, highly aggressive crackdowns that put nonviolent youth at risk of being swept into the criminal justice system.† Before implementing a pulling-levers strategy, police need to engage community members in an ongoing conversation about legitimate and illegitimate means to control crime. The community needs to be aware that most of the gun violence problem is concentrated among groups of serious young offenders, and that police will be tightly focusing their activities on those youth.

    Although they were not involved in Boston's Operation Ceasefire until after the strategy had been designed and implemented, the 10-Point Coalition of activist black clergy made it much easier for police to speak directly about the nature of youth violence in the city. Police could talk with relative safety about the painful realities of minority male offending and victimization, gangs, and chronic offenders. The clergy supported Operation Ceasefire's tight focus on violent youth, but condemned any indiscriminate, highly aggressive sweeps. Before the development of this partnership, Boston's black community viewed police activities to monitor violent youth with knee-jerk suspicion. With the coalition's approval of and involvement in Operation Ceasefire, the community supported it as a legitimate youth violence prevention campaign

2. **Convening an interagency working group.** Criminal justice agencies often work largely independent of each other, at cross-purposes, without coordination, and in an atmosphere of distrust and dislike. This is often also true of different units *within* agencies. To effectively address youth gun violence, an interagency working group of line-level personnel with decision-making power must be convened. The group should include members from all relevant local, state, and federal criminal justice agencies. Serious young gun offenders are often involved in a wide range of crime, and often vulnerable to some form of criminal justice intervention. For example, by enforcing and manipulating the conditions of community release, probation and parole officers can be powerful partners in influencing the behavior of serious young gun offenders under their supervision.

    Boston 's Operation Night Light was an innovative police-probation partnership that involved intensive home and street contact with high-risk offenders during the evening. It was a key component of the Operation Ceasefire intervention. In Boston, probation officers are matched with officers from the Boston Police Department's Youth Violence Strike Force. The probation officers identify some 10 to 15 probationers they want to see each evening, concentrating on those thought to be "active" on the street. The teams use unmarked cars and wear plain clothes, visit probationers at home, and drive through

crime-ridden areas to determine whether probationers are there who should not be. Probation officers gain a new credibility that did not exist when they conducted probation activities in the office. Police have a new tool that significantly increases their power. Many officers speak of their frustration at knowing that certain offenders are active, but being unable to control them because of the difficulties involved in detecting crime and apprehending criminals. While most probationers will not be detected committing crime, their failure to obey court orders can put them at risk of being jailed as certainly as being arrested for a new offense. Unlike people not on probation, they can be removed from the street for a variety of noncriminal behaviors. Feedback from offenders, police, parents, and community members indicates that the youth have become more cautious and more compliant in their behavior.

Prosecutors can give priority to crimes committed by particularly dangerous offenders and work with police to develop solid cases. Federal law enforcement agencies can contribute the extra resources of the federal government and apply a wider range of stiff penalties for certain gun offenses. Social service providers should also have a role in the group, as the best way to change some offenders' behavior may be to offer them substance abuse counseling, job skills training, recreational opportunities, and the like.

Boston Community Centers' street workers were key members of the Operation Ceasefire working group and, along with juvenile corrections caseworkers, probation officers, and parole officers, added a much needed social-intervention and opportunity-provision dimension to the Ceasefire strategy. The city-employed street workers were charged with seeking out at-risk youth in Boston's neighborhoods and providing them with services such as job skills training, substance abuse counseling, and special education. When the risk to drug-dealing gang members increases, legitimate work becomes more attractive, and when legitimate work is more available, raising risks will be more effective in reducing violence.

3. **Placing responsibility on the working group.** In most cities, no one agency is responsible for developing and implementing an overall strategy for reducing youth gun violence. Most police agencies have units or groups responsible for responding to incidents, but not for preventing incidents. The working group needs to be charged with preventing incidents to keep its focus on the bottom line of reducing youth gun violence.

4. **Involving researchers.** Researchers can be important assets to the working group by providing thorough and reliable data to refine the group's understanding of the problem, testing prospective intervention ideas, and maintaining a focus on clear outcomes and performance evaluation. Researchers can also be helpful in producing basic accounts of the implementation processes and problem analysis findings that will be helpful to other jurisdictions.

5. **Developing an effective communication strategy.** While enforcement actions are being conducted, it is important for working-group members to communicate directly with serious young gun offenders. It is crucial to demonstrate cause and effect to those subjected to a pulling-levers intervention. In essence, group members need to deliver a direct and explicit message to violent gangs and groups that violent behavior will no longer be tolerated, and that the group will use any legal means possible to stop the

violence. The group also needs to convey this message to other gangs and groups not engaged in violence so they can understand what is happening to the violent gangs and groups, and why. The group can deliver the message in a variety of ways: by talking to gang members on the street, handing out fliers explaining the enforcement actions, and conducting forums with gang members in a public building such as a courthouse or community recreation center. Probation and parole officers can require gang members under their supervision to attend such forums. Social service providers and community members should also be involved, as they may be able to convince gang members that it is in their best interest to attend the forums.

Key Elements of a "Pulling Levers" Focused Deterrence Strategy

1. **Targeting intervention.** Gangs and groups of serious young offenders select themselves for intervention by engaging in gun violence. The working group should focus on gangs and groups of chronic offenders currently engaged in gun violence rather than indiscriminately selecting or developing a "hit list" of gangs, groups, or particular individuals.

2. **Sending the initial message.** Working-group members must send a message to violent gang or group members that they are "under the microscope" because of their violent gun behavior. Police, probation, and parole officers should immediately increase their presence and activities in areas frequented by the targeted gang or group, and explain that their increased presence and activities are a response to gun violence. Social service agencies and community-based groups should also increase their presence and activities in the area, and explain to the target group or gang that they support police efforts to quell violence and will provide help to those who want it.

3. **Pulling all available enforcement levers.** The working group should identify a variety of possible enforcement actions. The group should tailor its approach to the targeted gang or group and assess different options, including conducting probation and parole checks, changing the community-release conditions for supervised offenders, serving warrants, giving special prosecutorial attention to any past or present crimes committed by gang or group members, enforcing disorder laws, and shutting down drug markets run by the gang or group. The key is to use the gang's or group's chronic offending against them, as it provides many opportunities for police to intervene. The goal is to save violent offenders from themselves rather than remove them from their environments. Police intervention should be harsh only to the extent necessary to stop gun offending. For some groups or particular individuals, changing probation conditions or shutting down a profitable drug market may be enough. For certain hardened offenders, heavy federal penalties may be necessary.

4. **Continuing communication.** It is critically important to demonstrate cause and effect to the targeted gang or group by directly and explicitly conveying the message. It should be very clear to the gang or group that the police are focusing on them because of their involvement in gun violence.

    Police agencies should be creative in communicating with offenders. In Boston, face-to-face forums with violent gang members and working-group members were key in delivering the antiviolence message. In Minneapolis, working-group members visited

gang-involved victims of gun violence—who were often in the company of their friends, in the hospital—and warn them against retaliation. In Winston-Salem, N.C., older offenders were involving juvenile gun offenders in their criminal activities. In response, the Winston-Salem working group, while maintaining their focus on juvenile offenders, met with older offenders and explicitly warned them that involving juveniles in their illegal activity would result in focused police attention.

5. **Providing social services and opportunities.** While law enforcement members of the working group are focusing on pulling the appropriate enforcement levers, social service providers and community-based groups should focus on diverting young offenders from their violent lifestyle. In the face of an impressive array of law enforcement actions, some gang or group members may want to take advantage of social services and other opportunities. This element of the approach allows the working group to provide some benefit to those who put down their guns.

Disarming Young Gun Offenders

1. **Searching for and seizing juveniles' guns.** The St. Louis Firearm Suppression Program (FSP) sought parental consent to search for and seize juveniles' guns. While this program did not explicitly focus on "dangerous" offenders, it aimed to prevent gun violence by disarming a very risky population of potential offenders—juveniles suspected of gang or gun involvement. The FSP was operated by the St. Louis Metropolitan Police Department's Mobile Reserve Unit, a squad dedicated to responding to pockets of crime throughout St. Louis. Officers conducted home searches based on citizen requests for police service, reports from other police units, and information gained from other investigations. An innovative feature of the program was its use of a "Consent to Search and Seize" form to secure legal access to residences. Officers informed adult residents that the purpose of the program was to confiscate illegal firearms, particularly those owned by juveniles, without seeking prosecution. They told residents that they would not charge them with illegally possessing a firearm if they signed the consent form. While it was operating, the FSP generated few complaints from those subjected to searches, but received criticism from local representatives of the American Civil Liberties Union, who questioned whether residents could give real consent to search when standing face to face with police officers.

   A key program component was to respond to problems identified by citizens, and the program's success depended on effective police-community relationships. By requesting community input regarding the gun confiscation process, the police department developed a model for policing gun violence that put a premium on effective communication and community trust not found in most policing projects. The FSP also was designed to send a clear message that the police and the community would not tolerate juvenile firearm possession because it threatened public safety. Unfortunately, while the program gained national attention for its innovative approach and seemed to be a very promising route to disarming juveniles, the Mobile Reserve Unit underwent a series of changes that caused the program to be stopped and restarted several times; subsequent variations of the FSP did not use the same approach as the original one. Thus, a rigorous impact evaluation of the original FSP was not completed.

Place-Oriented Responses

In addition to focusing on high-risk individuals, police can prevent gun violence among serious young offenders by focusing on high-risk places at high-risk times. The Kansas City Gun Project, and its subsequent replications in Indianapolis and Pittsburgh, successfully used place-oriented policing responses to prevent gun crime in gun violence hot spots. In general, these studies examined the gun violence prevention effects of proactive patrol and intensive enforcement of firearms laws via safety frisks during traffic stops, plain-view searches and seizures, and searches incident to arrests on other charges. The Kansas City and Indianapolis studies also examined whether focusing police enforcement efforts at problem places simply displaced gun crime to different places or times. Neither study found any evidence of significant displacement.

It is important to note here that the research evidence is currently limited to place-oriented strategies involving mostly traditional police activities, such as increased patrol and street searches of suspicious individuals, at gun crime hot spots. While these interventions have produced crime control gains and have added to law enforcement's array of crime prevention tools, problem-oriented police should focus their efforts on those characteristics that *cause* a place to be a gun crime hot spot. Officers can reduce gun crime by changing the features, facilities, and management of problem places. For example, if problem analysis reveals that easy access to common areas in front of a high school causes youth gun crimes to be clustered there immediately upon school release, police should experiment with ways to limit access to these areas during problem times. The practice of problem-oriented policing is still developing, and additional research is needed on different approaches to controlling gun violence hot spots.

General Requirements for a Place-Oriented Enforcement Strategy

1. **Enlisting community support.** Some observers question the fairness and intrusiveness of aggressive law enforcement approaches and caution that street searches, especially of young minority males, look like police harassment. However, the results of the Kansas City and Indianapolis projects suggest that residents of communities suffering from high rates of gun violence welcome intensive police efforts against it. They strongly supported the intensive patrols and perceived an improvement in the quality of life in the targeted neighborhoods. Thus, the patrols apparently did not increase community tensions. The studies did not, however, assess the views of people stopped by police patrolling the hot spots. The police managers involved in these projects secured community support before and during the interventions through a series of meetings with community members. Effective police management (leadership, supervision, and maintenance of positive relationships with the community) seems to be the crucial factor in securing community support for aggressive, but respectful, policing.

2. T**raining officers in appropriate search-and-seizure techniques.** In general, the gun hot-spot patrol teams initiated citizen contacts through traffic stops and "stop and talk" with people on foot. They used these contacts as an opportunity to solicit information and investigate suspicious activities associated with illegally carrying and using guns. When warranted for officer safety reasons (usually after people acted suspiciously), police conducted "Terry" pat-downs for weapons; these searches sometimes escalated to more

thorough checks when police had reasonable suspicion of criminal activity, and arrests were made. Officers participating in these programs must be trained in appropriate search-and-seizure techniques so that they conduct only legally warranted searches and seizures. In addition, police supervisors should stress to their officers that they need to treat citizens with respect and explain the reasons for stops.

In *Terry v. Ohio*(1968) 392 US 1, the Supreme Court upheld police officers' right to conduct brief threshold inquiries of suspicious persons when they have reason to believe that such persons may be armed and dangerous to the police and others. In practice, this threshold inquiry typically involves a safety frisk of the suspicious person.

Beyond the landmark *Terry* decision, there are many court decisions that govern search-and-seizure techniques. For example, in *Houghton v. Wyoming* (1999) 526 US 295, the Supreme Court upheld police officers' right to search the belongings of the passengers of the car, incident to the arrest of any of the vehicle occupants. You should consult legal counsel regarding the application of search and seizure law in your jurisdiction.

Key Elements of a Place-Oriented Enforcement Strategy

1. **Increasing gun seizures.** The Kansas City Gun Project focused on testing the hypothesis that gun seizures and gun crimes would be inversely related. In other words, an increase in the number of guns seized in a targeted location would be associated with a decrease in gun crimes there. The evaluation revealed that proactive patrols focused on firearm recoveries resulted in a 65 percent increase in gun seizures and a 49 percent decrease in gun crimes in the target beat area. The evaluation concluded that removing guns from high-risk places at high-risk times caused the crime prevention gains.
2. **Increasing contacts with potential gun offenders.** The Indianapolis program tested the effects of two different types of directed patrol strategies on gun crime. In the north district, police focused on suspicious activities by particular people at high-risk locations. In the east district, police increased vehicle stops in the targeted area. During the intervention period, the number of firearms seized in the east district increased by 50 percent, while the north district experienced a modest 8 percent increase. The evaluation revealed that there were significant decreases in gun homicide, aggravated assault with a gun, armed robbery, and other gun crime in the north district. The east district had no significant changes in gun crime. In this study, the authors suggested that simply increasing gun seizures in a specific area does not seem to be enough to cause crime prevention gains. Rather, in Indianapolis, the effectiveness of this approach seems to depend on the ability of police to increase their visibility and contact with likely gun offenders within very small areas.

Responses With Limited Effectiveness

1. **Suppressing gangs without providing programs and services to address the social conditions that contribute to gang affiliation.** The typical law enforcement suppression approach assumes that most street gangs are criminal associations that must be attacked through an efficient gang identification, tracking, and targeted enforcement strategy. The basic premise of this approach is that improved data collection systems and information coordination across different criminal justice agencies lead to more efficiency and to more gang members' being removed from the streets, quickly prosecuted, and given longer prison sentences. Typical suppression approaches have included street sweeps in which police officers round up hundreds of suspected gang members; special gang probation and parole measures that subject gang members to heightened surveillance levels and more stringent revocation rules; prosecution programs that target gang leaders and serious gang offenders; civil procedures that use gang membership to define arrest for conspiracy or unlawful associations; and school-based law enforcement programs that use surveillance and buy-bust operations. Unfortunately, gangs and gang problems usually remain in the wake of these intensive operations. Police agencies generally cannot "eliminate" all gangs in a gang-troubled jurisdiction, nor can they powerfully respond to all gang offending in such jurisdictions. Pledges to do so, though common, are simply not credible to gang members. Gang suppression programs' emphasis on selective enforcement may increase the cohesiveness of gang members—who often perceive such enforcement as unwarranted harassment—rather than cause them to withdraw from gang activity. Thus, suppression programs may have the perverse effect of strengthening gang solidarity. Focused law enforcement is an important part of a comprehensive gang violence prevention strategy. Clearly, violent gang members need to be arrested and prosecuted for their crimes. However, these suppression approaches work best when based on a thorough understanding of the nature of gangs and gang violence problems in local jurisdictions and blended with social intervention, opportunity provision, and community mobilization activities. Boston's Operation Ceasefire and the integrated approaches suggested by the U.S. Department of Justice's Strategic Approaches to Community Safety Initiative provide practical examples of gang suppression programs integrated within this broader framework.

2. **Implementing gun buyback programs.** Gun buyback programs seek to reduce gun violence by reducing gun ownership. They typically offer money, goods, or services in exchange for firearms, and they usually offer amnesty and anonymity to those who exchange them. While police may check whether a returned gun was used in a crime, they do not use their findings to pursue the person who returned it. Unfortunately, evaluations have shown that gun buyback programs have no observable effect on either gun crime or gun-related injury rates. They do not directly target guns that are highly likely to be used in violence, and the characteristics of the guns collected reveal little overlap between crime guns and buyback guns. While gun buyback programs are not effective in reducing serious gun crime, police departments should not be discouraged from launching problem-oriented attacks on the illegal sources of guns for criminals. A thorough discussion of the prospects of disrupting illegal gun markets is beyond the scope of this guide.

Appendix G: Phase One District Staffing

The tables below show for each district, by position, the number of employees assigned to each position as of November 4, 2008 according to the City's Human Resource Management System HRMS) compared to the number recommended by PERF's Organizational Assessment study. The PERF numbers are those that would be required to have the district average 40% of their time on calls for service. The final column show the difference between those actually assigned and PERF recommendations. Because HRMS does not show how police officers are allocated among sector patrol, foot patrol and other district units, the number police according to HRMS is compared to the total number per district recommended by PERF not broken down by recommended assignment (sector patrol, problem solving team, foot patrol, etc.

Station	Position	Allocations From HRMS 11-04-08	PERF Recommendation December 2008 at 40% CFS	Change to meet PERF 40% CFS
Central Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Lieutenant	5	5	**0**
	Police Officer	99	82	**-17**
	Police Services Aide	3	3	**0**
	Senior Clerk Typist	1	1	**0**
	Sergeant	14	11	**-3**
	Investigator	0	3	**3**
	Crime Analyst	0	1	**1**
		124	108	-16
Ingleside Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Investigator	1	3	**2**
	Lieutenant	5	5	**0**
	Police Officer	121	125	**4**
	Police Services Aide	3	3	**0**
	Senior Clerk Typist	1	1	**0**
	Sergeant	12	17	**5**
	Crime Analyst	0	1	**1**
		145	157	12

Station	Position	Allocations From HRMS 11-04-08	PERF Recommendation December 2008 at 40% CFS	Change to meet PERF 40% CFS
Mission Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Clerk Typist	1	1	**0**
	Investigator	2	3	**1**
	Lieutenant	4	5	**1**
	Police Officer	124	138	**14**
	Police Services Aide	3	3	**0**
	Sergeant	10	18	**8**
	Crime Analyst	0	1	**1**
		146	171	25
Northern Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Lieutenant	3	5	**2**
	Police Officer	117	122	**5**
	Police Services Aide	3	3	**0**
	Senior Clerk Typist	1	1	**0**
	Sergeant	14	18	**4**
	Investigator	0	3	**3**
	Crime Analyst	0	1	**1**
		140	155	15
Park Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Clerk Typist	1	0	**-1**
	Investigator	1	3	**2**
	Lieutenant	4	5	**1**
	Police Officer	81	67	**-14**
	Police Services Aide	2	3	**1**
	Senior Clerk Typist	1	1	**0**
	Sergeant	15	11	**-4**
	Crime Analyst	0	1	**1**
		107	93	-14

Station	Position	Allocations From HRMS 11-04-08	PERF Recommendation December 2008 at 40% CFS	Change to meet PERF 40% CFS
Bayview Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Investigator	1	3	**2**
	Lieutenant	5	5	**0**
	Police Officer	126	143	**17**
	Police Services Aide	3	3	**0**
	Senior Clerk Typist	1	1	**0**
	Sergeant	10	19	**9**
	Crime Analyst	0	1	**1**
		148	177	29
Richmond Station				
	Captain	1	1	**0**
	Lieutenant	3	5	**2**
	Police Officer	72	57	**-15**
	Police Services Aide	2	3	**1**
	Secretary 2	1	1	**0**
	Sergeant	13	10	**-3**
	Investigator	0	3	**3**
	Automotive Service Worker	0	1	**1**
	Crime Analyst	0	1	**1**
		92	82	-10
Southern Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Lieutenant	4	5	**1**
	Police Officer	114	132	**18**
	Police Services Aide	4	3	**-1**
	Security Guard	2	0	**-2**
	Senior Clerk Typist	1	1	**0**
	Sergeant	12	17	**5**
	Investigator	0	3	**3**
	Crime Analyst	0	1	**1**
		139	164	25

Station	Position	Allocations From HRMS 11-04-08	PERF Recommendation December 2008 at 40% CFS	Change to meet PERF 40% CFS
Taraval Station				
	Automotive Service Worker	1	1	**0**
	Captain	1	1	**0**
	Clerk Typist	1	1	**0**
	Investigator	2	3	**1**
	Lieutenant	4	5	**1**
	Police Officer	100	78	**-22**
	Police Services Aide	2	3	**1**
	Sergeant	11	11	**0**
	Crime Analyst	0	1	**1**
		122	104	-18
Tenderloin Station				
	Captain	1	1	**0**
	Lieutenant	4	5	**1**
	Police Officer	89	79	**-10**
	Police Services Aide	3	3	**0**
	Secretary 2	1	1	**0**
	Sergeant	12	13	**1**
	Automotive Service Worker	0	1	**1**
	Crime Analyst	0	1	**1**
	Investigator	0	3	**3**
		110	107	-3

Appendix H: Recommendations in Studies to Be Reflected in the Phase One District Project

RECOMMENDATION	ID #	SOURCE
Integrate community policing, problem solving, CompStat	1	Organizational Assessment
Set District Staffing Levels according to community engagement	4	Organizational Assessment
Structure of the Police Dept. must reflect an emphasis of crime control through Comm. Policing	5	Organizational Assessment
Implement Integrated Records Management and Case Management Capabilities: key objective to facilitate information sharing and overall operational effectiveness while achieving core mission and objectives; integrate capabilities to support core mission functions; system supports operational and management needs; provide integrated source of data that crosses bureaus and other CCSF criminal justice agencies; integrated document management, photos, video.	199	Information Technology Strategic Plan
Strategic recommendations: adopt an IT service delivery model over a two year period; maintain in-house structure to develop and manage external service providers (e.g. DTIS); mature IT service delivery to ensure that processes are well-established, repeatable, and outcomes are effectively measured; make decision making processes regarding sourcing of IT resources (e.g. in house, DTIS, or outsourced) a part of ongoing IT governance.	204	Information Technology Strategic Plan

Optimize staff resources. Once standards for staffing and Beat Officer assignments are established, the Districts should evaluate the availability and utilization of Officers to determine how many Officers can be devoted to foot patrols while still staffing all of the sectors. The SFPD should (1) Consider moving Officers out of positions in the stations that could be filled by Civilians, (2) Consider deploying specialty units as part of Problem Orientated Policing Teams / Task Forces (3) Determine if beats are to continue in all areas of the City and reallocating personnel as needed.	217	Foot Patrol
The City would benefit from "smart" camera technology that does not require continual monitoring, but rather sends alerts when out of the ordinary situations occur.	228	Foot Patrol
Change SFPD organizational infrastructure/culture to reflect the art and science of community policing. Establish a Community Policing Unit. Develop community driven, community based community policing plan for all district police stations. [COMMUNITY POLICING]	320	Community Peace Plan
Integrate a Community Policing Call type into incident code	55	Organizational Assessment
Community Policing/CompStat Unit: Each district should have a crime analyst	56	Organizational Assessment
Community Policing/CompStat Unit: Decentralize SRO's	57	Organizational Assessment
Community Policing/CompStat Unit: Problem Solving Teams at Stations	58	Organizational Assessment
Community Policing/CompStat Unit: Public Housing and Parks should have dedicated officers	59	Organizational Assessment
Staff Services Unit in each district, headed by 1 sgt, three investigators to deal with crimes that are important to investigate within the district but which might not receive the same focus if sent to the centralized Investigations Bureau.	61	Organizational Assessment

Enhance IT service delivery: provide enhanced and responsive support for IT services needs; ensure agility to address changing needs; meet mission-critical and day-to-day IT operational requirements while providing strategic IT upgrade capabilities; ensure ability to attract and retain IT professionals, provide for growth and sustain high-level IT performance.	210	Information Technology Strategic Plan
Establish a working group to provide a mechanism for joint decision-making and collaboration among multiple stakeholders involved in foot patrols. The work group should: (1) Establish a structure for long-term implementation and evaluation of the strategy, (2) Establish overarching program goals and objectives for the implementation of each foot patrol. (3) Establish criteria for the implementation of foot patrols. (4) Establish focus areas for the implementation of foot patrols. (5) Establish a process for joint decision-making.	213	Foot Patrol
Develop specialty division and district strategic plans that complement the citywide plan. District Captains should customize plans to district-specific crime, demographics and community needs. The working group would oversee the development of the plans ensuring consistency with the overall citywide strategic plan and provide a process to cross coordinate plans among Districts and specialty units.	215	Foot Patrol
Develop a foot patrol strategy that defines the purpose of the beat, considers specific factors for the establishment of beat locations, size, staffing coverage, and beat officer assignment	216	Foot Patrol
To support decision-making, management and monitoring of effectiveness of foot patrols the SFPD should make the following improvement to CAD: (1) Update Computer Aided Dispatch system to add beat locations.(2) Automate CAD activity logs. (3) Review and update CAD codes.	218	Foot Patrol

The SFPD should adhere to the radio code manual that corresponds to the beat identifiers and develop new codes to separate foot beats from other assignments in a more detailed manner. The codes in the manual designated as foot beats are often used for other purposes. In addition additional codes should be designated for bicycle patrol, fixed posts and special events.	221	Foot Patrol
Create a structure to ensure reports are filed and information contained in the reports is followed up on appropriately and shared internally with department members and externally with community stakeholders.	224	Foot Patrol
The 509 Form is which is intended to capture Community Policing issues needs to be reevaluate. Specifically, (1) Evaluate the 509 form and its intended use (2) Streamline the form to increase ease of use (3) Create a separate form to document meeting attendance (4) Create a separate form to document actions not requiring use of the problem solving process (5) Capture data in a centralized system to support the planning, problem solving and staffing allocation processes described previously	225	Foot Patrol
The selection process for attending community meetings needs to focus on problem solving and specific issues. Officer attendance at community and business meetings is important, but needs to be evaluated to ensure the process is not unwieldy	229	Foot Patrol
SFPD would benefit from assigning meeting coordinators to coordinate SFPD involvement in the meetings, attend the meetings and provide relevant Beat Officers with minutes of the meetings or notes regarding items of interest discussed when the Officer was not present. This process will allow Officers to stay up to date on community needs and attend meetings as necessary. SFPD can capitalize on current resources available (SFSAFE, Safety Network, Mayor's Office of Criminal Justice) without additional investment.	230	Foot Patrol

Training community members and businesses in the areas of crime prevention, environmental issues, neighborhood watch strategies, being effective witnesses and problem solving will assist with crime reduction. Community action in the form of citizen patrols, graffiti eradication, youth programs and trash removal have proven effective in other communities and are viable strategies for the SFPD.	232	Foot Patrol
The City should make the following improvements to the CAD system: (1) Update the CAD system to add beat locations, (2) Update the CAD system to properly show sectors, (3) Automate CAD activity logs (4) Review and update CAD codes to create categories of calls for service with corresponding CABLE incident codes (5) Conduct a process flow analysis to determine the consistency between CAD with CABLE data entries with regards to issues such as date, time and location (6) Limit the current capabilities of the patrol officers to 'override' address information in the CAD system.	276	District Station Boundaries
Computer Aided Dispatch improvements. Update Computer Aided Dispatch (CAD) system to add beat locations. Update the CAD system to properly show sectors. Automate CAD activity logs. Review and update CAD codes. Conduct a process of flow analysis. Limit the capabilities of the patrol officers to override address information in the CAD system.	277	District Station Boundaries
Improve staffing reports and develop a staffing database. Audit paper based records and transition to electronic system to accurately track Officer assignments and hours. Staffing records are inadequate. Daily assignment sheets are ineffective.	283	District Station Boundaries
Provide for accurate staffing numbers by: Creating a vision for staffing that includes time assumptions to determine current staff capacity. Ex. court time, administrative responsibilities, patrol, special assignments, proactive policing.	284	District Station Boundaries
Provide for accurate staffing numbers by: Creating staffing matrix based on collected data.	285	District Station Boundaries

SFPD should produce a multi-year community policing strategic plan that establishes a vision and framework for community policing; identifies departmental community policing infrastructure; accountability and performance measures; establishes goals to improve relationships between community and police. Establish a community and police joint body to regularly review implementation and accountability of strategic plan. [COMMUNITY POLICING STRUCTURE]	293	Community Policing Report
Develop community policing outreach and education campaign. Community education on law enforcement's role in the community and the responsibilities of SFPD in addressing neighborhood issues, as well as defining the role of the community within community policing. [COMMUNITY POLICING STRUCTURE]	296	Community Policing Report
Develop and build upon opportunities for civilian outreach and organizing on behalf of community policing. Civilian outreach workers could work towards breaking negative opinions against SFPD, bridge the communication and encourage the community to work with SFPD in creating a safer community. This person must be culturally sensitive to the communities' multi-cultures and is fluent in at least one of the major languages within the district s/he serves. [COMMUNITY POLICING STRUCTURE]	297	Community Policing Report
Work with youth to develop an anti-"don't snitch" campaign. [YOUTH AND FAMILIES]	299	Community Policing Report
Probationary Youth: Increase coordination and communication between local beat officers, geographically deployed Juvenile Probation Officers, Community Response Network, and School Resource Officers. [YOUTH AND FAMILIES]	300	Community Policing Report
Establish procedure to have School Resource Officers (SFPD) engage in neighborhood Safe Havens during out of school time. [YOUTH AND FAMILIES]	303	Community Policing Report

Establish relationships with ethnic newspapers to update the community on crime activity. Such reports can be in the form of police blotters commonly seen in English neighborhood newspapers and the Examiner. This may encourage more dialogue between the community and SFPD. [CULTURAL COMPETENCY & LANGUAGE ACCESS]	305	Community Policing Report
In partnership with community and city partners, develop resident outreach, engagement and leadership trainings and activities available to all residents with a focus on enhancing and supporting Resident Councils. [PUBLIC HOUSING]	307	Community Policing Report
Maximize relationship building, coordination and information sharing between SFPD, SFHA, property managers, probation, community partners and other agencies. [PUBLIC HOUSING]	308	Community Policing Report
Every district station should be able to communicate verbally and through written language that reflects the primary and secondary languages of a district. District station officers should be able to speak major languages in the district and weekly newsletters should be multi-lingual to reflect the languages of the community. [CULTURAL COMPETENCY & LANGUAGE ACCESS]	309	Community Policing Report
Coordinate multi-language Police Community Relations Forums quarterly in neighborhoods where many residents speak languages other than English, rotating schedules possibly. [CULTURAL COMPETENCY & LANGUAGE ACCESS]	310	Community Policing Report
Coordinate for a multi-language Anonymous Tip Line – use translation service whenever necessary (possibly AT&T). [CULTURAL COMPETENCY & LANGUAGE ACCESS]	311	Community Policing Report
Develop enforcement strategies that address the problem of non-residents trespassing on properties and conducing illegal activities. [PUBLIC HOUSING]	313	Community Policing Report

Have bilingual officer speak on ethnic television, radio stations for a short segment (10 to 15 minutes) to address any issues or refer any useful resources to the community. [CULTURAL COMPETENCY & LANGUAGE ACCESS]	317	Community Policing Report
Develop community-driven, district-based policing plan. Training modules to develop district plan: 1. Provide training sessions on CPP to Captains and management staff; 2. History of most impacted residents in District for Captains and line staff, led by residents and community organizations; 3. Community perceptions of Police Dept., led by residents and community organizations; 4. Police perceptions of the community, led by Captains and line staff at district stations for communities with most impacted residents; 5. Mental health impact of violence and murders on residents, community workers and police officers, led by CBOs and DPH; 6. CPP implementation in order to develop effective working relationship between residents and police, led by residents, community based agencies and police officers. [COMMUNITY POLICING]	324	Community Peace Plan
Develop community driven, strategic, and district-based plan that guides allocation of resources in City budget to target violence prevention and intervention. Address underlying social and economic inequities that produce violence. Involve all stakeholders and service providers; creates coordinated, integrated and culturally competent district strategy; develops strategies within and between districts. Mandate participation in planning process; integrate organizations, programs and services; maintain performance data; ensure that most effective services receive funds. MONS and public policy masters students staff the district planning process. [DISTRICT PLANNING]	352	Community Peace Plan
Form a district strategic planning committee that leads focus groups and cluster groups of services. Analyze effectiveness and monitor implementation. Integrate with all district strategic plans to develop city's annual budget. [DISTRICT PLANNING]	353	Community Peace Plan