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May 10, 2005

Oakland City Council
Oakland, California

Subject: A Report and Recommendation from the City Administrator regarding a request to Realign Service Delivery System and Neighborhood Crime Prevention Council Boundaries to Conform with City Council Boundaries

Dear Chairperson Reid and Members of the Public Safety Committee:

At the January 13, 2004, Public Safety Committee meeting, staff was directed to present a report and recommendation on the realignment of Service Delivery System (SDS) and Neighborhood Crime Prevention Council (NCPC) boundaries to conform to the City Council district boundaries. This report provides a historic overview of the service delivery boundaries used by City Administration, the impacts of changing boundaries to mirror the City Council districts and recommendations to meet the need of the Councilmembers.

We recognize and agree with the City Council's concerns about improving the effective coordination and delivery of city services to address issues defined as community priorities. The Mayor and I have recently hired two positions, the Neighborhood Services Manager and the Deputy City Administrator, who are charged with coordinating the work of Neighborhood Services Coordinators and managing city agencies and departments to better meet this common objective. However, there is a financial cost, in both staff and other resources, to modify the six SDS boundaries to mirror the seven City Council districts. There would be some disruption of natural neighborhoods to alter the boundaries of impacted NCPCs. Funding for alterations have not been identified. I do not recommend a change in boundaries at this time.

Item _____
Public Safety Committee
May 10, 2005

Background

History of integrated neighborhood service delivery across City agencies

On May 13, 1997, Interim City Manager Kofi Bonner presented a report to the City Council describing the emerging coordination between the Oakland Police Department (OPD) and the Community and Economic Development Agency (CEDA) Area teams to improve customer satisfaction and establish the basis for an integrated neighborhood service delivery strategy across City agencies.

Based on the trends and successes of other cities, capitalizing on the energy and shift toward “community policing” and striving to be responsive to neighborhoods, this project was the beginning of Oakland’s Service Delivery System (SDS).

Mr. Bonner’s initiatives included:

- 1 More efficient, coordinated response to neighborhood concerns and improved customer satisfaction
- 2 A comprehensive and proactive problem solving approach across City agencies
- 3 Opportunities for greater citizen involvement and partnership
- 4 Greater impact for scarce city resources through targeting.

From these four goals, six area teams were created:

- 1 West Oakland
- 2 North Oakland/North Hills
- 3 Central/Chinatown/Lower Hills
- 4 San Antonio/Fruitvale
- 5 Central East Oakland
- 6 Elmhurst/South Hills.

In 1998, former City Manager Robert Bobb created the official SDS (Service Delivery System) as part of his Community Oriented Government Initiative. SDS orients city government around geographical areas which mirror OPD’s geographic structure for service delivery. The Police Department has divided the City into 35 patrol beats or 57 community policing beats. There are 8 to 10 community policing beats per Police Service Area. There are six Police Service areas within the City. That is the format for the SDS boundaries. The SDS initiative carried on the groundwork and accomplishments of the previous administration. Geographic accountability and area specific focus help streamline problem solving efforts and keep target achievements clear and concise.

The objective of the Community Oriented Government Initiative was to provide a team-oriented service delivery system for each defined geographic area that was in partnership with the community in establishing genuine priorities. The Community Oriented Government service delivery system designated three management areas, divided into six service delivery districts, which was further organized into fifty-seven community policing beats. This design remains the foundation of the current service delivery system.

SDS Teams take an inclusive approach to addressing neighborhood problems, utilizing many of the same principles that form the basis of community policing, including:

- 1 residents working together
- 2 needs assessments based on community desires
- 3 residents prioritizing their needs
- 4 City and community together addressing the needs and creating solutions that are long term and sustainable.

SDS Teams are comprised of the major external service delivery departments (Police, Fire, Public Works, CEDA, Parks and Recreation) and other agencies such as the City Council, Oakland Housing Authority and Alameda County services.

History of Community Policing Beats

The Police Service Area boundaries (6 districts, 35 vehicle patrol beats) of the Police department have always been independent of City Council boundaries. When the Department went to an Area Command and 57 Community Policing Unit (CPU) Beat structure in 1997, minor adjustments were made to the 6 Patrol Districts.

The creation of CPUs began in November 1994 with the formation of the Community Policing Task Force. The 35/57 model was recommended to the Council in May 1996. The 57 beats were developed in a collaborative project between the Council offices, which identified communities of interest, and OPD, which identified logistical and calls for service patterns. The goal was to keep natural neighborhood boundaries intact as best as possible. Some of the criteria for the 57 Beats included that each beat should:

- 1 contain approximately 7,000 to 10,000 residents
- 2 have an elementary school in each beat
- 3 follow natural neighborhood boundaries

On January 26, 2002, OPD reorganized its internal structure to strengthen its geographic focus. This structural change included the assignment of 14 Problem Solving Officers (PSO) Two PSOs were assigned to each Police Service Area (PSA). At one point there were 7 PSAs, the six PSAs plus a small downtown section called the Metro. The Metro area was recently dissolved and OPD staff was merged with PSA 1.

Technological, Organizational and Fiscal Impacts of Changing Boundaries

Technological Impacts

Aligning the CPU beats and Council Districts would impact all the localized crime data the Police Department has been collecting since July 1998 (by CPU Beat); thereby eliminating the Department's ability to compare crime trends on an historical basis, except at a citywide level. Changes to the beats would require the recreation of historical data involved to analyze crime trends and the 'stressors' that have been aligned by beats.

Re-drawing crime map boundaries would take approximately 100 staff hours. This work

would need to be performed by staff from the Office of Information Technology at an hourly rate of \$85.

Any possible police beat changes could impact the Violence Prevention pilot program in West and East Oakland because historical crime data is studied and analyzed for crime trends. If the beats are altered, the past data is irrelevant and there would not be any information for future comparison or analysis.

Fiscal Impacts

If the six Service Delivery System boundaries were altered to reflect the seven City Council Districts, the agencies that would be financially impacted most dramatically are the Oakland Police Department and the Community and Economic Development Agency. These two agencies deploy services based on the SDS boundaries and have internal supervisory systems structured on the current boundaries.

Oakland Police Department:

If the City Administration were to create a seventh Police Service Area, the staffing levels needed for the Oakland Police Department would be:

One PSA Lieutenant @ \$ 191,505 a year

There would need to be redeployment with the existing staff and the current PSAs would be reduced in size and staffing levels.

Community and Economic Development Agency

The Planning, Zoning and Building Divisions of the Community and Economic Development Agency will be reorganizing to provide services framed into 3 sub districts. This reorganization is aimed at creating more staff expertise in geographic areas, and better coordination of interdepartmental services, particularly code enforcement. It is also specifically aimed at addressing some of the concerns of Councilmembers to create familiarity and coordination with City staff at a smaller district level. This effort is also aimed at developing relationships at the neighborhood level through community groups.

CEDA staff has reviewed both the SDS/PSA boundaries and Council boundaries in the determination of the boundaries for the three sub districts. If we decided to organize by Council districts, The Planning division would need three new planners at the Planner II level and one new supervisor (Planner IV). No additional staff is required within the Building Division due to expected retirements and current vacancies, thus providing the opportunity to reorganize in a manner to meet the three sub district approach.

3 Planner II's	\$ 360,000
1 Planner IV	\$ 180,000
CEDA	\$ 540,000

OIT Total	\$ 8,500
OPD Total	\$ 191,505
CEDA Total	\$ 540,000

Total Number for Agencies: \$ 740,005

Community and Administrative Impacts

Altering the boundaries of the SDS teams, PSAs and NCPCs to mirror the Council district boundaries would directly impact the Oakland Police Department and the Community and Economic Development Agency. There would also be minor impacts to the Violence Prevention pilot program in East and West Oakland.

Possibly more disruptive than the financial cost for additional staff is the change to the way residents have been identifying themselves. Changing the Police Service Areas to conform to Council District boundaries would affect approximately 18 or one-third of the Neighborhood Crime Prevention Council (NCPC) boundaries. Such a change may leave some areas without any viable community group and could cause the disenfranchisement of many other individuals and groups. The Police Department has created close relationships and partnerships with the residents and merchants in the local NCPCs. A disruption could negatively affect our community relations efforts, just when we are actively attempting to enhance and further build on the work of city staff and the community to strengthen community policing.

For example, currently the boundary between SDS District 4 and SDS District 5 runs along the High Street corridor. For community policing and service delivery response, the High Street corridor marks the dividing line between two communities with disparate needs, and has served well to assist OPD in deployment of staff to respond to the needs of the community, as well as to engender a sense of community pride and commitment to self-help. By way of example, community A east of the High Street line may be suffering an epidemic of break-ins and car jackings, while community B west of High Street may be plagued by prostitution and youth gangs. The two PSA Lieutenants (4 and 5) can deploy their individual resources to address the problems in respective areas; they can act to build appropriate community response and empowerment.

However if SDS and OPD's PSAs were redesigned to mirror Council boundaries, there would no longer be a geographic boundary upon which to rely to examine resources. In the area from 38th Ave through Seminary from I-580 to Foothill alone there would be three separate commanders in charge of addressing community policing concerns. In this area there would be two neighborhoods receiving service and response from 3 different commanders. The Maxwell Park neighborhood would be split right down the middle along Kingsland Avenue, the Melrose High Hopes neighborhood would be split on Cole, 47th Ave and Foothill, and the Foothill commercial corridor from 47th Street to 51st Street would have three different commanders and priorities to address. A commercial corridor with a nascent business district would be more difficult to work with if it had to respond to 3 Neighborhood Commercial Revitalization (NCR) representatives, 3 NSCs, and 3

NCPCs. We are more likely to lose these small groups of committed residents than we are to help them build a strong sense of neighborhood and community ties.

The City is focusing its community organizing efforts on a three layered approach which starts at the block level, then progresses to the NCPCs then moves to a citywide focus. The goal is to have residents organize Home Alert groups, which would then feed into NCPCs. The core or foundation of these groups is the police beat, which is the most clear, tangible and pragmatic way the City is geographically organized. Residents have traditionally identified themselves with their neighborhoods, and in the City's view, the natural neighborhood boundaries are seen as police beats.

Recommendations to Strengthen SDS Teams

In order to continue the success of the SDS teams and attempt to better meet the needs of the Council, we are recommending the following approaches.

The first is the agenda for the SDS meetings. The meeting agenda is what directs the team and dictates the focus and approach. Currently, items are placed on the agenda by the NCPC or by the Council Office. Attached is an agenda from one of the teams. If the NCPC priorities require a multi-agency approach, the issues and desired outcomes are discussed and a plan of action is created. If the priority can be resolved by a single agency, the item is still discussed and next steps are determined then followed up on. Using NCPC priorities to develop an SDS agenda encourages NCPCs to be active, and gives them more resources to help solve the concerns that are priorities in the neighborhoods.

The second method of putting items on the agenda is through the Council Office. Whether it is a specific location like a problem motel or liquor store, or a block within the district, the item is on the agenda and a plan of action is decided then implemented.

If there is more than one Council District per SDS district, we encourage the Council Offices to work together on formulating their SDS agenda items, to manage the number and scope of items for each agenda. This approach is currently in effect for two of the teams and has worked out well. There is a level of give and take and the teams do well to balance the attention given to each impacted Council district.

The third and final approach, only if the two above options do not work, is to have the SDS team meet with each impacted Council Office separately. Staff has this as the last recommendation due to the fact that time spent in meetings reduces time available for action in the neighborhoods, especially for the agencies that deliver direct services.

The position of Deputy City Administrator is responsible for all the SDS activities whether it be through the direction of SDS team leads, interaction with the City Council, or oversight of with city staff. A refinement of the reporting authority, both between the teams and the City Administrator and the teams and the Council will eliminate any confusion as to who should be contacted to report a problem requiring corrective action.

The contact is first the team lead, and then if matters continue, the contact is the Deputy City Administrator.

The team leads work directly with the Council Offices to reach consensus on the agendas, to follow up on any outstanding items and trouble shoot. The team leads work closely with and meet with the Deputy City Administrator on an on going basis. When corrective action is required, the Deputy City Administrator works with the teams, team leads and Council Offices to remedy the situation.

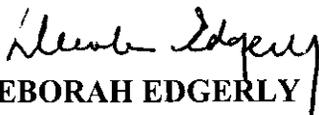
The Agency Directors support the SDS system and have helped ensure staff attends the meetings and is accountable, and have given any other forms of assistance requested.

City staff also recognizes that as time goes on, neighborhoods go through changes and city programs should be as fluid as possible. To that end, we propose taking a serious look at all the beats to see if there needs to be alterations, additions, or boundary changes. Staff proposes to work with the impacted groups, NCPCs, OPD and Community Policing Advisory Board to see what is functional and what can be done to better serve our neighborhoods.

Conclusion

At this time, I am recommending that the SDS, NCPC or PSA boundaries remain as they are, due to the cost involved, the disruption of community groups and the positive accomplishments to date. We are recommending three different approaches to meet the needs of the Council while keeping the boundaries intact. We are also recommending looking into impacted areas to see what changes may and may not work.

Respectfully submitted,

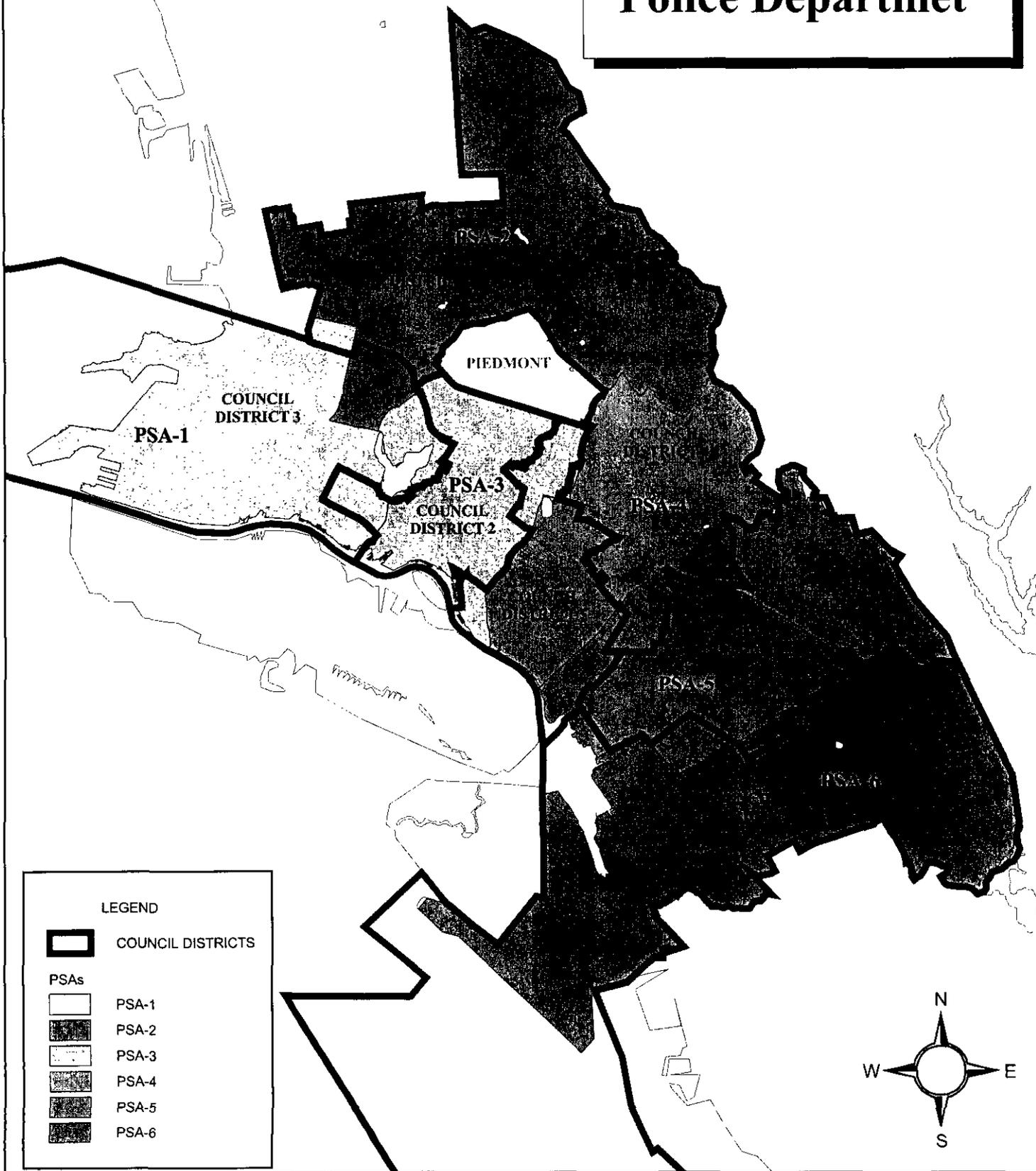

DEBORAH EDGERLY
City Administrator

Prepared by:
Niccolo De Luca
Deputy City Administrator

Attachments

A map which shows the different boundaries
Sample agenda

Oakland Police Department



**City of Oakland
Service Delivery System IV
City Hall, Mayor's Caucus Room, Third Floor
March 23, 2005
2:30 – 4:00 P.M.
Agenda**

Check-In

Introductions

Earth Day 2005 - Felicia Verdin

Neighborhood Project Initiative – Gregory Hunter and Rupa Parikh

Committed!:

NSC Updates:

Ana Martinez

Beat 20X: Prostitution, Day Laborers

Neighborhood Improvement Program Ideas

Beat 23X: Prostitution, Day Laborers

Neighborhood Improvement Program Ideas

Beat 24X

Debbie Ramirez

Beat 21Y: Day Laborers

Beat 21X

Beat 24Y

Beat 25Y

Rene Sykes

Beat 25X: 39th & Maybelle, Lincoln Square

Beat 22Y: 3516 Wisconsin (Code Compliance, etc.)

Beat 22X:

Police Update:

Lt. Breshears, Problem Solving Officers & Beat Health

Project Areas:

E. 16th Street Corridor

- Oak Park Apartments
- Overgrown Trees
- Lighting

SDS IV Parking Lot of Agenda Items

Item	Team Member(s)	Scheduled to Return
E. 10th & 29th Avenue: Curb ramp project at 29 th	Karen	June 2005
26th Avenue 2464 26th Avenue: EBALDC (East Bay Asian Local Development Corporation) Sausal Creek Town homes (Carlos)	Carlos	May 2005