

CITY OF OAKLAND

AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2008 FEB 28 PM 8:52

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Police Department
DATE: March 11, 2008

RE: An Informational Report From The Office Of Chief Of Police Detailing The Current Status Of The Problem Solving Officer Program And The Police Department's Response To Recommendations Made By The Rand Corporation In Its First Year Analysis Of Measure Y Services, And The Community Policing Advisory Board In Its 2007 Annual Report

SUMMARY

As requested by the Rules and Legislation Committee on January 8, 2008, staff has prepared an informational report detailing the Department's response to the report and recommendations outlined in the first RAND Corporation analysis of Measure Y programs and the Community Policing Advisory Board (CPAB) in its 2007 Annual Report. In addition, this report details the current status of the Problem Solving Officer program.

FISCAL IMPACT

In its report, the CPAB recommended an increase in sworn staff totaling 923 by year 2016. This would be an addition of 120 officers on top of the authorized 803 (803 - 923).¹

Additional Sworn Staff (803 current - 923 total)

Year	Officer Count	Additional Salary Cost / Year
2012	803	0
2013	833	\$4,950,000
2014	863	\$9,900,000
2015	893	\$14,850,000
2016	923	\$19,800,000

¹ All salaries and costs listed are based on current figures. This report does not evaluate costs projections based on changes in salaries and benefits only, which have historically increased over time. Additional costs such as vehicles, equipment, and training are not included and would have to be considered.

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The above figures are based at a current officer salary rate of approximately \$165,000 / year. Based on an analysis conducted in 2006, the average cost to recruit, hire and train a sworn officer is \$125,000. The additional cost to attain the extra 120 officers is \$15,000,000 at 2006 salaries². This does not include O&M cost to cover basic equipment for each officer including:

- Protective vest
- Duty weapon
- Uniforms
- Police Vehicle
- Taser
- Other safety gear

The CPAB also suggested adding staff to the Neighborhood Services Coordinator program based on the following schedule:

Additional NSC / Supervisors

Year	NSC Count	Additional Salary Cost / Year
2008	18 (16+2 supervisors)	\$130,000
2009	21 (18+3 supervisors)	\$374,594
2010	24 (21+3 supervisors)	\$764,594
2011	26 (23+3 supervisors)	\$1,024,594

According to the NSC Manager, it costs approximately \$5000 to recruit, hire and train one coordinator. The additional 9 NSCs would cost the City another \$45,000. Not included in the above figures are the O&M costs to cover vehicles and computers for the NSCs.

A common concern regarding problem solving officers is their inability to spend the entire shift on their assigned beats, due in part to a lack of vehicles. Currently, the majority of the problem solving officers share vehicles due to fleet limitations which prevents them from spending their entire shift on their assigned community policing beats. The current PSO fleet of 19 vehicles cost approximately \$.5 million which is drawn from surplus O&M from the past two years. Measure Y allows \$.5 million annually for operations and maintenance costs; these funds are used to cover operational costs (such as vehicles). There are enough Measure Y funds to purchase 14 additional vehicles.

² Contract negotiations are ongoing; therefore staff is unable to accurately determine costs, as cost of living adjustments not been established.

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The Police Department does not have funding to purchase vehicles for each of the PSOs and supervisors. Furthermore, there are no funds to purchase vehicles for the Crime Reduction Teams, School Resource Officer or investigations. To alleviate this, an additional 40 vehicles would have to be purchased:³

Cost per vehicle	Total Cost
\$53,000 X 40	\$2,120,000

This figure includes fully equipped vehicles, but does not include does not include the monthly costs associated with operating the vehicles (fuel, replacement, maintenance, repair, etc.) estimated at approximately \$3,100 per month per vehicle (3 year replacement), which must be taken into consideration.

BACKGROUND

On January 8, 2008, the Community Policing Advisory Board submitted its 2007 Annual Report detailing the state of community policing in Oakland. The report followed and referenced the first year analysis, which was prepared by the RAND Corporation, of Measure Y programs. The Board recommended seven items to further improve the Department's efforts in community policing. The recommendations are to:

1. Find ways to expedite hiring of sworn officers and seek opportunities to expand our outreach efforts to Oakland youth, particularly elementary and middle school students;
2. Increase sworn staff of OPD to 923 officers (approximately 22 officers per 10,000);
3. Increase the number of Neighborhood Services Coordinators.
4. For OPD to submit a monthly report summarizing the work of PSOs, CRTs and associated Sergeants;
5. Reassess our current budget allocation to better address the equipment shortages associated with PSOs and NSCs;
6. Conduct regular meeting of Neighborhood Council leaders and PSA command staff to discuss concerns and share best practices citywide; and
7. Meet Departmental obligation to discuss changes that will affect the function and operation of community policing with the CPAB before they are implemented.

KEY ISSUES AND IMPACTS

The Oakland Police Department is fully committed to community policing and the successful implementation of the Measure Y initiative. Staff recognizes the importance of

³ This figure does not allow for any extra vehicles to replace vehicles that go out of service for repairs or collisions.

collaboration and teamwork between police and citizens. Accordingly, staff has prepared the following responses to recommendations made by the CPAB.

CPAB RECOMMENDATION 1a: *Find ways to expedite hiring of sworn officers*

In his State of the City Address, the Mayor committed to providing the necessary City and Department resources necessary to obtain full sworn strength by the end of calendar year 2008. As a result, the Department [in collaboration with the Mayor's Office and the Office of Personnel Resource Management (OPRM)] has undertaken several new recruiting and hiring innovations.

The Department has contracted with retired Alameda County Assistant Sheriff and retired San Leandro Police Chief Robert McGinnis to spearhead a concentrated recruitment effort. Mr. McGinnis' task is to recruit, hire, and train two 60 person academies for the Department. One of the trainings for these police officer trainees will occur at the Alameda County Regional Training Academy in Dublin. The goal of this effort is to quickly infuse the Department with new officers to close the gap between its present and authorized strength and to stem the tide of officer retirements. The Mayor's Office, OPD, and OPRM have been meeting with Mr. McGinnis to strategize how best to accomplish this goal. Should this effort be successful, the Department will achieve full strength by the end of calendar year 2008.

It should be noted that there is a nationwide law enforcement hiring crisis and many agencies throughout the country are understaffed and competing for the same few qualified candidates. Despite this challenge, the Department has strived to increase its size as rapidly as possible without compromising its hiring or training standards. In addition to the aforementioned strategy, the Department will continue its existing recruiting efforts.

The Department is increasing its national recruiting efforts as it must compete in this area to assure its share of qualified former military applicants. Plans are being implemented to aggressively recruit at major military out-processing stations. It is estimated that nearly 50% of personnel out-processing from the military consider a career in law enforcement and many other agencies aggressively recruit from this market. College campuses near these military installations will also be targeted for recruitment. This strategy not only maximizes the potential of this recruiting campaign but also seeks to attract better educated candidates.

The Department has also been working in collaboration with Peralta Colleges to develop a pre-academy training program to assist candidates in successfully completing the academy. The pre-academy curriculum will provide candidates with training and mentorship in subjects identified by the Department's training staff as those subjects which present the greatest challenges to success. Additionally, the Training Division is conducting a mentoring program for candidates to enhance their

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success rate in the academy; the Department has hired approximately five retired police officers (annuitants) with training experience to serve as mentors to candidates. It has been demonstrated that individuals (especially those without prior military service) who are mentored through rigorous training programs such as the academy, are more likely to succeed. The Department plans to expand this program as the number of candidates in training increases.

Challenges that must be addressed in order for the Department to achieve success

Once a trainee completes the academy, he/she is required to complete a 16 week Field Training program. These newly sworn officers must be assigned to a qualified Field Training Officer (FTO). The FTO must be qualified for service under the requirements specified in Departmental General Order B-8, *FIELD TRAINING PROGRAM*. These requirements were strengthened under the Negotiated Settlement Agreement (NSA). To produce greater numbers of officers requires an increased number of FTOs to handle the additional training load. The Department is investigating ways to provide greater incentives to FTOs which would encourage more senior and experienced officers to serve as FTOs. While the Chief can order an officer to serve as an FTO, to do so potentially risks compromising the quality of training provided to the young officers.

The “Baby Boom” generation is retiring at higher rates in recent years as they reach age 50, the minimum PERS Safety retirement age. Many are accepting retirement at this age to continue to work in law enforcement at non-PERS agencies (this includes the Alameda County Offices). There is little incentive the Department can offer an individual who can retire with 70% to 80% of their single highest year with the Department and work at another non-PERS agency for a competitive and attractive salary near equal to what they earned while working for the Department. The overall effect is a 70% to 80% increase in their gross income by changing jobs.

CPAB RECOMMENDATION 1b: *In addition we recommend that OPD expand its outreach to Oakland youth, particularly elementary and middle school students. Police presence in the schools, crossing guard duties, explorer scout activities, summer internships, the cadet program, and scholarship programs can awaken young Oaklanders to the prospect of careers in law enforcement. For OPD's recruiting to be optimal, it must include long range planning and a holistic approach that grooms Oakland citizens for the job.*

The Department concurs that greater outreach efforts are necessary to increase the number of applicants who have ties to the Oakland community. As mentioned, these are long-range projects and do not have much impact on the short term hiring crisis. It should be noted that a growing number of current officers are alumni of the Department's police cadet and explorer programs.

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One effort that has been successful in recent years is the Youth Citizens' Police Academy; this program was suspended when funding dried up. Additionally, the officer who was assigned to coordinate the program fulltime was redeployed when the Department identified a need to have greater numbers of officers assigned to field patrol duties. The officer formerly assigned to this duty had established an excellent rapport with high school aged youths. It is unclear as to what overall impact his interaction with Oakland's youth may have had on police recruiting but is certain to have had a positive impact of police-youth relations.

In 2007, the Department began a very successful summer and year-round Internship Program. Recognizing the positive impact an internship program can have for both youth and the community, the Department expanded its "grow our own" efforts by implementing this program. Many youth who had not initially considered a Law Enforcement career have identified an interest in the field and are now considering a future career as a police officer. The Internship Program is considered an effective precursor to participation in the Cadet Program.

Expanding the Police Cadet Program and reinvigorating the Police Explorer Program are part of the Department's "grow our own" philosophy. As mentioned earlier, a growing number of officers are alumni of these programs. As of today, the Department has not hired its full authorized strength for cadets. Staff is looking at ways to reinvigorate the Explorer Program, perhaps moving it from the Police Activities League (PAL) to the Training Division, directly under the Cadet Coordinator. With a successful Youth Citizens' Police Academy in place, it is anticipated that an increasing number of Oakland youths will be interested in participating in the Explorer, Cadet and Internship Programs. It is the hope that these youths will eventually transition to become Oakland Police officers.

CPAB RECOMMENDATION 2: *Increase the sworn staff of OPD to 923 officers (approximately 22 officers per 10,000). It is useless for the Mayor and Council to order the department to add large numbers of officers in a short period of time. As we have seen in Oakland and throughout the nation, rapid staff buildup is not possible. Rather, we recommend establishing a plan for steady, yearly increases. Assuming a net gain of 30 officers per year, we propose the following schedule:*

Year	Officer Count
2012	803
2013	833
2014	863
2015	893
2016	923

The campaign for Measure R, the predecessor to Measure Y, began in 2003, and we will finally reach the authorized strength of 803 in 2012, eight years later. We

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should not wait until 2012 to begin thinking about raising the authorized strength to 923. The political and financial planning should begin now.

The Department's plan to achieving authorized strength by the end of calendar year 2008 has been previously outlined above.

Increasing the overall authorized strength to 923 (an additional 120 officers from today's authorized strength) will require action on the part of the City Council. The overall budget of the Department is predicated on the current authorized strength. The Council will have to allocate additional funds to the Department's budget to meet this increase. Should the Department realize success in its accelerated hiring program outlined above, the same strategy could be replicated to fill these additional positions so long as the necessary funding is allocated for accelerated recruitment.

CPAB RECOMMENDATION 3: *NSCs are easier to recruit and less expensive to hire than sworn officers. The acute shortage of NSCs is damaging community policing in general, and placing additional burdens on the already stretched PSOs in particular. We recommend increasing the number of Neighborhood Services Coordinators according to the following schedule: Again, we prefer a steady, achievable schedule over a sudden increase that may leave authorized positions unfilled for extended periods.*

Year	NSC Count
2008	18 (16+2 supervisors)
2009	21 (18+3 supervisors)
2010	24 (21+3 supervisors)
2011	26 (23+3 supervisors)

The additional staffing of Neighborhood Services Coordinators and supervisors will enhance Department's ability to build relationships with the community. The projected cost has been included in the Fiscal Impact section of this report.

CPAB RECOMMENDATION 4: *For OPD to submit a monthly report summarizing the work of PSOs, CRTs and associated Sergeants.*

OPD has worked with members of the CPAB in creating a work summary form to track the work of the mentioned positions. Once the form is approved by both parties, OPD will begin submitting the requested monthly reports to the CPAB.

CPAB RECOMMENDATION 5: *Citizens of Oakland might ask several questions about the equipment shortages and problems in OPD and NSD. Are equipment funds being spent wisely? Is the budget structured properly (for example, were positions added to the payroll without the associated increases in equipment costs)? Should*

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more officers and NSCs be using means of transportation other than cars for some of their duties? Does the equipment budget need to be increased?

As stated above, the problem solving officers do not have their own individual vehicles which require them to pair up during their daily deployment. Many of the officers are trained to use bicycles as well as dual purpose motorcycles which they consistently use to patrol their areas. Additionally, the NSCs fleet is insufficient. Currently, there are 14 vehicles for 17 NSCs. Due to the nature of the NSC position and their duties (facilitating meeting in different neighborhoods), other means of transportation (other than the use of City vehicles) would not be practical or safe for staff.

CPAB RECOMMENDATION 6: *Conduct regular meeting of Neighborhood Council leaders and PSA command staff to discuss concerns and share best practices citywide.*

As stated in the CPAB report, meetings with Neighborhood Council leaders are already occurring in many of the areas in Oakland. The newly assigned Area Commanders will continue this effort by holding smaller, and neighborhood specific meetings to discuss community concerns and strategize as a team.

CPAB RECOMMENDATION 7: *OPD meet its obligation to discuss changes that will affect the function and operation of community policing with the CPAB before they are implemented.*

OPD is committed to working with the CPAB to further community policing efforts in this City. Staff will make every effort to communicate with this group on issues affecting the function and operation of community policing before implementation.

PROGRAM DESCRIPTION

All of the Problem Solving Officers (44 total) are currently divided and assigned to the three geographical areas under a Captain of Police.

Deployment

Due to the lack of police vehicles and for officer safety reasons, officers are generally paired up to work in teams. They deploy into their respective areas everyday and work on priorities set forth by the different Neighborhood Crime Prevention Councils. While the priorities are different in each of the three areas, what remains constant is their focus towards crime prevention and community policing. This may be accomplished through safety presentations to community groups, walking / bicycle / dual purpose motorcycle patrol or “buy-bust” operations. The three Area Captains are deploying these officers to best meet the needs of the community they serve.

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PSOs throughout the City spend between 8 -18 hours a week conducting walking patrols in high crime areas on their respective beats.

Each PSO attends a daily lineup with their peers and supervisors where they receive crime information and officer safety bulletins. Each week, a team of PSOs provides a SARA⁴ project presentation to their peers to share their experience in solving unique problems on their assigned beats.

Training / Equipment

Problem Solving Officers have received a variety of training. This includes the basic Problem Solving Officer School, which is one week in duration. Officers are introduced to concepts such as crime prevention, project management, Beat Health, Service Delivery System, and the SARA model of problem solving (Scanning, Analysis, Response and Assessment). These courses (along with other subjects) are taught to the officers with the objective of exposing them to a variety of different methods and resources to use as community policing officers. In addition to the basic course, all PSOs were given a one-day refresher course. This was instituted after a draft of the RAND report pointed out that some PSOs lacked a working knowledge of the SARA model of problem solving.

Other more advance training includes:

- Asset forfeiture
- Dual purpose motorcycle operation
- Narcotics surveillance / operations
- Police Bicycle

In September of 2007, the Department sent staff, which included Neighborhood Services Coordinators, Problem Solving Officers and supervisors, to attend the National Crime Prevention Conference in Atlanta, Georgia. The conference exposed staff to the “best practices” from across the nation in crime prevention.

Equipment

To ensure that problem solving officers are responsive to the community they serve, each are equipped with Blackberry cell phones, which provides them access to City email, and the internet as well as programs to help them keep track of important meetings. In addition, officers are equipped with state of the art laptop computers.

Transfers

⁴ SARA (Scan, Analyze, Respond, Assess) is a methodical process for problem solving. It is an integral part of the philosophy of community policing.

Like other officers, PSOs are subject to the transfer policy set forth in the Memorandum of Understanding between the City and the Oakland Police Officers Association. Furthermore, PSOs tend to be career oriented and do well in the promotional process. As a result of this, officers have been promoted and transferred out of the PSO assignment. PSOs have also been reassigned based on the commander's belief that they would be more effective in another area. The movement of a PSO from a beat very low on the stressor list to one near the top has only occurred twice. The movement occurred because the Department was unable to assign any new officers to the program and it made no sense to leave the highly stressed beat without the benefits of a PSO. PSOs are not regularly moved between beats.

California Highway Patrol (CHP) Supplemental Enforcement

As requested by the Rules and Legislation Committee on February 21, 2008, the following information is a synopsis of the work being performed by the California Highway Patrol, in cooperation with the Oakland Police Department, throughout the City. Funding for the program is provided by the State of California, Office of Emergency Services, Gang Reduction, Intervention and Prevention Program (CALGRIP).

Currently, eight to ten CHP officers and supervisors (per operation) are deployed throughout the City. Operations have been conducted all over the City, but primarily in East Oakland in areas known to be gang hotspots. Because CHP officers are somewhat unfamiliar with inner City streets, they manly to operate on arterial roadways, using their expertise in traffic law enforcement to initiate stops in the aforesaid areas. For the last 6 months they have conducted one deployment a week (different days based on crime trends). Over the next 90 days they will conduct two operations a week on Thursdays and Friday/Saturdays. Below is their most recent statistical information; they are doing fantastic work.

11/11/07 to 02/09/08	Totals	08/11/07 to 11/04/07	Totals
Traffic Stops	1559	Traffic Stops	1161
DUI In Custody	124	DUI In Custody	106
Citations Total	1162	Citations Total	682
Impounded Vehicles	641	Impounded Vehicles	365
Guns Removed	4	Guns Removed	6
Verbal Warnings	290	Verbal Warnings	373
Other In Custody	24	Other In Custody	23
Felony Total	18	Felony Total	18
	8		3
	8		5
Felony – 4 DUIs In 10yr.	1	Felony – 4 DUIs In 10yr.	1

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11/11/07 to 02/09/08	Totals	08/11/07 to 11/04/0	Totals
LPR ⁵ Roller	3	LPR Roller	0
LPR Recovery	152	LPR Recovery	2
Regular Roller	3	Regular Roller	1
Regular Recovery	131	Regular Recovery	41
Police Dept. Assist	378	Police Dept. Assist	286
DRE ⁶ Assist	22	DRE Assist	11
Ecstasy Poss/Use	0	Ecstasy Poss/Use	2
CHP Field Contact Card	7	CHP Field Contact Card	19
Officer Hours	2646.25	Officer Hours	1614.25
Number of Officers	357	Number of Officers	222
Sergeant Hours	873	Sergeant Hours	608
Number of Sergeants	85	Number of Sergeants	57

SUSTAINABLE OPPORTUNITIES

Economic: The successful implementation of community policing in Oakland should positively impact crime in our City, improving the quality of life for residents and merchants. The reduction of crime encourages economic development and prosperity.

Environmental: There are no environmental opportunities associated with this report.

Social Equity: The Department's response to crime leads to the identification, arrest, and successful prosecution of those responsible for committing crimes in Oakland. It serves as a deterrent and reduces recidivism rates thereby making the City a safer place.

Disability and Senior Access

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

RECOMMENDATION / RATIONALE

Staff recommends acceptance of this report.

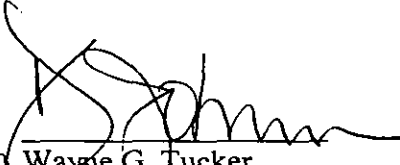
⁵ License Plate Reader Technology

⁶ Drug Recognition Expert

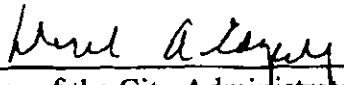
ACTION REQUESTED OF THE COUNCIL

This is an informational report; therefore, no action is requested of the Council. 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

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