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AGENDA REPORT

TO: DEANNA J. SANTANA
City Administrator

FROM: Howard A. Jordan
Chief of Police

SUBJECT: Progress Report From The Office of
Chief of Police Providing an Update On The Oakland
Police Department's Crime Reduction Strategies

DATE: August 28, 2012

City Administrator
Approval

Deanna Santana

Date

8/30/12

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council accept this report providing an update on the Oakland Police Department's (OPD) progress with implementing crime reduction strategies.

BACKGROUND

This report is responsive to Council's request¹ at the mid-cycle budget meeting to present a crime reduction plan to further illustrate OPD's crime reduction efforts and justification for a third police academy in 2013. This report updates progress made since the April 11, 2012² report and explains the current status of specific crime reduction strategies and programs including a section explaining the need to maintain sufficient staffing to accomplish its goals. OPD developed a comprehensive strategic plan to provide goals for its personnel to achieve reductions in crime. This plan was presented to Council in 2010 by former Police Chief Anthony Batts. Oakland does not have a city-wide crime reduction plan. Developing a city-wide crime reduction plan would require an extensive endeavor and additional resources. Additionally, the second part of the Council direction can't be completed because the impacts of the "clawback" resulting from the dissolution of redevelopment are unknown at this time.

EXECUTIVE SUMMARY

While OPD continues to improve its crime reduction strategies, no plan can offset the lack of resources available to address this City's crime. Police academies must be regularly scheduled

¹ See Attachment A: line 24 June 28, 2012 Budget Proposal: Council Member Brunner, Brooks, De La Fuente Alternative

² Presented to the Public Safety Committee on April 24, 2012.

Item: _____
Public Safety Committee
September 11, 2012

and are necessary to maintain sufficient sworn staffing levels to implement crime reduction strategies and create opportunities to improve public safety. Officers must be continually hired and trained to develop and maintain a workforce capable of managing the heavy workload and demand for service regularly experienced in Oakland.

The City of Oakland has a serious violent crime problem that is further exacerbated by dwindling resources and higher demands for service. Homicides, shootings, robberies, and violent assaults occur almost daily. Also, in addition to peaceful protestors who hold frequent rallies and marches, Oakland also has become home to frequent, unlawful protest actions involving vandalism and violence that require police services impacting the ability of OPD to respond to other less serious calls for service and proactively problem solve.

Current sworn staffing levels are significantly reduced from a high of 830 in January 2009 to only 613³ at the time of this report due to very limited hiring and steady attrition⁴. These significant staffing reductions force the Department to make difficult decisions about how to prioritize its limited resources and work more effectively and creatively to address short-term crises and solve long-standing crime problems.

This report updates the progress made since the April 11, 2012 report to the Public Safety Committee and explains OPD's progress implementing its crime reduction strategies. This report is particularly focused on providing an update on nine crime reduction strategies that address gangs, violent crime, and accomplish greater efficiencies with extremely limited resources. OPD relies on intelligence-led policing and crime analysis technology to help narrow the Department's focus on the most dangerous offenders and areas in the City. The Department is strategically focusing internal and external resources on locations and people known to be involved in serious and dangerous criminal activity. However, severe staff reductions and high demands for service continue to significantly limit our capabilities. OPD's insufficient sworn and non-sworn staffing cannot be ignored and is the single greatest impediment to improving public safety.

STRATEGIC PLAN ELEMENT

In 2010 a comprehensive Strategic Plan was developed and presented to City Council by former Police Chief Anthony Batts. The plan is unique because data from community, OPD staff, and California police agencies were included in comparative analysis charts that clearly illustrate Oakland's dire public safety condition. The plan has clearly stated values, vision, strategic objectives, and priority actions including time frames, fiscal impacts, and assignment responsibilities. Council accepted the Strategic Plan and praised Chief Batts for using real-time data and analysis and for bringing the Plan to Council.

³ This number includes 57 Measure Y funded officers assigned solely to problem solving assignments and an additional 24 grant funded officers assigned solely to patrol 6 public schools during school hours.

⁴ Sworn staff attrition averages 5 per month or 60 per year.

However, the Strategic Plan is not a crime fighting operations plan and cannot be considered a roadmap to effective organizational management unless the resources necessary to perform the work described within are available. Although Council accepted the report, little was done to ensure the objectives could be met by maintaining sufficient staffing at OPD. In fact, OPD staffing has further reduced from the time the Plan was presented to Council. Additionally, setting performance measures in an environment of fluctuating and unpredictable resources/staffing is not a best practice. The Council's commitment to invest in academies stabilizes staffing and establishes a foundation to establish performance measures because OPD can predict its resources and what it hopes to accomplish.

While some components of the Plan have been implemented, achievement of the specific strategic objectives cannot be easily identified because there are no performance measures. In order to remedy this situation OPD will form work groups tasked with developing specific performance measures for each strategic objective we are capable of achieving. The Plan is goal oriented and can accomplish the desired outcomes described within but only if resource capabilities are improved and maintained and we measure our effectiveness.

CRIME REDUCTION STRATEGIES UPDATE

The Vision for the Oakland Police Department is:

- Oakland is one of the safest large cities in California
- OPD provides high quality services
- OPD is trusted, respected, and valued
- The Oakland community and OPD work together to solve concerns and issues
- OPD is an effective organization

The Mission of the OPD is *"to provide the people of Oakland an environment where they can live, work, play, and thrive free from crime and the fear of crime."* The OPD has developed, and the City Council approved, a strategic plan toward advancing the OPD Mission and crime reduction and violence prevention strategies.

The mission of the violence reduction plan presented in the April 11, 2012 report is three-fold:

- (1) Reduce the violent crimes (shootings and robberies) by 20% in the target areas; and
- (2) Address any emerging violent crime trends City-wide, and
- (3) Reduce the fear of crime in neighborhoods City-wide and increase community involvement in crime prevention.

This section of the report provides an update on nine specific strategies currently being implemented by the OPD to support crime reduction and effective organizational management of the Oakland Police Department.

Item: _____
Public Safety Committee
September 11, 2012

1. Operation Ceasefire- Call-In Program

The purpose of the call-ins is to identify gang members or individuals associated with criminal groups with a history of gun violence to change their behavior. This occurs with the impacted community and law enforcement partners *both* holding them accountable for their actions. Through enhanced and improved partnerships with law enforcement agencies and community partners the City of Oakland has reinstated the call-in process. Although the City has previously utilized the call-in strategy, developments over the past 18 months have required necessary adjustments. The City used this time to consult with nationally recognized experts, clearly define the roles of the partnering agencies, and utilize data and intelligence to select appropriate participants, and conduct home visits by partnering agencies and key community members in advance of the actual call-in.

The Ceasefire strategy is being retooled to better fit Oakland's criminal offender patterns. The Department partnered with the National Network for Safe Communities, the creators of the Boston Ceasefire model. The Network will provide technical assistance and direction, through the California Partnership for Safe Communities (CPSC), in creating a strategy that is specific to the unique needs of the City of Oakland and is aligned with national best practices. CPSC works with cities to achieve sustainable community-wide reductions in violence by engaging a broad cross-section of community stakeholders concerned with violence—including criminal justice agencies, faith leaders, community organizers, youth and their advocates, street outreach efforts, service providers, victims of violence, residents of neighborhoods affected by violence and the formerly incarcerated—to build working alliances that span the often deep divisions among criminal justice agencies, the community, and young people at highest risk of gun violence.⁵ As of the writing of this report the following activities have taken place:

- Met with national experts from cities that have experienced significant reductions while utilizing this strategy
- Conducted three hour audit of criminally active groups and individuals with OPD line staff and Crime Reduction Teams
- Identified which of the individuals were currently on parole or supervised by a probation officer
- Identified crimes to focus on
- Met with community stakeholders to share ideas and address concerns
- Development of a plan and structure for the next six months

Focusing the strategy requires new methodology:

- Identifying smaller geographic areas of focus
- Data driven approaches using intelligence from Department personnel

⁵ <http://partnershipforsafecommunities.org/>

- Identifying the most violent group or gang in that area
- Crafting a message to communicate to the group specifying what will be the consequences of continued violent behavior
- Focusing call-in's that are intelligence based (specific to the group being called in)
- Improving community partnerships with citizens being effected by the violence
- Diligent prosecution and follow-through by the appropriate federal, state, and county law enforcement partners

The CPSC's role is to design and provide technical assistance to the City of Oakland in an effort to reduce its serious violence. In partnership they will meet the following goals:

- Reduce gang/group-based violence as measured by injury shootings (fatal and non-fatal injury shootings) in the near term
- Reduce recidivism among participants in the intervention, to be measured using arrest and other available data
- Improve the relationship between police and communities affected by violence

CPSC will provide a network to other cities who are working through similar implementation challenges. They will provide hands-on practice tools which they developed, such as check lists, instructional guides, talking points, and various materials to guide local implementation. They will identify the active groups in the focus area, map their conflicts and alliances, sketch a basic description of their activities, and conduct an informal census of their numbers. This will guide the selection of the initial groups for intervention strategies. Additionally, enhanced partnerships between the Mayor's Office, OPD, the Department of Human Services, Highland Hospital, Oakland Community Organizations, Alameda County Probation, State Parole, and the U.S. Attorney's office will allow for a more strategic and sustainable effort going forward.

Street Outreach

Outreach workers are also being trained to serve as conflict mediators and violence interrupters modeled after the Chicago Ceasefire program. This model is part of the *Ceasefire* initiative. Interrupters can help stop the cycle of retaliation where traditional law enforcement activities are not appropriate or incapable of obtaining results. The program is modeled after David Kennedy's work⁶ in other cities and designed to create a unified enforcement and community message regarding violence and its impact on the community and the consequences for continued violence.

2. Organizational Assessment

The Oakland Police Department is seeking a management review of the effectiveness of the systems and strategies used throughout the Department. This includes crime reduction

⁶ *Don't Shoot: One Man, A Street Fellowship & the End of Violence in Inner-City America*, David Kennedy.

strategies, effectiveness of technologies supporting crime reduction, relationships between the police and community, allocation of personnel to meet community service needs, effectiveness of criminal investigations, accountability practices (personnel management, audits, and internal affairs), effectiveness of organizational structure, current training courses offered by the Department, business and fiscal processes, and the overall management of the Department. This comprehensive review will assist the Chief of Police when making critical staffing and management decisions. With the above efforts underway, over the past year, there have been various discussions about the OPD culture and the need to make changes to attributes that do not advance constitutional policing. These discussions, in no way, apply a blanket statement that all attributes that comprise the OPD culture are defective and worthy of change; indeed, there are a number of cultural attributes that have positive results on the OPD's resiliency, performance, and ability to endure a very complex working environment afflicted by some of the nation's highest-crime rates and a recent set of historical events that make OPD unique when compared to other police department's experiences (e.g., March 21, Oikos, Occupy demonstrations, etc.).

Cultural attributes can promote areas key to an organization's well-being such as morale, loyalty, productivity, commitment/dedication, professionalism, capacity building, etc. However, cultural attributes can also breed informal forces that result in practices contrary to OPD's Vision and Mission. If left unattended, these cultural attributes contrary to the Vision and Mission can severely impact OPD's ability to sustain delivery systems, drive change, and reduce avoidable practices.

In order to change fundamentally OPD of any adverse cultural attributes that do not promote these articulated efforts/goals, and sustain NSA compliance in the long-term, OPD has advanced a department-wide review to surface the cultural elements that impeded these goals. OPD has identified a reputable group of police experts that are skilled at evaluating and developing an organizational assessment of the cultural attributes that result in advancing and adversely impacting the desired Vision and Mission—and the required corrective action plan to address needed change. This openness demonstrates the OPD's strong sense of reality, willingness to be candid about its positive and negative attributes, and commitment to fundamental change. By September 2012, OPD's goals are to award a contract to complete an organizational assessment and receive a final product by December. By December 2012, OPD will develop a set of actionable items, with the consultants, for implementing measures throughout OPD that effectuate the changes needed as identified through this review.

To build an OPD culture of continuous learning and improvement requires not only systems and procedures, but also training and development of staff. By January 2013, the OPD will have in place a revised leadership structure that places constitutional policing champions in higher profile (at an institutional level) and the OPD will maintain the consultants as advisors to this effort. This approach ensures that the OPD will continue to develop the capability and commitment of staff to implement and sustain efforts that result in the stated Vision and Mission.

Item: _____
Public Safety Committee
September 11, 2012

3. Reorganization

The current geographic bifurcated command organizational structure in the Bureau of Field Operations (BFO) is understaffed at almost every rank. Long term vacancies created operational and administrative challenges that impact compliance and our capacity to respond to crimes. However, when properly staffed, the current geographic command structure is a contemporary and effective law enforcement structure that can have positive impacts upon crime and disorder throughout the City while staying within budgeted overtime limits and goals. Staffing levels do not currently support a bifurcated patrol system and geographic command. Commanders are well aware of the crime and disorder issues that are present within their respective areas of responsibility; however, their limited resources impact their ability to address crime.

The International Association of Chiefs of Police (IACP) has long been recognized for its preeminence in the field of patrol staffing, deployment, scheduling and productivity. The IACP states, "It is common practice to divide the time available for field patrol activity equally, allowing one-third of an officer's time for response to calls for service; one-third of his or her time for crime prevention, community relations, and other proactive services that an agency may elect; and one-third for administrative duties such as writing reports, conferring with supervisors, and meals. Variations of this basic formula occur, especially in jurisdictions committed to problem-solving and/or neighborhood-oriented approaches. In these jurisdictions, the portion of time allocated for proactive activity *must be substantially greater*. Police agencies should consciously choose a policing style, recognizing that modifications have direct effect on staffing requirements. Agencies coping with budget constraints can choose to reduce uncommitted (discretionary), prevention-focused time, thus expanding the time committed to response to calls. This strategy reduces patrol staffing requirements, which may risk public safety. Alternatively, agencies can choose to be more proactive, allocating, for example, 40%, 45%, or 50% to of each officer's time to crime prevention, problem solving, community relations, and other proactive activities. This strategy intensifies (increases) manpower requirements. The IACP management survey staff prefers this more proactive approach to policing."⁷

Based upon the IACP recommendations, and the Department's limited staffing resources the Department is consolidating resources into a patrol function that is based on a watch period (temporal based). This will allow the deployment of officers Citywide to improve patrol coverage while utilizing less supervisory and command officers⁸. This will allow staff to be redeployed to other supervisory and command positions that are required but currently not staffed. The Problem Solving Officers will be reduced from the current 57 to 35 until staffing numbers return to levels that would allow for staffing the specialized units. 22 of these positions will become Crime Reduction Team (CRT) officers as allowed by Measure

⁷ IACP Patrol Staffing and Deployment Study <http://www.theiacp.org/>

⁸ Reorganizing consolidates units allowing six sergeants and three lieutenants to be redeployed to vacant positions.

Y⁹. These CRT officers will be consolidated to address Citywide crime trends. The Measure Y evaluator¹⁰ has stated that “CRTs have the flexibility to go to the locations experiencing spikes in violent crime and can work in teams and squads to implement law enforcement responses in a way that PSOs cannot because of Measure Y mandates. In a less resourced environment, having this type of resource is critical.” A community policing logic model was created involving 35 PSO and 22 CRT officers.

The community demands and OPD agrees that an open line of communication must be maintained for community policing to be successful. To that end, geographic accountability will take place at the PSO level and also at the Lieutenant level where geographic areas of responsibility will be assigned, establishing a single point of contact at the command rank. The watch based system will also improve command oversight by having a captain on each watch who is held accountable for addressing crime and public safety concerns.

4. Foot Patrol Assignments

Officers have been assigned to patrol on foot in commercial districts and neighborhoods throughout the City. An officer leaving the car and being seen in the community has a dramatic effect on how community members perceive safety in their neighborhoods. Also, officers become more familiar with community members, issues important to the community, and first-hand knowledge of the area. Overwhelmingly, OPD officers are welcomed enthusiastically whenever they find the time to “walk the beat” and get closer to the community they serve. Also, the Chief of Police, Assistant Chief of Police and Alameda County Probation Chief Harris as well as other agencies walk monthly in hotspot areas during evening hours contributing to crime reduction and improving relationships with the community.

5. Partnerships with Law Enforcement Agencies

The Chief of Police is focused on collaborating with external law enforcement agencies while implementing targeted crime fighting initiatives. Law enforcement agencies meet regularly with OPD to discuss crime trends, sit side-by-side with OPD staff at CompStat meetings, and focus on how to link their capabilities to crime fighting efforts. The Chief of Police meets monthly with representatives of law enforcement partners to share data and discuss upcoming operations. These agencies include:

- Alameda County Sheriff's Office
- Alameda County Probation
- State Parole
- Alameda County District Attorney's Office

⁹ Measure Y permits funding Crime Reduction Team positions

¹⁰ Resource Development Associates

- Oakland Public Schools Police Department
- Oakland Housing Authority
- California Highway Patrol
- U.S. Attorney's Office
- Bureau of Alcohol, Tobacco and Firearms

Recent collaborations include an enforcement operation with the U.S. Drug Enforcement Agency focusing on a major narcotic trafficking gang in East Oakland¹¹ and significant support in intelligence gathering, evaluation of operations among two or more agencies and both simple and complex enforcement operations. The civilian assistance is especially important to the sworn field enforcement components as criminal intelligence is essential to the effectiveness of an operation. Planned operations between the Oakland Police Department and other agencies routinely occur to address crime in Oakland. For example, OPD conducted two operations in the last four months that required full time commitments from numerous agencies throughout the San Francisco-Bay Area. Local, state, and federal agencies collaborated both in sworn peace officer and civilian capacities. The ATF for example, contributed significant resources over a four-month period that resulted in multiple arrests and seizures of dozens of guns. These efforts include the Gideon Operation and also multiple arrests of wanted murder suspects related to the killing of young Hiram Lawrence in West Oakland on December 9, 2011.

Another example is the partnership between OPD and the United States Marshall's Service to apprehend felony warrant suspects in Oakland. The focus was to apprehend wanted fugitives guilty of repeated violent offenses, specific to incidents occurring in the City of Oakland. Staff spent the first four weeks gathering criminal intelligence needed to locate the fugitives and to coordinate apprehension efforts with other agency contacts. The following is a list of twelve agencies involved that contributed resources to gather intelligence and apprehend fugitives:

1. Oakland Police Department
2. California Department of Corrections
3. United States Marshall's Service
4. Alameda County Probation Department
5. Federal Bureau of Investigation
6. Alameda County Sheriff's Office
7. Alcohol Tobacco & Firearms
8. Contra Costa County Sheriff's Office
9. Internal Revenue Service
10. San Francisco Police Department
11. United States Department of Justice
12. High Intensity Drug Trafficking Areas

¹¹ Burnout Family

These enforcement collaborations are essential for the Department due to OPD's fiscal restraints and insufficient staffing. Most of the fugitives knew they were wanted and were engaged in counter measures to avoid apprehension. The criminal intelligence provided by external law enforcement agencies was the most significant contributor to our success. For example, in five days five fugitives were apprehended. Their crimes included murder, sexually assaulting a child, multiple armed carjackings and armed robbery. In one of the operations there were three confirmed locations for three different wanted persons from three different incidents, all occurring in 2012 within the city limits of Oakland. Our three operational enforcement teams from various agencies had been exhausted. OPD was once again reliant on various city, county, and federal agencies for additional assistance. Without their assistance, these dangerous and violent fugitives would most likely not have been apprehended any time soon.

COPS Grant

Another recent example is OPD's collaboration with the Oakland School Police Department to develop the grant funded Community Oriented Policing Services In Schools program including funding for 24 full-time officers to be assigned to different schools. Half of the officers will handle enforcement related issues while the second half will focus on much needed mentoring services for students. Six middle schools have been selected based on crime data and other criteria. The enforcement officers will focus on providing safe passage for students traveling to and from school. The mentoring officers will work closely with school site officials to identify and mentor at-risk youth with the goal to improve their attendance and eliminate other at-risk behaviors. The City is currently in the process of finalizing job descriptions, meeting with the individual school sites and surrounding communities to address their specific safety challenges, and addressing issues raised by the police union. The project manager and working group have had individual and group meetings with the respective principals and affected community members to clarify the roles of officers and to address questions and concerns. Community members and principals were also invited and encouraged to be part of the selection process.

6. Technology

Mini Emergency Operations Center at the Police Administration Building - The new OPD Department Operations Center (DOC) has the capability to access mission critical OPD applications and databases, live radio traffic, City business applications, surveillance cameras, port security cameras, law enforcement databases, GIS maps, crime reports, live video feed, and many other County and State information sharing and collaboration applications. The new DOC will allow OPD to have Emergency Operations Center (EOC) type technology and operation setup at the PAB to handle law enforcement incidents.

PAS2 Consultant Selection - OPD is seeking assistance for the design, development, and implementation of a next generation Personnel Assessment System (PAS). OPD coordinated with DIT and Contracts & Compliance, Office of the City Administrator, and used the

solicitation process to select a consultant based on the proposal review and interview process. OPD is planning to finalize the contract terms and seek Council's approval to start the development work.

Digital Voice Logging System – A new digital voice logging system is installed for OPD and OFD dispatch centers. The new voice logging system provides the ability to connect from anywhere in the City to access the audio traffic. The audio with the event information is captured and stored – accurately, efficiently, and easily. The new system provides the ability to reconstruct, review, organize, manage and share this information with others.

Next Generation 911 System upgrade – The Next Generation 911 System (NG911) switch is deployed at the OPD 911 Center and the legacy 911 services are transformed into the next generation 911 system at the Primary Public Safety Answering Point (PSAP). The current 911 system's core infrastructure is built on an antiquated platform that is unable to support new consumer expectations. The NG911 system switch will help the City to adopt and implement new and more efficient 911 services that will provide many benefits to Oakland residents. The NG911 platform will enable first responders to support today's prevalent technologies like text, video, or photos and offer means to easily adapt and deal with call congestion or workload overflows. NG911 provides the ability to accept multimedia data (e.g. text, video and photo) and improves interoperability, call routing, PSAP call overflow, and location accuracy. NG911 strengthens system resiliency and reliability, as well as increases opportunities to achieve fiscal and operational efficiency through cost-sharing arrangements.

ShotSpotter System Expansion and Upgrade – The ShotSpotter Gunfire Location and Alert Service is upgraded and the new client is deployed into OPD Patrol Vehicles. The centralized analytical processor is maintained at the ShotSpotter Data Center, which is staffed by ShotSpotter personnel 24 hours a day, 7 days a week to pinpoint, analyze and coordinate response with OPD communications and personnel in the field within 45 seconds of system activation. ShotSpotter alerts are sent simultaneously to the OPD 911 Dispatch Center and to the mobile computers in all police vehicles in the field via an internet based program. This alert contains a ShotSpotter report, Google map depicting shot locations and direction of the shooter, and an audio file for immediate playback. Also, Council approved the expansion which covers Fruitvale & North Oakland areas. These areas were selected due to crime data including calls reporting gunshots, violence, & other data. ShotSpotter is installing the system now and expects to be finished by September 2012.

Upgrade of Evidence Management System in OPD - The OPD Special Operations Unit and Evidence Technicians collect thousands of images, pictures, audios and videos from crime scenes. This multimedia data needs to be cataloged, linked, stored and archived in a database for investigation purposes. DIT completed upgrading the technological solution, including hardware, software, and end-user equipment to update the Oakland Police Department's digital image evidence system. This application works exclusively with law enforcement

Item: _____
Public Safety Committee
September 11, 2012

agencies, and provides the most compatible digital evidence technology, and it will work seamlessly with the Department's current digital evidence management system utilized by the Crime Lab.

Public Safety UPS Upgrade and Battery Replacement - The Department of Information Technology successfully installed and replaced critical UPS systems located at the Emergency Operation Center, Police Administration Building and OPD Eastmont Mall substation. These critical systems are necessary in the case of a PG&E power failure. Prior to the installation and replacement of these systems the Emergency Operations Center, Police Administration and Eastmont Mall Police substation experienced extended power outages when PG&E power was lost. These critical locations now have the ability to survive both short and long term outages with the necessary equipment in place.

OPD Auto Retrofit Project – Dell laptop computers will be replaced with Panasonic Toughbook laptop computers in patrol vehicles. OPD selected Lehr Autos to retrofit 149 Patrol Cars for new laptops and mounting brackets. The installation work will start in September, and is expected to be completed by the end of 2012.

CAD/RMS/FBR Consultant Selection – OPD is seeking assistance for the design, development, and implementation of a next generation 911 Computer Aided Dispatch (CAD), Records Management System, and Field Based Reporting systems. The proposals are being reviewed and ranked by various stakeholders in OPD, and the final selection will be made to start the Business Requirements collection process to develop a RFP.

New Information Technology Supervisor Position Added- In the FY2011-12 midcycle budget OPD had an Information Systems Supervisor position authorized in its budget. This position will work with DIT to serve as an OPD hardware/software expert and project manager. At the time of this report staff is reviewing the documentation necessary to fill this position.

License Plate Readers (LPR)- Eight more LPRs were recently installed in patrol vehicles. LPRs are an invaluable tool supporting the quick identification and apprehension of offenders using vehicles to facilitate their crimes. Fourteen patrol vehicles are now equipped with this technology.

7. Gang Injunctions/Nortenos

On February 21, 2012 Superior Court Judge Robert Freedman signed the final order granting preliminary injunction in the People v. Nortenos matter. All 38 defendants were served through their counsel on February 29, 2012. OPD conducted training on enforcement of the injunction in June 2012. On July 12th, OPD officers observed one of the defendants in the safety zone. When the defendant noticed OPD he ran from the officers, fleeing through resident's yards. While he was running he discarded a firearm. He then broke into two houses while the residents were inside and tried to hide from the police inside the homes. Before

Item: _____
Public Safety Committee
September 11, 2012

surrendering, he stole \$300 from a wallet of one of the occupants. He was arrested for being a felon in possession of a firearm, carrying a stolen loaded firearm, burglary, receiving stolen property, and criminal contempt for violating the gang injunction.

He was inside the safety zone and in violation of multiple provisions of the injunction, including the prohibition against possessing a firearm, trespassing, and wearing the color red. The DA charged the defendant with being a felon in possession of a firearm, two counts of unauthorized entry of a residence with a person present, petty theft, and disobeying a gang injunction. He pleaded to the charge of being a felon in possession of a firearm and received 12 months in county jail and five years probation. In addition to the above incident, the same defendant was contacted in the safety zone on March 19 when he was the victim of a carjacking. On April 21, 2012 another defendant was contacted by Hayward PD in Hayward and arrested for possession of a loaded firearm.

8. Youth Protective Ordinance

The practical reality of the necessary partnerships and planning that must take place prior to adopting a youth protective ordinance or any other ordinance in light of current staffing, resources, and budgeting constraints must be addressed in order for this strategy to be successful.

For example, under a youth protective ordinance, the parents of the violating minor may be cited. A problem with implementation will arise when officers are unable to identify a minor. Ideally in such circumstances, when there is no identifying information available on the minors' parents, the minor would be transported to an assessment center and the parent would be cited once the parent/guardian is identified. However, there are no assessment centers operating in the City of Oakland that would meet the conditions necessary to provide the appropriate support during the hours in which this ordinance would impact minors.

Further, staff believes that the adoption of a youth protective ordinance will not achieve the desired outcome unless the following issues are addressed:

- Staffing levels will not allow for full implementation or regular enforcement of these ordinances.
- It is unlikely that sufficient resources exist to provide assessment center or referral services.
- A serious and significant gap exists for intervention/support services for youth during the hours proscribed by the ordinance in the City of Oakland which makes enforcement and the desired result unlikely.
- There are significant concerns regarding lack of resources and referral services available to officers in relation to the detention of minors.
- There are no resource centers or community resources where officers may take minors during the hours proscribed by the ordinance.

Item: _____
Public Safety Committee
September 11, 2012

- The allocation of County resources, including support from the District Attorney, Probation Department, CPS, courts of law, and mental health services are not committed at this time.

Staff will seek to implement, to the extent possible, any ordinance adopted by the City Council. However, resources must be identified and committed to ensure successful implementation. Also, this strategy requires officers to receive training specific to the new law. Field level enforcement can begin only once all members of the Oakland Police Department Patrol Division have received the requisite training as determined by the Chief of Police.

9. Academy and In-Service Training

On September 6-7, 2012, representatives from the Commission on Peace Officers Standard and Training (POST) will be conducting a site visit on the Oakland Police Department Basic Academy. If the recertification is successful the Academy is scheduled to start September 17th with 60 police officer trainees in attendance. OPD's Academy is presented by OPD training staff and most of the instructors are police officers employed at OPD. The academy schedule is rigorous and requires a commitment from the Department to provide instructors from practically every Division.

OPD is also currently presenting continuous 40 hour professional training courses for sergeants. The course is POST certified and provides OPD supervisors with the mandated training curriculum. All 110 OPD sergeants must complete the course. The next course being presented is for officers to satisfy the requirement to receive 40 hours of POST certified training every 24 months. All 494 officers are required to attend the 40 hour class. In a two-year cycle, sergeants and officers are required to attend a 40-hour Continual Professional Training school. In addition, lieutenants, captains, and chiefs must attend an eight-hour command school every quarter. Every member, including commanders and chiefs, must also attend a ten-hour range qualification and other mandated training that is specific to his or her rank and/or assignment. Overtime is not authorized to attend these training events, so the position the member regularly holds must either be backfilled by overtime or left vacant. Also, training safety and other requirements limit attendance to a maximum of 16 people in each training session, which prolongs the training series and puts downward pressure on backfilling vacancies.

POLICE DEPARTMENT STAFFING

Increases in crime, combined with the staffing and budgetary challenges faced by the City and Department call for rapid and sustainable strategic efforts focused on reducing gun related violence and robberies. Sustainability is the challenging aspect of any violence reduction plan, due to a high demand for service, inadequate staffing (sworn and non-sworn), and changing Department priorities. Oakland is an extremely busy city requiring a fully staffed and robust

Item: _____
Public Safety Committee
September 11, 2012

police department capable of handling the almost daily incidents involving serious felonies, crowd control, calls for service, and other major incidents. In order to mitigate declining sworn staffing the Mayor and City Administrator recommended that City Council fund two police academies in the FY2012-2013 budget. Council agreed and approved funding for both academies.

To understand the consistent and constant call from OPD leaders for maintaining staffing levels of officers and civilians it is necessary to understand the current situation as well as historical conditions the City of Oakland has been challenged with since at least 1985. This section of the report provides a current review of police officer staffing in OPD and a historical view of OPD related to service demands and OPD's capacity to provide service responsive to the needs of the community.

Current staffing of sworn members, as of August 3, 2012, is at 640 sworn positions. 494 positions are police officers and the remainder is sergeants, lieutenants, captains, and executive team sworn members. However, 57 are Problem Solving Officers and 24 are soon to be School Resource Officers leaving only 413 available for duty assignment. 86 are off-duty due to an injury, illness, or are on-duty but have medical restrictions that prevent them from being assigned to the field¹². The majority of the remaining 327 officers are assigned to the field (patrol), criminal investigations, internal affairs, special operations, training, and other critical units. The Department anticipates that a fully enrolled academy will begin in September, 2012. OPD's authorized sworn strength, per the 2011-13 police budget is 661 officers in FY11-12 and 613 officers in FY12-13, including 24 COPS Hiring Grant officers.

Table 1 details each sworn classification and indicates how many positions are authorized and filled as of August 3, 2012. OPD currently has 20 sworn vacancies and 44.5 non-sworn vacancies totaling 64.5 vacancies. There are no Police Officer Trainees (academy recruits).

Table 1: OPD Personnel Distribution Report 4-10 Aug 12

Class #	CLASSIFICATION	AUTHORIZED	FILLED	+/-
EM122	Chief	1	1	0
EM237	Assistant Chief	1	1	0
EM135	Deputy Chief	3	2	-1
PS107	Captain	10	9	-1
PS152/PS194	Lieutenant	27	23	-4
PS178/179/192	Sergeant	124.00	110	-14
PS168/190	Police Officer	495.00	495	0
	TOTAL MEMBERS*	661	641	-20
TOTAL NON-SWORN		328.65	283.15	-44.50

¹² Evaluations of injuries and work restrictions are determined by the medical provider of the employee.

Item: _____
 Public Safety Committee
 September 11, 2012

TOTAL PERSONNEL	989.65	924.15	-64.50
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PS 169	Police Officer Trainees	0	0	0
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OPD's sworn staffing is at historically low levels. Table 2 shows sworn staffing levels since 2000. From January 2009 through January 2012 OPD lost 188 sworn members through attrition, layoffs, disability retirements and other separations resulting in the lowest sworn staffing in over 12 years. The 188 lost members resulted in OPD having to disband several units critical to crime fighting in Oakland: Crime Reduction Teams, Targeted Enforcement Task Forces, Traffic Enforcement, Parole and Corrections Team, Foot Patrol, criminal investigative teams, and others. The last Basic Recruit Academy presented by the Oakland Police Department was in 2008.

Table 2 – Sworn Staffing Since 2000

Month-Year	Sworn Staffing	Net Increase or Decrease
Jan-00	675	N/A
Jan-01	743	+68
Jan-02	732	-11
Jan-03	775	+43
Jan-04	756	-19
Jan-05	704	-52
Jan-06	683	-21
Jan-07	699	+16
Jan-08	736	+37
Jan-09	830	+94
Jan-10	780	-50
Jan-11	656	-124
Jan-12	642	-14

OPD has steadily reduced sworn staffing since July 2010 when 86 members separated from OPD. Since then sworn staffing has declined without any significant additions until an academy graduated 25 officers in August 2011. The next anticipated academy graduation won't be until January 2013 when an estimated 40 officers will enter the Field Training Program. If 40 officers graduate sworn staffing will reach 647 total sworn, 34 more than authorized strength (613 sworn) but still the second lowest number of sworn in over a decade.

Table 3 indicates historical sworn staffing and projected staffing based on an estimated attrition of 5 sworn per month. Based on the assumption that only two academies are presented and each academy produces 40 police officer graduates, by June 2014 sworn staffing will still dip to a new low of only 607 sworn members, 6 under the authorized strength of 613.

Table 3 clearly charts in real numbers what happens when attrition is ignored and academies are not presented.

Table 3 Sworn Staffing: Historical and Projected

Authorized FTE 723		Authorized FTE 669										
FY10-11	Jul-10	Aug-10	Sep-10	Oct-10	Nov-10	Dec-10	Jan-11	Feb-11	Mar-11	Apr-11	May-11	Jun-11
Filled	775	687	684	679	673	670	660	653	662	657	647	641
Attrition	(86)	(7)	(3)	(7)	(4)	(12)	(5)	(1)	(6)	(10)	(6)	(4)
Hires	0	2	0	0	0	0	0	10	1	0	0	0
Ending Filled	687	682	681	672	669	658	655	662	657	647	641	637
Over/(Under)	(36)	(41)	(42)	(51)	(54)	(65)	(14)	(7)	(12)	(22)	(28)	(32)
Authorized FTE 636		Authorized FTE 661										
FY11-12	Jul-11	Aug-11	Sep-11	Oct-11	Nov-11	Dec-11	Jan-12	Feb-12	Mar-12	Apr-12	May-12	Jun-12
Filled	637	632	655	653	647	645	643	651	659	657	652	647
Attrition	(6)	(2)	(4)	(6)	(3)	(4)	(3)	-	(5)	(5)	(5)	(5)
Hires	1	25	2	0	1	2	11	8	3	0	0	0
Ending Filled	632	655	653	647	645	643	651	659	657	652	647	642
Over/(Under)	(4)	19	17	11	9	7	15	23	21	16	11	6
Authorized FTE 613		Authorized FTE 661										
FY12-13	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13
Filled	642	637	632	627	622	617	612	647	642	637	632	627
Attrition	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)
Hires	0	0	0	0	0	0	40	0	0	0	0	0
Ending Filled	637	632	627	622	617	612	647	642	637	632	627	622
Over/(Under)	24	19	14	9	4	(1)	34	29	24	19	14	9
Authorized FTE 613		Authorized FTE 661										
FY13-14	Jul-13	Aug-13	Sep-13	Oct-13	Nov-13	Dec-13	Jan-14	Feb-14	Mar-14	Apr-14	May-14	Jun-14
Filled	627	662	657	652	647	642	637	632	627	622	617	612
Attrition	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)	(5)
Hires	40	0	0	0	0	0	0	0	0	0	0	0
Ending Filled	662	657	652	647	642	637	632	627	622	617	612	607
Over/(Under)	49	44	39	34	29	24	19	14	9	4	(1)	(6)

OPD's inability to meet community expectations to respond to calls for service is not a new problem. The gap between what service OPD can provide and what service the community expects is very wide indeed. Any police department's core mission has to be to have the capacity to respond quickly to emergency calls and even some non-emergency calls for service. Too often OPD cannot respond in a timely manner or at all to calls for service depriving officers of the opportunity to solve a crime or help a citizen. This reduced capacity does not consider or address that a poorly staffed department directly impacts its ability to sustain crime fighting efforts outside of the Patrol Division, such as Criminal Investigations, Special Operations Section, Vice Crimes, and Traffic Enforcement.

Tables 4, 5 and 6 represent data collected from California's largest municipal law enforcement agencies in 2009 by consultant Scott Bryant for inclusion in OPD's Strategic Plan in 2010. In Table 4 crime reported per 100,000 population is compared by city. Oakland had almost twice the reported crime as the next highest city. This is just one indicator of the high demand for service OPD must address every day.

Table 4 Demand For Police Service: Reported Crime Per 100,000 Population in 2009

Anaheim		340						
San Jose		342						
San Diego			438					
Santa Ana			485					
Fresno			591					
Los Angeles			592					
Long Beach				642				
San Francisco				705				
Sacramento					866			
Oakland								1592
	0	200	400	600	800	1000	1200	1400

Source: OPD Strategic Plan Document 2010 (San Diego PD did not respond when surveyed)

Tables 5 and 6 represent data collected regarding how fast law enforcement agencies respond, in minutes, to priority one (emergency) calls and priority two (non-emergency but urgent) calls for service. Table 5 clearly shows that OPD's average response time to an emergency call for service is nearly twice the next slowest agency. OPD averaged 14.8 minutes to respond to a 911 call compared to the fastest time of 4 minutes (Long Beach). The next slowest time behind OPD was Anaheim, taking 7.9 minutes to respond.

Table 5 Police Service Standards- Response Times to Priority 1 Calls for Service in 2009

Long Beach			4.0					
San Jose			4.8					
Los Angeles			5.6					
Santa Ana				6.1				
Fresno				6.5				
San Francisco				6.5				
Sacramento				7.3				
Anaheim				7.9				
Oakland								14.8
	0	2	4	6	8	10	12	14

Source: OPD Strategic Plan Document 2010

Table 6 shows OPD's average response time to an urgent, but non-emergency call was 71 minutes. These response times will not improve without a significant increase in sworn staffing in patrol, are not acceptable, and do not support our crime reduction efforts or our mission to provide efficient service. Response times must be reduced significantly if Oakland expects to improve public safety.

Item: _____
 Public Safety Committee
 September 11, 2012

Table 6 Police Service Standards- Response Times to Priority 2 Calls for Service in 2009

San Jose	10.5							
Long Beach	10.6							
Fresno	13.3	In Minutes						
Santa Ana	13.4							
Sacramento	13.9							
Los Angeles	14.8							
San Francisco	16.7							
Anaheim	16.9							
Oakland							71.0	
	10	20	30	40	50	60	70	80

Source: OPD Strategic Plan Document 2010

Response times can be reduced to select calls by limiting what types of calls require a response (call screening) and by stacking calls (creating a backlog) thereby reducing the ratio of calls to officers available to respond to calls. OPD uses both of these call reduction strategies now. However, neither of these options results in an officer responding to the screened or backlogged calls in a timely manner or at all.

For example, backlogs are routinely created when demand outpaces OPD's ability to respond and calls for service "stack up" on the dispatcher's computer screen. Table 7 is an email notification sent from the Communications Division on August 4, 2012 advising commanders that at 10:30pm there were 77 calls backlogged awaiting an available officer for assignment. No officers were available for any of these calls. Fortunately, per this email notification, none of the backlogged calls were emergency calls (priority 1)¹³, however, a total of 49 backlogged calls were urgent non-emergency calls (priority 2)¹⁴. Recently, as many as 130 calls were backlogged and 50-90 calls backlogged is a common occurrence.

¹³ Priority 1 calls are situations involving an imminent potential for serious injury to persons, an expedited response will prevent a crime of violence, a serious public hazard exists, an expedited response will enhance the likelihood of apprehending a felony suspect, an expedited response is necessary to protect other public safety, Fire or EMS responders, and missing/runaway juveniles less than 16 years old or "at risk".

¹⁴ Priority 2 calls are urgent, but not an immediate emergency. This includes, but is not limited to any call involving an in-progress dispute with violence potential; suspect(s) on the scene [whether in or out of custody]; hazard or serious inconvenience to an individual or the general public, in-progress misdemeanors, just-occurred felonies or misdemeanors when an expedited response may enhance the likelihood of apprehending a suspect that is no longer on the scene, and stolen vehicle reports.

Table 7: Total Calls Standing City Wide: 77

Date: 4Aug12 Time: 10:30pm	BFO 1	BFO 2
Priority 1	0	2
Priority 2	27	22
Priority 3	16	10
Total	43	34

The better option to improve response times and support public safety crime reduction strategies is to properly staff OPD so that each call will result in the appropriate number of officers responding within just a few minutes or less to emergency and urgent calls for service. The first step to address staffing is to ensure attrition does not negatively impact total staffing. In other words, we must have academies producing enough new officers to at least offset attrition.

Academies produce police officers who can backfill vacancies created by attrition. Without new officers to backfill for vacancies OPD must use overtime to backfill, collapse units into patrol, or leave the position (beat) vacant. Over the last 27 years several consultants and experts assessed OPD's staffing and recommended appropriate numbers for patrol deployment based on the demand for service and shift configuration at the time of the study. In order to sustain successful results, additional staffing is needed in patrol and specialized units: such as a dedicated Narcotics Unit, Crime Reduction Teams, a Parole and Probation Supervision Team, a dedicated Prostitution Enforcement Team, increased criminal investigation staffing, foot patrols, Traffic Enforcement (motors), a Domestic Violence Intervention Unit, an Electronic Tracing Unit and of course backfilling for vacancies in patrol. Backfilling is desperately needed to fill beats and replace positions left vacant by officers who retired or separated.

To answer the question regarding "what is the appropriate number of officers?" this report references four management studies/resources from 1985 to 2012:

- (1) Police Executive Research Forum (PERF) *Management Study of the Oakland Police Department* (1985)
- (2) Etico Solutions *OPD Staffing Study* (2007)
- (3) Police Resource Optimization System (2010)
- (4) Frazier Group LLC *Independent Investigation Occupy Oakland Response* (2012)

Each of the management studies concluded, with great certainty, that OPD is severely understaffed given the high demand for service and the nature of crime occurring in Oakland

every day. The span of time between these reports is 27 years. Each report is consistent in its recommendations for significant and immediate increases in patrol staffing.

In 1985 the Police Executive Research Forum (PERF) completed a 257 page report (*Management Study of the Oakland Police Department*). Regarding staffing patrol, the report concluded:

“Based on the goal of having no more than 35%¹⁵ of an officer’s time consumed by calls for service, there should be 36 officers usually at work on the midnight shift, 61 on the day shift, and 78 on the evening shift. But, that is the actual number of officers that should be working. In order to account for the number of scheduled days off, vacations, sick leave and other absences a factor of 1.83 is used for each shift. That is, for every one shift position to be staffed, 1.83 need to be assigned. This then results in the following recommended per platoon (shift): midnight 67 officers, day 111 officers, evening 143 officers for a total of 321 officers for patrol response.” OPD currently has 286 officers for beat assignments but only 227 are actually available for full duty due to injuries and illnesses.

In 2007 Etico Solutions conducted a comprehensive study of OPD’s calls for service and officer vacancy rates for a 12 month period.

In 2007, 251 officers were assigned to patrol, including technicians and canine officers. Based on the high demand for service and the vacancy rate, Etico Solutions concluded the appropriate shift relief factor to be 2.384. That is, for every one shift position to be staffed, 2.384 needed to be assigned. The likely reason for the variance between the PERF recommendation and Etico’s is two-fold: (1) in 1985 OPD’s shift configuration was based on a core shift of five, 8 hour days vs. in 2007 when the core shift was four, 10 hour days, and (2) PERF did not have a comprehensive set of calls for service data that was made available to Etico after advancements in technology in the Computer Aided Dispatch application market¹⁶. Etico’s analysis is based on actual calls for service entered into the dispatch system and is more reliable.

Using the shift relief factor of 2.384, Etico calculated how many officers were needed to handle calls for service and still have unobligated time for problem solving and preventative patrol. Etico concluded that OPD officers in patrol spent practically all of their time on obligated duties, such as calls for service. However, it has always been a very elusive goal for OPD to have sufficient officers assigned to patrol to provide time for preventative patrol and other unobligated duty assignments.

¹⁵ POST recommends patrol officers have 33% of their time available for crime prevention, problem solving, community relations, and pro-active activities. IACP recommends 40-50%.

¹⁶ OPD implemented the Motorola CAD System in 2003

Table 7 provides examples of activities (considered obligated time) that officers are assigned to handle. In 2007, Etico determined that OPD patrol officers spend almost 99% of their time handling such assignments and are almost never available for preventative patrol and other assignments (considered unobligated time). Examples of unobligated time are listed in Table 8.

Table 7 Calls for Service and other Obligated (required) Activity Examples

Shooting	Missing Person	Roll Call Briefing
Burglary in Progress	Psychiatric Evaluation	Mandatory Training
Walk In Report	OFD Assist	Court Appearance
Check Welfare	Heart Attack/Stroke	Community Meeting
Vehicle Collision	Administrative	Stolen Vehicle

Table 8 Unobligated (discretionary) Activity Examples

Preventative Patrol	Traffic Enforcement	Mentoring
Narcotics Enforcement	Security Checks	Community Events
Problem Solving	Meal and Rest Breaks	Flea Market Checks
Walking Patrol	Truancy	Bar/Club Checks
Case Follow Up	Bicycle/Foot Patrol	Parking Enforcement

Etico concluded that OPD patrol officers frequently were assigned outside their normal beat assignment (cross beat dispatching) which led to less familiarity with the beat and longer response times. The report also concluded that running from call to call and mandatory overtime to fill beats was leading to officer burnout as evidenced by very high incidents of sick and injury leave. Five years later, this same scenario exists today. Sick leave and on-duty injury absences are known to be indicators of officer fatigue and officer burnout.

In 2007, in order for OPD officers to have had 30 minutes (50%) out of every hour for preventative patrol 591 officers were needed. In order for officers to have 20 minutes (33%) 443 officers were needed and to have had 24 minutes (40%) 492 officers would have been needed in patrol. Etico concluded: "The main finding of this study is that the BFO (patrol) is grossly understaffed for the workload that must be accomplished. This is seen in the Computer Aided Dispatch data workload results even when using conservative call for service times and a conservative shift relief factor. A visit to the dispatch center will verify a call holding stack at almost any hour of the day; yet another of the BFO's inability to keep up with the required workload due to understaffing. Simply put, the agency needs to increase staffing in the BFO. Change needs to come quickly in this situation. The absentee rate is abnormally high and calls for service are being held routinely at the dispatch level. The combination of a high workload, high crime rate, and extremely short staffing will only deteriorate existing performance levels even farther as time passes without intervention."

Item: _____
Public Safety Committee
September 11, 2012

The Department's Police Resource Optimization System (PROS), purchased in 2010, utilizes sophisticated mathematics and algorithms, along with current CAD data, to optimize resources.

The system identifies required patrol staffing requirements based upon actual workload. The Department is able to compare our current and projected staffing levels to the IACP common practice of 33% split in officer's time. Our current patrol deployment of 288 beat officers, assuming every officer is full duty, allows for 9% of an officer's time to activities other than response to calls. This is far below the common practice of 33% and the higher levels recommended. This is considered critically low. Staffing projections estimate that patrol beat staffing will be reduced to approximately 220 beat officers before the next scheduled academy graduates are operating in the City independently as officers. It is not anticipated, even with three academies by the end of 2013 that patrol beat staffing will return to current levels. The PROS system will not accept the input of officer staffing numbers below 249 as the number is not deemed sufficient to adequately handle the workload.

In June, 2012 the Frazier Group LLC prepared another report "Independent Investigation Occupy Oakland Response."

Frazier Group found "the abilities of OPD to conduct crowd management and unusual occurrence response have been significantly challenged due to decreased staffing and budget shortages. Substantial and cumulative budget cuts and personnel losses have seriously weakened the Department."

"According to the published FBI Uniform Crime Reports, in 2000 OPD had a total of 1131 law enforcement personnel (sworn and civilian). In 2010 this number had been reduced to 935 (-17%). This has caused significant morale issues and "brain drain" within the Department. Given the operational challenges of high crime, repeated civil disorder events, and community distrust, the Department is struggling to handle a workload demand that far outstrips its current staffing level. OPD is so busy trying to keep pace with the operational requirements of daily events that they have little time or resources for strategic long-term improvement. The resulting problems play out in the media on a routine basis, further undermining the community's confidence in its police department. The fact that OPD has reduced its operating force from 837 sworn to approximately 650 sworn by 2011 has significantly diminished its ability to deploy sufficient numbers of resources to major events." The report also noted that from 2000-2010 Oakland's violent crime increased 25% although sworn and civilian staffing decreased 17%.

The Frazier Group also compared Oakland's staffing¹⁷ to some of the largest California police agencies (Table 9). Considering that Oakland is consistently ranked as one of the most violent cities in California¹⁸ it is clear that Oakland should also have the highest sworn per population ratios. Oakland also ranks highest violent crimes per officer when compared to the same cities.

¹⁷ Data extracted from FBI Uniform Crime Reports (UCR)

Table 9: California Police Department Size Comparisons-2010

City	Population	Sworn Officers	Civilian	Sworn per 1000 Population	Violent Crimes	Violent Crimes per Officer
Fresno	484,734	793	214	1.64	3034	3.8
Long Beach	462,267	889	363	1.92	2720	3.0
Los Angeles	3,841,707	9,858	2,896	2.57	21,484	2.2
Oakland	409,723	674	261	1.64	6267	9.3
Sacramento	472,469	696	323	1.47	4112	5.9
San Diego	1,313,433	1,863	653	1.42	5616	3.0
San Francisco	818,594	2,250	379	2.75	5747	2.6
San Jose	970,252	1,259	365	1.30	3215	2.6

Source: FBI UCR 2010

MOVING FORWARD

There is no doubt that OPD is understaffed and not capable of meeting the service demands of the community it serves. The Department falls short in providing the core service of responding to emergency calls for service because there are not enough officers to handle the workload. This is not a new finding nor is it unknown to the community. Regardless, OPD will continue to strive to implement the strategic plan until 2013 and make necessary adjustments dependent upon resources available from 2013-2016. Throughout this time frame the OPD, other City departments, and outside agencies will continue to analyze data, leverage resources, make appropriate adjustments, implement best practices, and utilize limited resources as efficiently as possible. Due to the shortage in sworn staffing, the OPD will have to continually assess their response to crime City-wide to deal with potentially increased demand and decreased resources.

ANALYSIS

The City of Oakland has a crime problem that impacts its residents and alters lives forever. With a generation of young people at risk of becoming victims or perpetrators of crime in Oakland, now is a critical time for a new approach to public safety to take place. While various strategies have been implemented, it is the intelligence-led, strategically focused strategies (dependent on force multipliers) that have been the most effective.

However, OPD does not have sufficient resources to address the voluminous crime problems challenging public safety today; therefore, a creative approach and reliance on internal and external resources is key along with a commitment to maintain staffing levels necessary to provide police services. Real time crime data analysis and a process to ensure commander's

¹⁸ Based on data from UCRs.

responsiveness (CompStat), ensures that OPD is strategically focused on the right people and the right locations. As crime is impacted beat officers will have fewer violent crimes in which to respond and investigate, fewer perimeters to establish and staff, fewer victims to interview, fewer offenders to apprehend, and fewer reports to prepare. Less violent crime in just one area of the City translates to increased, unobligated time for every patrol officer, and more time to proactively address other crime problems.

The Violence Reduction Plan requires a sustainable effort in the problem areas even when crime is reduced to ensure a permanent change. Our community sees the difference and is taking back their neighborhoods; all signs indicate that this plan is effective.

However, insufficient staffing levels of police officers significantly increases risks to officers as well as the community. A poorly staffed police department translates to increased response times to emergency and non-emergency calls, reduces opportunities to engage in problem solving activities, and reduces opportunities to build meaningful relationships with the communities we serve. OPD cannot consistently staff and implement crime reduction strategies with the current staffing levels. Simply stated, Oakland cannot maintain low police and civilian staffing levels and still expect an efficient and productive police department.

PUBLIC OUTREACH/INTEREST

It is in the City's best interest, as well as the residents of Oakland to reduce violent crime, ensure public safety, and permanently change neighborhoods so that everyone feels safe.

COORDINATION

Other City Agencies affiliated with the April 11, 2012 plan include but are not limited to: the City Attorney's Office, Office of the City Administrator, Office of the Mayor, Fire Department, Department of Human Services, Public Works Agency, Department of Information Technology, Oakland Parks and Recreation, and Library Services.

Other law enforcement agencies affiliated with the plan include but are not limited to: State Parole, Alameda County Probation, Alameda County District Attorney's Office, United States Marshall Service, United States Attorney's Office, BART PD, Oakland Housing Authority PD,

Oakland Unified School District PD, FBI, DEA, United States Secret Service, ATF, Alameda County Sheriff's Office, and CHP.

SUSTAINABLE OPPORTUNITIES

Economic: Reducing violent crime, saving lives, and improving public safety encourages retention and growth of both residential and commercial populations; thereby increasing revenue through property and sales taxes.

Item: _____
Public Safety Committee
September 11, 2012

Environmental: There are no environmental opportunities.

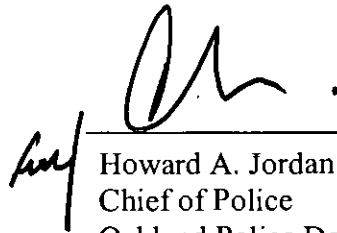
Social Equity: Citizens deserve to have a City that is safe for them to live, play and work. Oakland is an amazing City, rich in culture and physical characteristics available in some of the most desirable destinations in the world that must have a public safety record to match.

CONCLUSION

Violence reduction plans and the Oakland Police Department's commitment to public safety are based on thoughtful and thorough strategies that make the most of our partnerships in light of severely limited resources. Our data and analysis are evidence based, and the strategies built are founded on best practices which have proven successful in other cities. The Oakland Police Department is committed to fighting crime in the most effective manner possible and within the boundaries of the U.S. Constitution in order to relieve our community of the burden, fear, and tragedy of crime; however, we must be provided the resources to execute the mission and yield results. One of the most vital resources needed to implement and sustain crime reduction strategies are police officers. Without police officers to perform the heavy lifting, much less, not more will be moved. Police Academies must be continually held to offset attrition.

For questions concerning this report, please contact Assistant Chief Anthony Toribio at extension 238-3958.

Respectfully submitted,


Howard A. Jordan
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Oakland Police Department

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Item: _____
Public Safety Committee
September 11, 2012

COUNCILMEMBER BRUNNER, BROOKS, DE LA FUENTE ALTERNATIVE					
		Mayor's Office	One- Time	Ongoing	Total
1	Remove	50% Special Assistant transfer from Measure Y to GPF	\$0	\$100,000	\$0
		City Administrator			
2	Alternative	Civilianize Office of Inspector General (Move to City Administrators Office, Fund at \$300,000)	\$0	\$300,000	\$300,000
3	Maintain	CPRB Positions transfer to 1010	\$0	\$410,000	\$410,000
4	Alternative	Contract Compliance Assistant transfer to Non-General Fund 1010	\$0	\$0	\$0
5	Maintain	Fund Graphic Designer Position	\$0	\$125,000	\$125,000
		Office of Neighborhood Investment			
6	Maintain	Cultural Center Insurance transfer to GPF	\$0	\$63,000	\$63,000
		Office of Economic and Workforce Development			
7	Alternative	Add Director of Economic Development (Only fund at 60% \$154,000)	\$0	\$154,000	\$154,000
8	Maintain	Add Urban Economic Analyst	\$0	\$133,000	\$133,000
9	Remove	Add Additional Economic Development Staff	\$0	\$300,000	\$0
10	Maintain	Delete UEAIII/ Add UEA IV	\$0	\$20,000	\$20,000
		Administrative Services Agency			
11	Alternative	Unfreeze Administrative Services Director (Fund 6 months \$149,000)	\$0	\$149,000	\$149,000
12	Maintain	Fully Fund Audit Contract (Council Approved)	\$0	\$110,000	\$110,000
		Police			
13	Maintain	Internal Affairs Investigation Contracts	\$0	\$750,000	\$750,000
14	Maintain	Add OPD Second Academy and Departmental Assessment (January 2013)	\$2,400,000	\$0	\$2,400,000
		Fire			
15	Maintain	Fund Emergency Services Manager	\$0	\$166,000	\$166,000
16	Maintain	Remove Savings for Fire Inspectors	\$0	\$400,000	\$400,000
17	Remove	Replace Sirens	\$60,000	\$0	\$0
18	Remove	Add Captain of Fire/Civilian Fire Marshall (Approve position but No funding allocation)	\$0	\$144,000	\$0
		Human Services			
19	Remove	Restore Senior Center Hours	\$0	\$300,000	\$0
20	Maintain	Youth Commission ½ Time Position	\$0	\$38,000	\$38,000
		Public Works Agency			
21	Remove	Add Parking Meter Repair Supervisor	\$0	\$119,000	\$0
22	Remove	Add Street Repair Funding	\$400,000	\$0	\$0
		Non-Departmental			
22	Maintain	Parking Meter Debt Service	\$0	\$100,000	\$100,000
23	Alternative	Coliseum City EIR* (Only fund \$300,000 from original request of \$1.8 million)	\$300,000	\$0	\$300,000
		Total Alternative Proposal			\$5,618,000
		Administrators Proposal Total Cost			\$9,199,500
		Savings from Alternative Proposal			\$3,581,500

COUNCILMEMBER BRUNNER, BROOKS, DE LA FUENTE ALTERNATIVE ADDITIONS					
			One- Time	Ongoing	Total
24	Add	OPD Third Academy (June 2013)**	\$1,050,000	\$0	\$1,050,000
25	Add	Tours Program Position	\$0	\$62,277	\$62,277
26	Add	Youth Commission Full Time Position (Remaining .5FTE funding for 1 FTE)	\$	\$38,000	\$38,000
27	Add	Day Laborers Program	\$0	\$170,000	\$170,000
28	Add	1 furlough day @ \$350k for civilians (+ equivalent for police and fire)	\$0	\$1,050,000	\$1,050,000
29	Add	Community Festivals and Street Fairs	\$0	\$120,000	\$120,000
30	Add	Expand Shot-spotter Area Coverage	\$0	\$264,000	\$264,000
		Total Proposed Additions	\$1,050,000	\$1,704,277	\$2,754,277
		Final Savings to Reserve***			\$827,223

*Send request for Coliseum City EIR funds (\$1.8 million) to oversight committee and/or identify other sources for remaining funds.

**Trigger for the third Police Academy will be the presentation of a crime reduction plan by the Chief of Police, by 1st council meeting in September 2012. Final approval will be given by City Council after the ramifications of the state claw back on redevelopment are known

*** All savings will be placed in the Reserve Fund and No funds in the Reserves are to be spent without Council approval.