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AGENDA REPORT

TO: DEANNA J. SANTANA
City Administrator

FROM: Howard A. Jordan
Chief of Police

SUBJECT: Crime Reduction Plan Update

DATE: March 19, 2013

City Administrator
Approval

Deanna Santana

Date

3/19/13

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council accept this report providing an update on key crime reduction strategies in use by the City of Oakland and the Oakland Police Department (OPD).

BACKGROUND

This report is responsive to the City Administrator's direction that the Oakland Police Department (OPD) provide the City Council an update on key crime reduction initiatives and strategies with corresponding statuses regarding implementation, effects, or results.

EXECUTIVE SUMMARY

The Oakland Police Department is currently engaged in the process of continuing, developing, or implementing several short and long-term crime reduction strategies: Oakland Ceasefire Strategy; organizational assessment and City-wide crime reduction strategy development with assistance from Strategic Policy Partnership, LLC; ongoing collaboration with local, state, and federal law enforcement agencies; neighborhood policing; and development of more efficient and effective call response strategies.

Individually, these key strategies are in various stages of development or implementation; however, in total, they represent a combination of initiatives designed to bring both immediate relief and safety to the community of Oakland, as well as long-term, sustainable, and comprehensive progress.

Item: _____
Public Safety Committee
April 9, 2013

While OPD and the City of Oakland continue to implement or improve its crime reduction strategies, no plan can offset the Department's lack of resources. This update is completed in acknowledgement of the fact that, at the time of this writing, 38 police officers are expected to graduate on March 22, 2013 and enter field training beginning the week of March 30, 2013. Another academy class began on March 25th, with 56 police officer trainees. These officers represent badly needed additions to current ranks and are an important step toward ensuring sufficient sworn staffing levels necessary to implement and sustain crime reduction strategies. Officers must be continually hired and trained to not only offset the reduction in police strength from retirements but to develop and maintain sufficient personnel capable of managing the heavy demand for service and address the high level of serious crime in Oakland.

CRIME REDUCTION STRATEGIES - UPDATES

1) Oakland Ceasefire Strategy

The goals of Oakland's Ceasefire Strategy are to reduce fatal and non-fatal shootings within the City of Oakland, decrease recidivism and incarceration rates of individuals participating in the intervention, and strengthen police-community relations through collaborative and trusting relationships.

- Ceasefire is the central violence reduction strategy in use by OPD.
- Series of communications with actively violent groups and individuals began in October 2012; combination of "call-in" and "custom notifications" utilized.
- Community and City collaborative message of shared concern and consequences of violence for participants and for the community; message of choice and the need for their active involvement in stopping the violence.
- Firm messaging that the "first and worst"—the first group to kill someone after the call-in, and the most violent group—will receive intensive law enforcement attention.
- Based on ongoing violence following this message, two groups were selected for law enforcement attention based on investigation and intelligence.
- Through extensive and intensive law enforcement collaboration and focus, these groups (known as Case Gang and Money-Team) were effectively dismantled following a 30-day investigation which directly caused approximately 60 arrests and the seizure of over 35 firearms.
- These two groups represented the highest risk of continued gang and group related firearm violence following our review of intelligence and offense information.
- The investigation required temporary assignment and use of a specialized team of commanders, supervisors, officers, investigators, crime analysts, and Crime Reduction Team officers in order to bring all available enforcement options to light.
- This investigation, the ongoing law enforcement presence and action it required, and its culmination of 24 simultaneous, high-risk warrant services were conducted while realizing risk-management practices that successfully minimized complaints of misconduct, uses of

- force, and injuries to any and all involved parties;
- Past, successful experiences with the strategy in other jurisdictions suggest that this process will not be affective through one application, and sustained results may not be apparent until several cycles have been completed. At the time of this writing, Ceasefire partners are now preparing for the next “call-in” meeting planned for March 22, 2013.

OPD’s commitment to Ceasefire as a central violence reduction strategy continues and is continually strengthened. We are confident that, with the guidance received from the California Partnership for Safe Communities, the Mayor’s Office, the Ceasefire Community Working Group, Enforcement Operations Group, and the Core Coordination Team, this initiative has opportunity to make violence reduction in our City real and lasting – and not primarily through future enforcement operations - but through optimal avenues of providing paths of opportunity and beneficial choices.

2) Organizational Assessment and City-Wide Crime Reduction Strategy Development

Through the assistance of nationally recognized law enforcement experts, the development of a comprehensive and City-wide crime reduction strategy continues. A phased planning and implementation strategy is underway and is based on comprehensive and successfully utilized strategies elsewhere in major cities across the country.

- While recognizing Ceasefire as the City’s central violence reduction strategy, and with assistance of Strategic Policy Partnership, LLC, a process is on-going to identify ways and means of strengthening policing focus on crime throughout the community and developing a long-term strategy involving all agencies and neighborhoods.
- Stages of development have included consultant assessment of current OPD practices against state-of-the art practices in order to assess and evaluate current processes, strategies, responses, and capabilities.
- A series of City-wide community meetings is underway in order to explain the scope, purpose, and stages of the crime reduction strategy and gather community input regarding people’s concerns, potential strategies and actions that can be taken in a broad-based effort to reduce crime and sustain that reduction over time.
- A collaborative steering committee has been formed to review all stages and aspects of these efforts and the recommendations that will be forthcoming. It is expected that recommendations, following review by this Committee, will be publicized throughout the community for comment before being recommended to the Chief of Police for implementation.
- This Crime Reduction Steering Committee first met on February 28, 2013 and is comprised of City leadership, including representatives from the OPD, Mayor’s Office, City Administrator’s Office, Department of Human Services, in addition to important community leaders and representatives.

Item: _____
Public Safety Committee
April 9, 2013

- The Steering Committee will also provide recommendations to the Chief of Police on next steps of implementation, communication, and community outreach.

The organizational assessment has identified a broad number of areas where the Department can refine its processes to meet current state-of-the-art processes. Key recommendations include the following:

- The recommendation to move toward geographic policing (or strong neighborhood policing), with defined geographic areas commanded by a police Captain, responsible for all policing activity and accountable for the relationship between police and community.
- Bringing the community into the police training process at all levels, so that community organizations share responsibility for the success of new police officers. Efforts to include community orientation of officers prior to their entering the academy and before assignment to a particularly neighborhood.
- Modernizing the processing of citizen complaints to improve the timeliness of complaint investigation conclusion, improve oversight effectiveness and make it easier to meet the standards for this function set forth in the Negotiated Settlement Agreement.
- Analysis of police stop data to provide independent analysis of stop patterns to ensure that racial profiling is not occurring.
- Strengthening the police response to crime activities occurring by those groups identified under the Ceasefire initiative, as soon as those crimes occur.
- Improving the manner that officers interact with those whom they meet or interact with when on patrol, ensuring that all persons are treated with respect, regardless of the circumstances.
- Reducing the percentage of calls for service that result in a police officer being sent to the call, thus dramatically increasing the amount of time officers remain in their assigned neighborhood areas; by using alternative, but effective, problem resolution strategies.
- Improving the performance evaluation process to provide officers with improved feedback on strengths and weaknesses, as a means for supporting officer skill development.

Many of the most pivotally important changes stemming from the above work, in brief, will occur in the following areas:

- Gaining community and city wide Department involvement, support, and ownership in various crime reduction strategies;
- Building strong relationships of trust between police and the City's neighborhood residents and businesses;
- Increasing the sophistication of officers in interacting with residents in a respectful and sensitive manner, regardless of the circumstances;
- Expanding crime analysis capabilities and the CompStat use of data;
- Utilizing the newly configured five policing districts now being sequentially implemented to increase commander accountability and ability to design and implement

- district specific solutions based on crime analysis and data (See Geographic Policing and Redistricting Below);
- Implementation of call response strategies to reduce calls for service handled by patrol officers, or more effectively handle repeat calls for service, to increase ability for crime prevention rather than only crime response;
- Review of major policies for effectiveness and efficiency and alleviating administrative work where possible.

Near Term Crime Reduction Strategy

This work, under the guidance of Public Policy Partner, LLC staff, began in early March and has involved reviewing key aspects of the Department's crime response activities. Initial focus has been on performance management (the CompStat process), investigative operations and structure, real-time crime information flow, crime analysis and related areas. The team is expected to provide a report of their initial activities and findings on March 26th.

3) Local and State Agency Assistance

OPD continues to receive short-term assistance from the Alameda County Sheriff's Department and California Highway Patrol in order to supplement OPD patrols.

- Patrols conducted by these agencies are designed to have maximum affect and are set within areas of crime trends or patterns in coordination with intelligence information provided by OPD.
- Both agencies are active participants in OPDs Ceasefire Strategy.
- Actions and results are reported to OPD through agency liaisons.
- Since November 2012, when assistance was formerly offered by CHP and collaboration formerly began, through March 14, 2013, twice weekly CHP patrols have thus far resulted in 2,908 traffic stops, 2,321 citations, 893 vehicles impounded, 388 total arrests, and the recovery of 16 firearms.
- Since February 1, 2013, when Alameda County Sheriff's Department assistance began, and through March 10, 2013, Sheriff's Deputy twice weekly patrols have resulted in 207 citations, 42 impounded vehicles, 207 arrests, and six firearm recoveries.
- Current approval and MOU governs the cost of both Alameda County Sheriff's Department (\$250,000) and California Highway Patrol (\$162,000) short-term assistance.
- Federal COPS grant assistance is being sought for related funding of a joint "30/30/30" Alameda County Task force comprised of 30 officers from each participating agency: OPD, Alameda County, and CHP.

4) Neighborhood Policing and Geographic Accountability

On March 16, 2013, the Department launched testing of its newly designed and reconfigured Neighborhood Policing Plan. The plan, now in effect in Districts 4 and 5 (East of Fruitvale Avenue borders) consists of smaller geographic areas commanded by a Captain of Police with authority and responsibility to impact local community crime trends, issues, and patterns. The long-term goal is to implement this plan Citywide once this test phase has been evaluated for efficiency and needed change. The benefits and goals of reorganization are numerous:

- Focus on and engage in crime prevention/reduction;
- Engage and foster a positive working partnership with the community;
- Form alliances with other City agencies to deliver quality services to the community; and
- Embrace, develop, and strengthen policing practices in line with best practices and compliance with the Negotiated Settlement Agreement.

Unlike past deployment models, the geographical area of accountability for each captain will be smaller and more manageable. This will provide the opportunity and time for the Captains to deploy their resources effectively and efficiently, and most importantly, allow them to focus on specific issues within neighborhoods in their district, develop and implement crime reduction and prevention strategies, be creative and innovative given our staffing, resource and budgetary challenges, develop a familiarity with problems and issues within each neighborhood, and reach out and involve the community in the crime reduction process; building a tighter bond and spirit of cooperation. The model provides for the Captain to have flexibility in use of all personnel assigned to the district, being held accountable for the effectiveness of police services in the area and the quality of the relationship between police and community.

There will be no change to the number of patrol or problem solving officers assigned per beat, nor any changes to beat or Neighborhood Crime Prevention Councils. The goal of these changes is to provide as much focused, problem oriented, and community driven police service delivery through existing resources as possible:

5) Crime Response Strategies

The Police Department has historically dispatched officers, by unwavering policy, to numerous types of calls which could potentially be handled by alternative means or more efficient ways. The reality is that calls for service, and the service demand they represent, currently outpace capacity. As of this writing, a department of 611 sworn personnel is handling an average of 265,000 dispatched calls per year; this ratio far exceeds contemporary ratios, and is not consistent with best practices that require significant percentages of officer shift time to problem solve and meaningfully engage with the community. Additionally, officers are frequently out of their assigned areas responding to calls in other areas of the city. Neighborhood residents have stated clearly that they want officers assigned to their neighborhoods to remain in the neighborhood working on local issues. This is often impossible with the current system.

Furthermore, even when current service demand is met, it is often done in a manner not satisfactory to OPD. Inordinate wait times exacerbate the experience of victimization, and a lack of expected follow-through or result make the initial response to the call inefficient and ineffective altogether.

A sustainable ratio of officers to service demand means, quite simply, that a police department may prevent crime rather than simply respond to crime, and in turn become more trusted and valued by the community it serves. This ability becomes more valuable when crime reduction involves community partnership and solutions. To increase effectiveness, efficiency, and officers' ability to spend time preventing crime rather than only responding to it, OPD is considering a number of call response strategies. Some changes are able to be put into place immediately, while others require additional assessment, community feedback, and development. Some improvements being considered are:

- Allowing on-line reports to be filed in more cases, such as cases of forgery and insufficiently funded checks (300 calls per year)
- Current on-line reporting policy disallows citizens from completing reports when they know or can name the involved suspect. Removing this restriction from the on-line reporting system can reduce the amount of calls by approximately 3,200.
- Currently, patrol officers are dispatched to misdemeanor, non-violent calls that have just occurred (15 minutes or less). Due to the average volume of calls pending at any one time, these calls wait in the pending calls queue for several hours. A more efficient method of processing these calls for service could be as follows:
 - Thorough telephone interview to obtain suspect information and details of crime
 - Broadcast of details to Patrol Officers nearby who can check the area for suspect and generally be aware of suspect descriptions, locations, and offenses
 - Instructing the caller to submit the report via the on-line reporting system; with officers contacting reporting citizens and redirect report if suspect(s) are detained. (Approximately 1,600 calls annually)
 - Having limited duty officers assigned to the Communications Center to intervene in situation by telephone that do not require an officer on the scene.
- In 2011, patrol officers were dispatched to 3,192 reports of vehicles blocking driveways, 3,079 recovered stolen vehicles, and 6,877 stolen vehicles. These calls take approximately 60 minutes or longer to handle. Assigning these calls only to civilian personnel could potentially reduce the amount of calls handled by Officers by approximately 13,000.
- Due to prolonged staffing shortages at Animal Control Services, it has been necessary to assign patrol officers to calls of vicious or injured animals. Since January 2012, patrol officers were dispatched to 34% of the injured animal calls and 47% of vicious animal calls. Assigning these calls to civilian employees who are on stand-by would reduce the amount of calls by approximately 700 calls.

- In 2011, patrol officers responded to 1,842 requests for a Civil Standby. Although this number reflects all Civil Stand-by calls, a majority of these calls are believed to be for the custodial exchange of children. By requiring custodial exchanges take place at staffed OPD facilities, this alternate method of custodial exchange may reduce the amount of calls that Patrol Officers respond to by approximately 1,000 calls.

By exploring alternate means of call handling and service delivery, the focus of the police department can begin to shift from reactive policing to one that is more proactive. Equally as important, a reduced call volume will allow officers to respond with greater frequency to calls on their beat; this allows them to become more intimately familiar with the problems in the specific neighborhoods they patrol. This shift is enhanced by increased command authority and direction as explained in the neighborhood policing portion above. Although changes to call response or service delivery may cause concern and potential community dissatisfaction, there are more benefits than not to be had; the ability to respond more quickly to priority calls, in-progress crimes, and provide increased visibility and crime prevention may be valued more by our community than maintaining the status quo. Once fully implemented, officers assigned to neighborhood beats will be able to spend far more of their time in the neighborhood than is presently possible.

CONCLUSION

Although this report does not provide analysis of potential crime reduction effects from any one of the above already implemented strategies, it is worth noting that as of March 15th, year-to-date homicides in 2013 have been reduced by 26%, and overall shooting incidents are down approximately 6%. Similarly, Shot Spotter technology has generated 359 calls for service so far in 2013 while the comparative 2012 year-to-date number of incidents is 511 – a 30% decrease.¹ While there is much work to be done, and any achievement or progress must be sustained with the same tenacity that resulted in initial improvement, the key strategies outlined above provide much needed focus and cause for hope in our City.

PUBLIC OUTREACH/INTEREST

It is in our community's interest to reduce violent crime, ensure public safety, and permanently change neighborhoods so that everyone feels safe. Many of the above key strategies are dependent on community trust, collaboration and participation. At every level, the City of Oakland and its community must operate in an environment that communicates intolerance for violent acts, and key community members and organizations must strive to create a moral voice against crime and its destructive effects in every neighborhood. The Oakland Police Department acknowledges the distrust that may be rooted within communities that need our help the most, and commits to building relationships and partnerships within these very communities at every

¹ Speedtrack Oakland PD CAD Client (Analyst View)

opportunity.

Throughout the process described in this report, the Department has greatly strengthened its community outreach, not only through the Forums a part of the development of the long term crime reduction strategy, but by bringing the community into our training processes, ensuring that there is community input into all policing actions that impact neighborhood life and sense of security, and developing broadly-based community interaction with the newly-designated captains in the policing districts. This is only a beginning; there remains much to do if Oakland is to be a city in which there is a real collaboration between police and community in producing a safe and secure city.

COORDINATION

This Budget Office and City Attorney's Office have reviewed this Report for associated fiscal and legal issues.

SUSTAINABLE OPPORTUNITIES

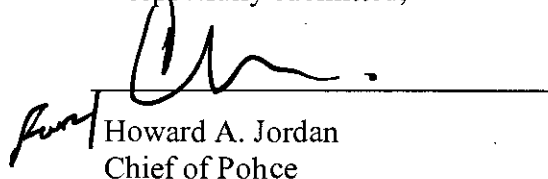
Economic: No sustainable economic opportunities are identified in this report.

Environmental: No environmental opportunities are identified in this report.

Social Equity: Providing an environment in which the people of Oakland may live, work, and visit in safety is paramount to social equity; the underlying strategies contained in this report center on ways and means to achieve this safety through building community leverage, interest, and participation while ideally avoiding solutions that simply incarcerate or disenfranchise community members.

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

Respectfully submitted,


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Chief of Police

Prepared by:
Sergeant Chris Bolton
Chief of Staff

Item: _____
Public Safety Committee
April 9, 2013