

# CITY OF OAKLAND

## AGENDA REPORT

FILED  
OFFICE OF THE CITY CLERK  
OAKLAND

To: Office of the City Administrator

Attn: NOV 2007 Deborah Egerly

From: Police Department

Date: December 11, 2007

Re: **A Status Report from the Chief of Police Concerning Recommendations to Reorganize the Oakland Police Department (OPD) Bureau of Field Operations From A Watch-Based to a Geographic Based Area Command System**

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### SUMMARY

As requested by the Rules and Legislation Committee on November 8, 2007, staff has prepared this status report to provide a summary of the Oakland Police Department's effort to improve efficiency and effectiveness by reorganizing its Bureau of Field Operations from a temporal based watch system to a geographic based "Area Command System." The purposes for the reorganization are to achieve:

- Improved responsibility and accountability for patrol line, supervisory and command functions;
- Enhanced Department community policing efforts;
- Improved problem-oriented policing;
- More efficient deployment of field personnel.

### FISCAL IMPACT

This is an informational report; therefore no fiscal impacts have been included.

The fiscal impact resulting from the reorganization of the Police Department's field operations is uncertain at this time. It is the Department's intent to require that officers work 104 extra hours per year at their regular rate of pay. This extra compensation will result in added costs in the form of salary, retirement, and premiums associated with the extra 4 hours per pay period; however, this will be partially offset by overtime savings.

This issue is the subject of an upcoming arbitration with the Oakland Police Officers' Association. Upon close of the arbitration, the Department will be able to more accurately ascertain the fiscal impact of the reorganization and return to Council with a report detailing the decision and the fiscal impacts associated with the decision.

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## BACKGROUND

In 2006, Harnett and Associates conducted an assessment of the barriers to effective crime fighting in Oakland. Harnett spent eight days assessing police operations in Oakland, including the reporting structure and lines of authority and responsibility; however a full analysis of all Departmental operations and functions was not conducted. Harnett authored a report entitled *Crime Fighting in Oakland, an Assessment of the Oakland Police Department*, which recommended that the Department return to information-led geographic accountability.

The Department does not intend to implement all of the recommendations of the *Harnett Report* and has modified many of its suggestions to better meet the needs of the City. For example, the report recommended creation of five geographic areas and the assignment of additional headquarters and command staff. Without significant and immediate staff increases, the Department does not have the command staff available to accomplish such a recommendation.

While the *Harnett Report* provided important insight into the Department's challenges and opportunities, it was not the only source used in the two year genesis of this plan. Other community policing and police organization experts also contributed to this project. This status report identifies and discusses recommendations from the *Harnett Report*, and summarizes the Department's recommendations and plan to improve crime reduction and effective community policing through meaningful geographic accountability in Oakland.

A geographic command structure is not new to the Police Department. In 1996, the Department implemented a Patrol 35 Area Based Command Plan (geographic accountability). In an effort to strengthen the efforts toward community policing, field deployment and command structure was established in three distinct areas. This move represented an attempt to shift field resources and command responsibilities from a citywide temporal (watch-based) focus to a 24-hour, seven day per week geographic focus. Each of the three areas was commanded by a police captain who possessed the primary authority and responsibility of directing police services. Particular emphasis was placed on crime control, officer conduct, and controlling discretionary costs. Area commanders met monthly with the Chief and Deputy Chiefs of Police to discuss, review, and resolve issues affecting their command area. Although the concept was well conceived, the infrastructure was not in place to ensure that the objectives of an Area Command system were accomplished.

The Patrol 35 Area Based Command plan was flawed because OPD continued the watch (time) command system as an underlay, which created resource conflicts and unity of command problems, which undermined focused attention to problem areas thereby undermining geographic command and control. Additionally, there were insufficient resources (e.g., sworn, non-sworn personnel, facilities, vehicles, and radios) in place to make each command area self-sufficient – a linchpin of genuine geographic accountability.

## KEY ISSUES AND IMPACTS

The reorganization will allow the Department to build upon the successes of the Police Service Area system and the Measure Y funded Problem Solving Officers. The reorganization of the field operations function of the Police Department is a necessary next step in improving accountability and responsibility. Its primary focus is to integrate the Department's patrol function into an overarching effort to increase problem-oriented policing. The single most significant factor is the reorientation of commanders currently assigned time-based responsibilities. Those commanders will be given new geographic responsibilities and the personnel resources to begin to more broadly engage in problem-solving. (Attachment A)

The current six Police Service Areas (PSA) commanded by police lieutenants will be consolidated into larger areas, each commanded by a captain with a staff of five lieutenants. Patrol functions will be joined with specialized resources that include Problems Solving Officers (PSO), Crime Reduction Teams (CRT), Foot Patrol Units (FPU), and in some cases new Redevelopment Agency funded Neighborhood Enhancement Team (NET) officers. A Support Operations Division will be created to deploy citywide resources at the request of the Area Commanders. These resources will include: the Gang Unit, the Police and Corrections Team, Traffic Enforcement, as well as program-based functions such as: Police Canines, Field Evidence Technicians, the Reserve Officer Program, the Tactical Operations Team, and the Marine Unit.

The larger areas will eliminate the artificial barriers created by the PSA system. It will allow some neighborhoods such as the Glenview and Dimond or the Elmhurst neighborhood (which are currently situated in different PSAs or sub-divided) to work more closely together with the Police Department on common issues. The reorganization will transfer Police Service Area responsibilities currently performed by a police lieutenant to a captain who will assume additional capacity for problem solving. The reorganization will not fundamentally change the roles, assignments, work, or geographic responsibilities of the Problem Solving Officers, Crime Reduction Teams, or Foot Patrol Units. It will change the role of patrol officers, requiring them to become more engaged in the Department's problem-solving community policing efforts. Patrol staff has already been given new performance-based evaluation guidelines oriented toward the achievement of this goal.

The reorganization will not solve what the *Harnett Report* identified as significant staffing shortages in the Patrol Division, Criminal Investigation Division, and Crime Analysis Unit. The full benefit of the reorganization will not be realized until the Department reaches its authorized strength. Arguably, even then the Department will still need to increase personnel to meet the law enforcement needs of the City. As the *Harnett Report* recommended, a staffing increase is necessary to fully implement its recommendations. According to the *Report*:

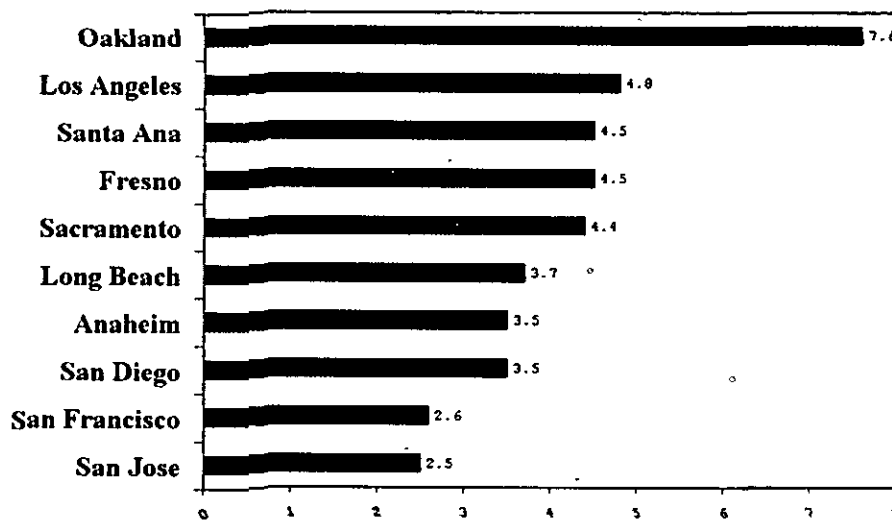
“Although the structural and operational issues described above are critical to improving the crime-fighting performance of the Oakland Police Department, there are other *significant impediments undercutting performance. The first and*

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*most obvious is staffing.* By the standards of many other American police departments, Oakland, with an authorized strength of 802 (including Measure Y officers who have yet to be hired) is understaffed to serve a population of more than 400,000, fielding fewer than 20 officers per 10,000 residents. In contrast, New York City fields more than 40 officers per 10,000 residents, and Washington D.C. fields about 60. Yet, even within the authorization, Oakland is experiencing shortages. A recent Bureau of Field Operations roster shows 11 police officer vacancies on First Watch, 14 on Second Watch, and 13 on Third Watch. The Department is staffing 115 beats on overtime each week. The Criminal Investigation Division lost 13 personnel in the past two years without any replacements. The Department has only 10 homicide investigators and only seven robbery investigators, or less than one robbery investigator for every 500 robberies reported in 2006.”

Additionally, according to an OPD overtime assessment report (April 17, 2005) citing 2003 data, OPD has far fewer officers to respond to violent crime than other large agencies in California (OPD has 7.6 violent crimes per officer compared with 2.5 in San Jose or 3.7 in Long Beach).

### Violent crimes per FTE



### Area Command Organization

Community policing is a philosophy with three essential elements:

- Build and maintain a mutual respect and partnership between the police and the community;
- Collaborate to identify problems and solutions; and

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- Provide an opportunity for officers to devote increased attention to problem resolution in a partnership with the community.

Establishing an Area Command organizational structure is the first phase of implementing some of the most significant recommendations of the *Harnett* program. Area Command (geographic accountability) is a decentralized field deployment and command structure established to facilitate further implementation of the community policing philosophy and objectives of the Department.

As mentioned above, the previous Patrol 35 Plan of field resources and the responsibilities of command were principally based on providing police services during specific time periods (watches). Area Command emphasizes delivering police service driven by the following **geographic** configuration (Attachment B):

<b>Area I (North-West)</b>	<b>Beats 1-13</b>
<b>Area II (Central)</b>	<b>Beats 14-24</b>
<b>Area III (East)</b>	<b>Beats 25-35</b>

The Area Command structure will consist of personnel assigned to the following organization units:

- Patrol Platoons
- Crime Reduction Teams
- Foot Patrol Units
- Problem Solving Officers
- Neighborhood Enhancement Teams (ORA)

Each Area will be commanded by a police captain with primary/direct authority and responsibility for the delivery of police services within the Area on a 24 hours/day, 7-days/week basis. Area Commanders (captains) will participate in the Crimestop process with the Chief of Police, Assistant Chief, and/or Deputy Chiefs every other week to discuss, review, and resolve issues affecting their command. Particular (though not exclusive) emphasis will be placed on matters pertaining to crime control, officer conduct and controlling discretionary costs. Area Commanders and assigned lieutenants will be permitted to, and shall maintain flexible individual work schedules, subject to the approval of the Deputy Chief of the Bureau of Field Operations.

It is intended that flexible scheduling will:

- Increase accessibility and exposure to the public and all members and employees under their command;
- Facilitate the coordination of activities between shifts;

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- Permit around-the-clock inspection of field conditions and monitoring of events in their area;
- Permit assignment of responsibility for the accomplishment of field service objectives; and
- Provide opportunities for the continuing professional development of the Area Commanders.

## PROGRAM DESCRIPTION

The goal of the Area Command organizational structure is to reduce the perception and reality of crime by significantly increasing accountability, as well as to more effectively respond to crime and address the underlying associated problems. This will be accomplished by creating and staffing a command and control environment (Area) that narrowly focuses on crime and other incidents within identified borders and by communicating specific expectations aligned with a system of measurement and accountability. Simply stated, appropriate resources are allocated so that everyone who works in the Area is responsible for *fixing* problems in their Area.

Area Command will be effective provided it is fully staffed, funded and maintained. A long-term commitment must be made to a program change this significant. To fully implement the recommendations made in the *Harnett Report* (and those made by other experts), a significant number of important decisions must be made by OPD executive command staff. The decision-making process has and will continue to consider relevant data and information, and rely on sufficient planning. A number of issues remain unresolved.

Many of these issues have been identified and key decisions have been made toward the implementation of the reorganization. In April 2007, the Department prepared an informational report to Council outlining several steps to be completed. The steps and results are outlined below:

- Appoint Assistant Chief of Police to direct this program and all crime fighting efforts;
  - **Assistant Chief Howard Jordan was promoted in July 2007.**
- Assign working groups to define issues and develop plans;
  - **Working groups have been staffed and are meeting. One working group is developing policies and procedures to implement the new shift schedule; another group is working on the facilities plan. Each new Area captain has assembled command-level working groups to evaluate the challenges and opportunities in their areas and to build relationships with key stakeholders.**
- Define and frame basic shape of new organizational structure;
  - **An organization chart is attached (Attachment A) and the Department's Fiscal and Personnel Divisions are in the process of establishing personnel distribution lists and budget responsibilities.**
- Determine Area Commanders, PSA Commanders, and their span of control;
  - **Area 1 (PSAs 1 & 2): Captain A. Toribio**

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- **Area 2 (PSAs 3 & 4): Captain R. Orozco**
- **Area 3 (PSAs 5 & 6): Captain A. Rachal**
- **Support Operations Division: Captain E. Tracey**
- Collaborate with faith community, Oakland Unified School District, and business community on long term plans;
  - **Collaboration has occurred with the Oakland Redevelopment Agency and Oakland Community Organizations.**
- Identify minimum staffing in the Patrol Division to meet needs
  - Stop transferring officers from the Patrol Division
  - Avoid staffing Measure Y Problem Solving Officers at the expense of going below the minimum staffing in Patrol (The *Report* actually stated “Measure Y fundamentally undercuts how successful community policing ought to work.”);
    - **Upon graduation of the 160<sup>th</sup> (May 2007) and 161<sup>st</sup> (August 2007) Police Academies, the Department focused staffing on the Patrol Division and did not staff Measure Y functions to address this issue.**
- Determine number of beats and their boundaries;
  - **While the existing area boundaries are outlined as stated above, Patrol Division personnel allocations will differ between the three areas. The percentages were determined based on an analysis of the actual hours of work performed per officer, over a year period, in the respective areas. The study was completed and the results were compiled by Mr. Tim Freesmeyer, a nationally known expert in area of police shifts and personnel allocation models. Although each area will have different personnel resources, the overall staffing model across the 24 hour day will be the same. The distribution is as follows:**
    - **Area One is 36.30%**
    - **Area Two is 29.45%**
    - **Area Three is 34.25%**
  - **Changes to beat boundaries will require extensive analysis and consideration of community viewpoints. Current beat boundaries will remain until a more comprehensive workload analysis can be completed. An important consideration will be the ties that have formed between the community and the beat.**
- Determine the number of Police Service Areas (PSA) and their boundaries;
  - **While most of the PSA functions will be absorbed into the larger Area Command structure, the assignment of PSO and CRT teams will continue to occur within the existing PSA boundaries.**
- Determine the number of Area Commands and their boundaries;
  - **The boundaries have been determined (Attachment B).**
- Assign collateral Problem Solving Officer (PSO) duties to Patrol, Crime Reduction Teams (CRT) and Traffic officers;
  - **Part-time PSOs have been assigned to all of the beats not staffed by a regular PSO. The collateral assignments have been well received by the officers and neighborhoods they serve.**
- Increase professional support staff to Patrol and Investigations

- **The Department is in the process of hiring 10 Police Services Technicians to assist with field assignments. Funding for an additional 10 positions will be requested as part of the mid-cycle budget review process.**
- Improve Crimestop focus and format
  - **The Crimestop function has refocused on neighborhood crime problems, and integrating resources from Measure Y programs, community based organizations, Neighborhood Crime Prevention Councils, Patrol, Criminal Investigations, PSOs, CRTs, Traffic, Probation, and the District Attorney's Office.**
- Flexibly deploy PSOs and CRTs;
  - **Both the CRT and PSO squads have adjusted their schedules to meet the needs of the community and Department.**
- Increase staffing of Crime Analysis Unit to assist commanders in identifying trends, patterns, *hot spots* and time specific spikes;
  - **This remains a priority of the Department and an integral requirement for success with the reorganization. Funding for two additional crime analysts will be requested at the mid-cycle budget review. This would double the current Crime Analysis staff.**
- Recreate a Research and Planning Division to measure effectiveness and evaluate efforts;
  - **Like crime analysis, this remains an unfunded priority of the Department and an integral requirement for success with the reorganization. It will be the subject of future budget proposals.**
- Assign follow-up investigations to PSO and CRT officers;
  - **This has only occurred with limited frequency and will be expanded after the reorganization.**
- Assign Special Operations Group (SOG), CRT and PSO officers to patrol assignments to teach patrol officers about crime related issues on the beat and how to support the long-term problem solving process through proven crime fighting techniques and intelligence gathering;
  - **All Patrol officers and Problem Solving Officers have received updated training on the problem solving process relative to their positions. The reorganization will facilitate a closer working relationship between Patrol and specialized field operations.**
- Decentralize and relocate appropriate personnel (Eastmont Station);
  - **Areas 1 & 2 will be housed at the Police Administration Building. Area 3 and the Support Operations Division will be stationed at the Eastmont Station.**
- Revise performance appraisals to focus on performance indicators related to problem solving;
  - **Patrol officers, sergeants, and commanders have all had their performance objectives updated to include a specific requirement to engage in problem solving in order to receive an overall evaluation of "fully effective."**
- Develop call reduction strategies and implement them;



- **This will be a top priority of the Area Command. Additional authority has already been given to command and supervisory staff to engage in improved call management.**
- Meet and confer with police and non-sworn collective bargaining units as needed to:
  - Determine shift and deployment configuration;
    - **As the result of a recent arbitrator's decision, the Department will implement a 12-hour shift schedule for Patrol. The schedule will contribute to this reorganization by improving the continuity of assignment and supervision. The new schedule will more closely align with workload by time and area.**
  - Identify sworn positions that can be civilianized and fund them;
    - **Two Police Services Technicians (PST) have been hired to assist with Field assignments. Four more PSTs are in the background investigation phase. Also, a test is scheduled to identify candidates for an additional four PST positions. The OPOA has agreed to the civilianization of the Police Evidence Technician (PET) position. A request for funds to hire four non-sworn positions will be forthcoming at the mid-cycle budget review.**
  - Identify sworn positions that can be returned to the Patrol Division and investigations and transfer them (e.g., CLASS, Airport, IT, Training, Foot Patrol);
    - **Lieutenants will be transferred from CLASS, Personnel, and Criminal Investigations to staff the command function. A total of 13 positions were moved from the Airport to the Oakland Redevelopment Agency (ORA) Neighborhood Enhancement Team (NET).**
- Improve technological resources to augment patrol force capabilities;
  - **The Department is evaluating a software package that will improve on existing tools that measure and analyze officer productivity, calls for service, and crime. The management of the existing Shot Spotter technology is being transferred from Investigations to Field Operations. The Department is also implementing an automated citation system and a Red Light Camera Enforcement System to improve traffic safety. Grant funds are being sought to expand the capacity of the GPS monitoring of high risk probationers and parolees and the License Plate Recognition System**
- Enlarge the patrol fleet to replace aging vehicles and provide Area Command self-sufficiency;
  - **The Department is working with the Public Works Agency and Information Technology Department to place 88 new police vehicles into service. The deployment of the vehicles has been hampered and delayed by numerous technology-related issues.**
- Meet and maintain increased patrol staffing needs to improve response times and meaningful problem solving efforts;
  - **Patrol staffing continues to be impacted by the Department's overall staffing challenges related to hiring and retention.**
- Meet and maintain increased staffing in the Criminal Investigation Division;

- **Criminal investigations staffing continues to be impacted by the Department's overall staffing challenges related to hiring and retention.**
- Improve the Criminalistics function by adding ballistic and latent print examiners;
  - **The Department has hired a ballistic examiner and a latent print examiner.**
- Evaluate the effectiveness of the Area Command program;
  - **An evaluation mechanism is being constructed and will include a 5-part analysis:**
    - **Cost**
    - **Crime**
    - **Conduct**
    - **Cops**
    - **Community**

Many of the tasks identified in this report have been assigned to staff and are continually being assessed and analyzed for possible inclusion in the final implementation plan. All recommended actions are being assessed for budgetary impacts and timelines for project completion.

## **SUSTAINABLE OPPORTUNITIES**

*Economic:* Instituting a well funded Area Command structure should help reduce crime and disorder, improving Oakland's image both nationally and internationally. An improved image may attract new business, residents, and visitors.

*Environmental:* The stationing of personnel closer to their area of assignment will decrease the environmental impacts associated with driving full-size police vehicles across the City at the start and end of their shifts.

*Social Equity:* Area Command may reduce police response times, and reduce crime and the fear of crime, thereby increasing safety and contributing to a better quality of life for all Oaklanders. These gains may also trigger new retail and investment opportunities within Oakland communities.

### **Disability and Senior Access**

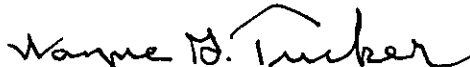
There are no ADA or senior citizen access issues identified in this report.

**RECOMMENDATION / ACTION REQUESTED OF THE COUNCIL**

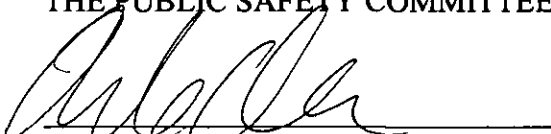
As stated in the *Harnett Report*, OPD must focus more of its staff (patrol officers) on crime fighting. The best approach to accomplish this is a geographic accountability structure. Furthermore, this reorganization should be seen as another major step toward the Department's problem oriented community-policing effort. The end result will be a more concentrated and effective focus and the reality and perception of crime in the City of Oakland.

Staff recommends acceptance of this report.

Respectfully submitted,

  
Wayne G. Tucker  
Chief of Police

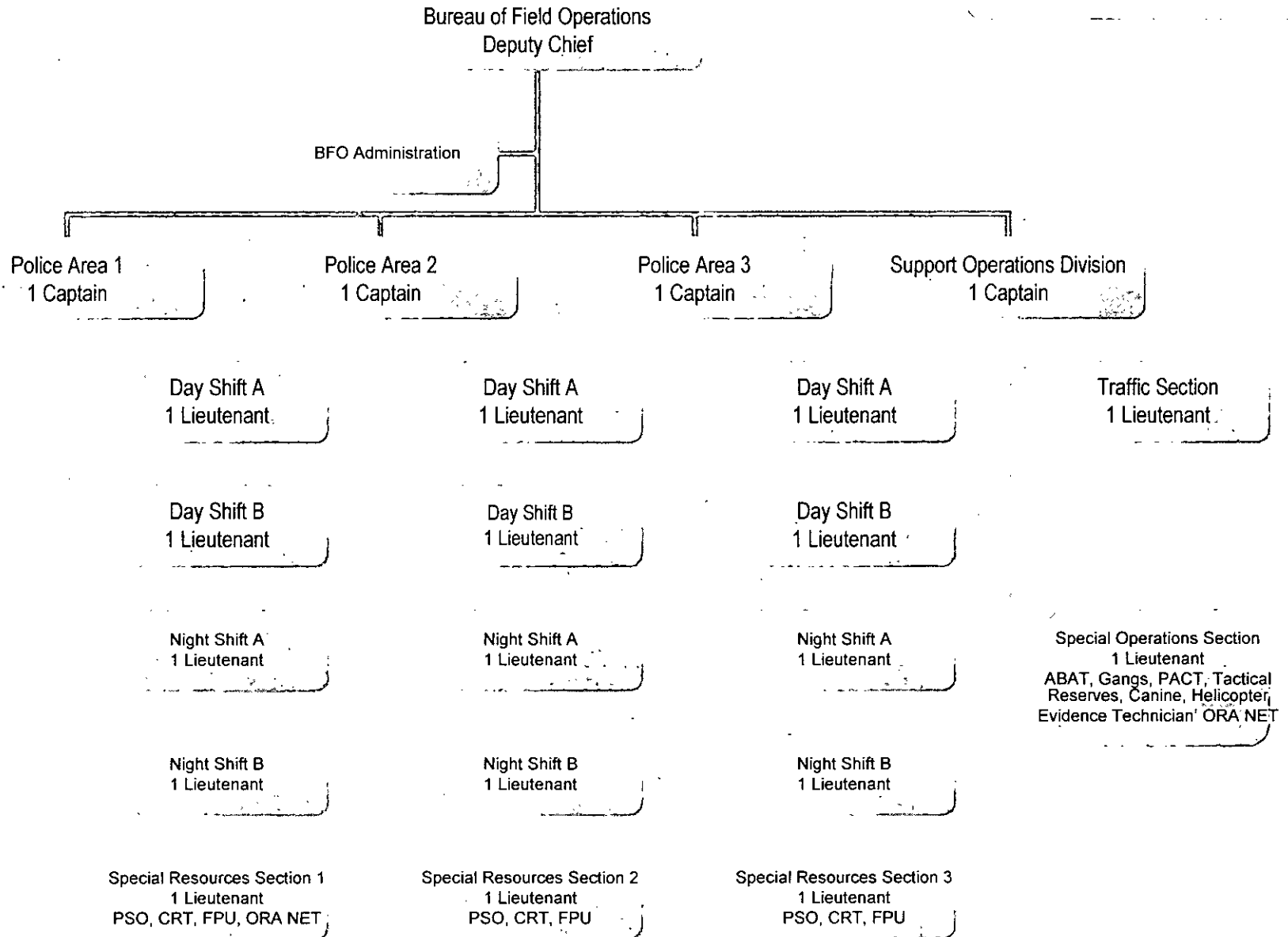
APPROVED AND FORWARDED TO  
THE PUBLIC SAFETY COMMITTEE:

  
Office of the City Administrator

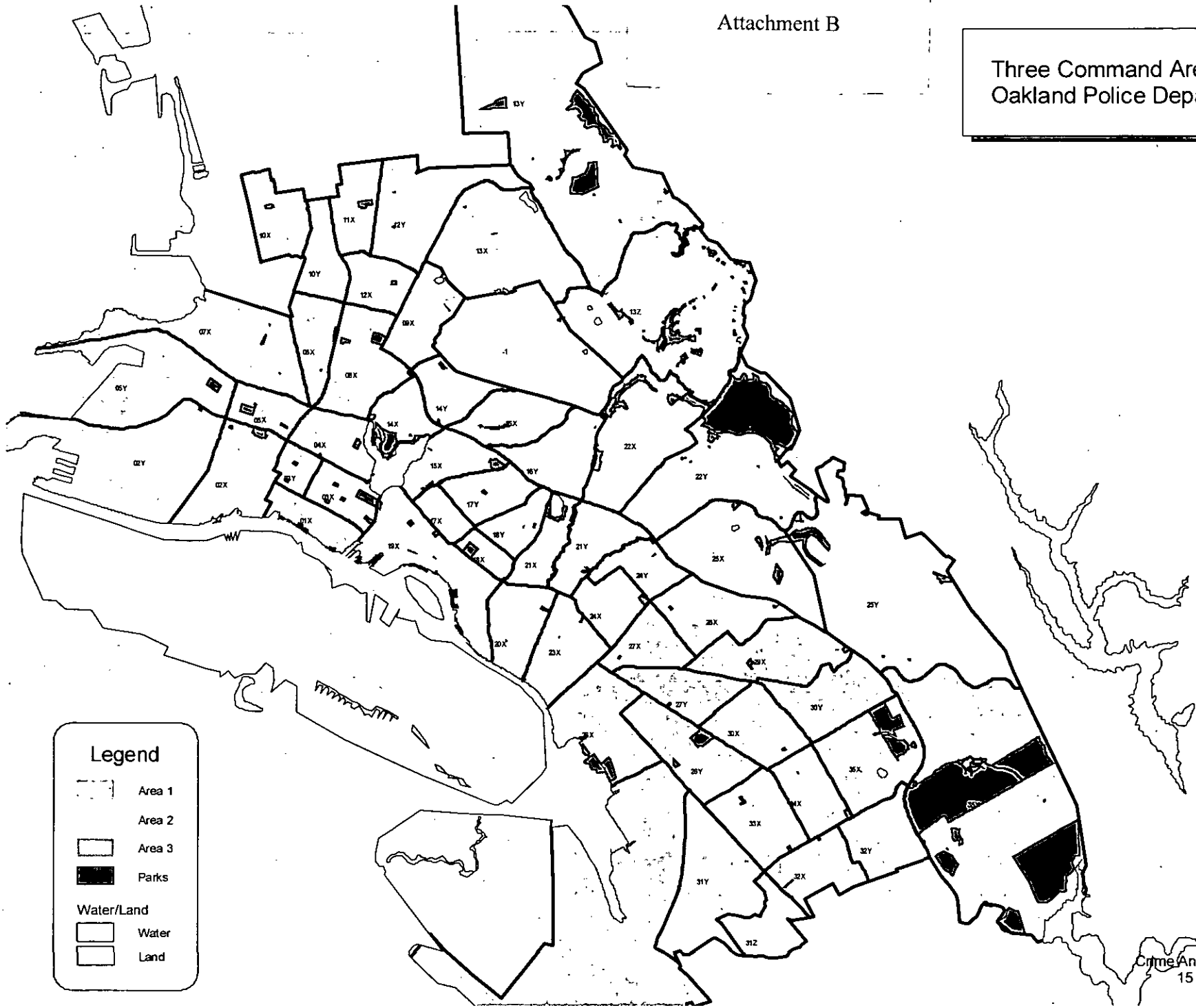
Prepared by:  
David Kozicki, Deputy Chief of Police  
Bureau of Field Operations

*Attachments:*







- A. Patrol Division Organizational Chart
- B. Area Command Boundary Map



Three Command Areas  
Oakland Police Department



**Legend**

-  Area 1
-  Area 2
-  Area 3
-  Parks
- Water/Land**
-  Water
-  Land