

CITY OF OAKLAND
AGENDA REPORT

To: Office of the City Administrator
Attn: Dan Lindheim
From: Police Department
Date: July 22, 2008

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2008 JUL 10 PM 6:08

Re: A Follow-up Report From the Chief of Police on the Department's Crime Fighting Strategic Plan, Including the Department's Top Priorities and Strategies to Address them, the Proposed Timeline for Implementation of the Top Priorities and Strategies, The Processes Used to Measure Effectiveness, and the Status of Community Policing

SUMMARY

As requested by the City Council on May 6, 2008, staff has prepared a follow-up report to the Strategic Plan report presented to the Public Safety Committee on April 22, 2008. This report will provide additional information requested by the Council regarding the following: 1) Department's strategic priorities (Attachments A- E), 2) the effectiveness of the Shotspotter system, 3) response time to non-priority calls, and 4) information relative to Neighborhood Crime Prevention Council (NCPC) priorities and how they are resolved.

FISCAL IMPACT

This is a follow up report to the original Strategic Plan report presented to Public Safety Committee on April 22, 2008. Fiscal impact information is included in the original report.

KEY ISSUES AND IMPACTS

1) *OPD Strategic Plan priorities –*

The top priorities are outlined in Attachments A – E.

2) *Shotspotter Technology –*

The City of Oakland purchased the Shotspotter system in 2006 (Resolution No. 80075 C.M.S., July 18, 2006) at a cost of \$288,509, which included the associated software license to monitor the system and maintenance for the first year. The original scope was expanded by \$70,000 for a grand total of \$358,509 in start up costs. The total annual cost of the phone lines is approximately \$60,000 and annual maintenance fees are \$54,000. Presently, it costs the City approximately \$114,000 annually to maintain the Shotspotter system in its current form; however, the Department is currently upgrading the system with new software (at no cost) as part of the original maintenance agreement.

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The current system provides six square miles of coverage (4.5 in East Oakland and 1.5 in West Oakland). The Department desires to upgrade to a wireless system. Upgrading to a wireless system will entail additional costs, however the cost for phone lines would be eliminated. For example, adding four additional square miles of wireless coverage would cost approximately \$737,000, with an annual maintenance fee of approximately \$110,550. Converting the existing six square miles of coverage area to wireless would cost \$510,000; the maintenance costs for all 10 square miles of wireless coverage would be \$161,000 annually. Table 1 illustrates current costs vs. wireless system upgrade and conversion costs.

Table 1

	<i>Current System</i>	<i>Wireless Upgrade/Conversion</i>
<i>Start Up Costs</i>	<i>\$358,509</i>	<i>\$1,247,000</i>
<i>Annual Cost – Phone Line</i>	<i>60,000</i>	<i>0</i>
<i>Annual Cost – Maintenance</i>	<i>54,000</i>	<i>161,000</i>
<i>Total</i>	<i>\$114,000</i>	<i>\$161,000</i>
<i>The wireless system will require an additional \$47,000 annually to maintain.</i>		
<i>Coverage</i>	<i>6 sq. miles</i>	<i>10 sq. miles</i>
<i>Cost per sq. mile</i>	<i>\$19,000</i>	<i>\$16,100</i>

Deployment and usage

There are six sergeant's vehicles currently equipped with mobile public safety consoles. There are four hardwired public safety terminals located at: the Communications Division (2), the Criminal Investigative Division (1) and Crime Analysis (1).

Deployment of the system varies by assignment and location. The mobile public safety consoles in the sergeant's vehicles are used during weekly dedicated operations in Area 1 and Area 3 to provide rapid response to the location of a detected firearms discharge.

The public safety consoles in the Communications Division are monitored by a police dispatcher and the Communications Division supervisor. When a firearms discharge is detected, the information is reviewed for validity (i.e., firearm vs. vehicle backfire) and an incident is created for Patrol Division or other available field units to respond. The information also serves as a valuable officer safety tool to provide enhanced information to responding officers in respect to the type of weapon being used (i.e., rifle vs. handgun), whether multiple weapons have been discharged indicating more than one armed suspect, or whether the firearms discharge(s) are moving slowly by a suspect on foot or rapidly by a suspect discharging a firearm from a vehicle.

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The public safety console in the Criminal Investigation Division is used as an investigative tool to establish event timelines, location(s) of the crime and/or evidence, and other investigative leads to build a solid criminal case for prosecution.

The public safety console in the Crime Analysis Section is used to review firearms discharge data to establish patterns of firearms discharges such as day(s) of the week, time(s) of the day, repeat locations where firearms discharges occur, and connection to reported firearms related crimes.

Effectiveness

The Shotspotter technology has proven to be effective and very accurate with real time data that allows OPD to respond rapidly to gunshot incidents. It has assisted field units with locating victims, witnesses, and crime scenes after a shooting or gunshot incident. However, the System as a whole has not been as effective as it has the potential to be. Staffing shortages and calls for service volume have not allowed OPD to respond to Shotspotter incidents as quickly and with sufficient resources to safely conduct investigations and effect arrests. Officers are often sent to Shotspotter incidents 30 or more minutes after the event occurred and the suspect(s) have left the area. During the dedicated response operations OPD has been able to respond quicker, but due to limited resources those efforts have not been successful at recovering many firearms and effecting arrests.

The Shotspotter system is also an invaluable safety tool for officers responding to gunshot and firearms related incidents, as no price can be placed on the loss of a police officer's life.

Future deployment and benefits

The effectiveness of the Shotspotter would be enhanced by deploying it as a component of the proposed Oakland Police Department's Camera System. The camera system will have dedicated cameras in the area of each Shotspotter sensor. When Shotspotter detects gunshots, the camera system will activate and pan toward that location, giving the monitoring team or responding officers a video image of the location thereby ensuring a coordinated, tactical, and safer response by field units. Additionally community awareness and outreach for Shotspotter needs to be implemented to engage the community. Following up at residences where gunshots were detected sends a strong message that the police will pursue and contact residents where gunshot activity has been detected. This may deter other residents especially from engaging in celebratory gunfire.

When OPD reaches authorized staffing levels, manpower can be reassessed in regards to a full time monitoring team for Shotspotter. Integrating this team with resources from State Parole and Probation Departments will allow address research on parolees and

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probationers to search for and locate those illegally in possession of firearms and/or in violation of the terms of their release. This more comprehensive approach to active incidents as well as non-active incidents can increase the numbers of firearms removed from City streets and the incarceration of the criminals committing violent crimes while using firearms.

Implementation of the above programs and projects would give the Department an extremely effective deployment plan to use technology to reduce crime, conduct investigations, and apprehend suspects.

3) *Decreasing Response Time to Non-Priority Calls –*

Ways to decrease response time to non-priority calls:

- a) Increase staff available to respond to lower priority calls
 - o Sworn-
 - OPD: Police Officers, Park Rangers, and Reserve Officers
 - Authorize Measure Y Problem Solving Officers to routinely respond to calls for service
 - Develop MOUs with Outside Agencies to handle non-priority calls: Alameda County Sheriff's Office, California Highway Patrol (CHP), Bay Area Rapid Transit (BART) Police Department, Eastbay Regional Police Department, Oakland Housing Authority, Oakland Public Schools Police
 - o Non-sworn-
 - City of Oakland: Police Services Technician II, Parking Enforcement Officer, Police Cadet, Litter Enforcement Officer, Code Compliance Inspector, Animal Control Officer, OPD volunteers

Calls not involving dangerous situations, suspects, or follow-up (cold calls) that can be assigned to non-sworn police personnel include:

- Traffic accidents, traffic control, parking issues, abandoned vehicles
 - Vehicle lockouts, building checks
 - Burglary, theft, lost and found property, vandalism, criminal mischief, loud music, OMC and other misdemeanor crimes
 - Runaways
 - Animal complaints
- b) Reduce number of lower priority calls
 - o Identify calls that OPD will no longer respond to
 - Unconfirmed burglar alarms (Alarm Reduction Program)
 - Animal control calls

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- Vehicle collisions / no injury / private property
 - Vehicle collisions injury (CHP handles)
 - Incidents that can be referred
- Use Computer Aided Dispatch (CAD) data to identify locations/people that cause repeat calls for service and resolve the issue surrounding the need for repeat service calls. Facilitate the early identification of problems, especially repeat incidents.
 - Require anyone reporting certain crimes to complete the report via:
 - Internet on-line reporting
 - Police Headquarters front desk officer (walk in)
 - Storefront/resource center (walk in)
- c) Introduce a 311 non-emergency answering system to route calls to appropriate resources that do not require a police response.

4) *Neighborhood Crime Prevention Council (NCPC) Priorities –*

There are 53 NCPCs in Oakland. NCPC priorities are set by residents, merchants, and other community members who attend NCPC meetings. NCPCs can set up to three priority issues to be resolved by Problem Solving Officers (PSOs), Neighborhood Services Coordinators (NSCs), and community members. NCPCs generally set their priorities on a monthly basis, although some are set annually and quarterly at the discretion of the NCPC; as priorities are resolved, new ones are set. NSCs are responsible for maintaining a list of the NCPC priorities on their beats, and working with the PSOs to ensure that status reports are provided to groups at subsequent NCPC meetings.

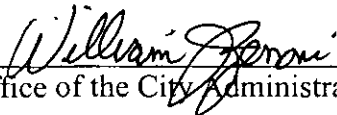
It is difficult to determine how many NCPC priorities are resolved annually, as this information is not currently tracked. However, staff is working to improve upon tracking this information by creating a database where all NCPC priorities will be maintained. The challenge is the variance in priorities among the different NCPCs. For example, in one NCPC the priority can be excessive garbage on the streets. This can be resolved with education, enforcement, and a neighborhood cleanup. Once the neighbors are satisfied, they change the priority. Other areas can have more challenging priorities such as getting rid of drug sales in their neighborhood, which can be ongoing for years, and so the priority remains.

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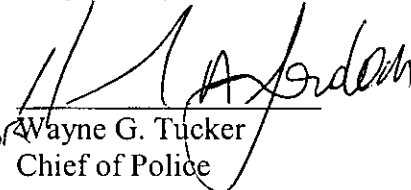
RECOMMENDATION

Staff recommends acceptance of this report.

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:


Office of the City Administrator

Respectfully submitted,


For Wayne G. Tucker
Chief of Police

Attachments:

- A. Bureau of Investigation Strategic Priorities
- B. Bureau of Field Operations Strategic Priorities
- C. Bureau of Services Strategic Priorities
- D. Bureau of Administration Strategic Priorities
- E. Internal Affairs Division Strategic Priorities

Prepared by:
Howard A. Jordan
Assistant Chief of Police
Oakland Police Department

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Strategies	Priority	Timeline	Measurable Goals (To Be Submitted in Fall 2008)
Develop the Compstat (Crime Stop) process to include Crime Analysis Unit staff increases (four new Crime Analysts), development and purchase of new technology (Bishop Rock ¹), and adding one new Systems Analyst	1	12 months	
Research and explore different avenues from a technological standpoint in addressing homicides and other violence related crimes. <u>Status:</u> (Shot-spotter, Bishop Rock, Automatic License Plate Readers, Crime Analysis, Crime Index, Crime Stop, Computer Forensics, surveillance technology, GPS monitoring)	2	12 months	
Work towards improving and expanding the PAL programs in the Oakland Unified School District's After-School activities.	3	36 months	
Increase the Homicide Investigations Unit, incrementally over the next three years, to a full-time staff of 16-17 investigators, as staffing becomes available. <u>Status:</u> Homicide currently has 11 investigators. One is assigned part time to the Cold Case Team. As the Department's sworn staffing increases, additional investigators can be assigned to the Homicide Section.	4	24 months	

¹ Bishop Rock is a software program capable of providing real time crime statistics to officers and commanders in the field.

<p>Enhance the services and productivity of the OPD Criminalistics Division:</p> <ol style="list-style-type: none"> 1. Establish full-time funding and staffing for previously temporary positions. 2. Continue and expand the DNA "Cold Hit Program" for Unsolved Serious Assaults and Homicides. 3. Re-open the Latent Print Comparison Services Unit. 4. Re-establish the Fire Debris Analysis capability of the Criminalistics Division. 5. Install a laboratory Information Management System (LIMS). 6. Continue to work toward the relocation of the Crime Lab into a new and more functional facility. 7. Create Computer Forensic capabilities in the Crime Lab. 	<p align="center">5</p>	<p align="center">24 months</p>	
<p>Status: Implemented in part [(1) full time funding achieved, (2) expanded DNA Cold Hit Program, (3) Latent Print Unit filled one position, recruitment for second position completed and a candidate will be moved to background investigation phase shortly (4) fire debris analysis program is not reopened. Progress has been made in the training of two analysts to assume these duties. Implementation expected by the end of 2008. (5) LIMS system is not installed. Contract development phase will begin in Summer 2008. (6) no progress to relocate lab, (7) no progress in-house but plans to participate in the Regional</p>			

Computer Forensics Laboratory are moving forward.			
Increase the recovery of stolen property by use of search warrants, informants and leads online. (staffing issue)	6	24 months	
<p>Collect 100% of alarm permitting fees and recovery costs incurred by responding to false alarms.</p> <p>Status: Implemented in part (False Alarm Unit is currently collecting fees for alarm permits but is not collecting any fees for fines. The False Alarm Unit will not be able to continue in any form unless funds are identified to staff the unit, as the assigned staff person retired in May. Two temps are in place but are not a permanent solution. If additional staff is lost / transferred from FAU it will significantly cripple efforts to outsource.)</p>	7	12 months	

ATTACHMENT B
Bureau of Field Operations

Strategies	Priority	Timeline	Measurable Goals (To be Submitted in Fall 2008)
Establish a strong geographic focus for all patrol officers, assigning officers to a specific area of the City, where they spend the majority of their time responding to calls-for-service, proactively addressing neighborhood problems and interacting with the community.	1	In place and on-going-Area Command	
Develop an assessment tool to evaluate crime patterns and assign BFO Staff where needed based on crime trends.	2	In Progress	
Improve police-community relations by regularly attending community meetings.	3	In place but on-going monitoring.	
Strengthen communication and collaboration between police personnel, city staff, the community, and other government agencies (e.g., DEA, County Health Department, other Police Departments, etc.).	4	In place and on-going- SDS, Operation Nutcracker, DEA Task Force, Public Safety Districts (Mayor's Office).	
Require patrol officers to proactively address "Quality-of-Life" issues that contribute to the negative perceptions of neighborhoods. These issues include abandoned vehicles; disruptive cruising (sideshows); homeless encampments; loitering; malfunctioning street light; noise; prostitution; public drunkenness; vacant houses; vandalism and blighted property.	5	In progress and on-going	

ATTACHMENT C
Bureau of Services

Strategies	Priority	Timeline	Measurable Goals (To Be Submitted in Fall 2008)
Conduct three Basic Police Recruit Academies and one lateral course in each of the next three years, training enough new officers to facilitate the staffing mandated by Measure Y.	1	Six Months (Jan 09)	
Train enough qualified police officers to maintain a full time staffing level of 803 sworn officers.	2	one year (Jul 09)	
Comply with and implement all 51 tasks outlined in the Negotiated Settlement Agreement relative to the Bureau of Services.	3	This will continue until the termination of the NSA in Jan 2010.	
Prepare for and accept additional 9-1-1 wireless (cell phone) calls by the OPD Dispatch Center. Current legislation mandates the Department take these additional calls by the year 2010. This is a two year project.	4	24 months	
Create a long-term records management plan. Increase the Department's ability to store and efficiently locate all crime reports and associated documents.	5	18 Months	

ATTACHMENT D
Bureau of Administration

Strategies	Priority	Timeline	Measurable Goals (To Be Submitted in Fall 2008)
<p>Recruit and hire 160 Police Officer Trainees (POT) per year for the next three years so that OPD can comply with the mandates of Measure Y, as it relates to Community and Neighborhood Policing.</p> <p><i>Status: The Strategy has been updated to recruit and hire enough Police Officer Trainees (POTs) to fill the department's vacancies by the end of 2008. That strategy is on track as the City Council appropriated \$7.7 million on an Augmented Recruitment Program. To date Department has begun two Academies of 95 POTs. Expected to graduate 70 Officers. With appropriate funding the Department is confident it will meet its goal</i></p>	1	3 years	
<p>Installation and completion of Internal Personnel Assessment System Project in 2007.</p> <p><i>Status: The Department had received conditional approval of this project; however, in the last month several errors have developed that jeopardize the integrity of the data within the system.</i></p>	2	2 months	
<p>Establish a technology "Master-Plan" that includes all technology based programs and ensure that the OPD is using the most appropriate and effective technology available for each objective.</p> <p><i>Status: Funding has been identified to develop a Master Plan/Needs Assessment. The vendor presented a proposal that was comprehensive and appealing. However, the cost \$46,000 for the plan hinders the Department's ability to move forward.</i></p>	3	December 2008	

ATTACHMENT D
Bureau of Administration

<p><i>The Master Plan will evaluate the Department's current systems and recommend systems and processes to enhance services.</i></p>			
<p>Research viable sources for law enforcement grants and make application for funding for those grants that fit into the strategic plan of the OPD.</p> <p><i>Status: This past year the department was awarded \$6.4 million in grants dollars. We have been more successful this year than in previous years. The Grants Administrator position and the Management Assistant position became vacant in May 2008. Special emphasis is being placed on the recruitment of those positions. .</i></p>	4	Ongoing	
<p>Telestaff personnel management system implementation by the end 2007.</p> <p><i>Status: The system is installed, however, there have been several concerns regarding its ease of use. Staff had identified these concerns. The vendor states that the new release will address our staff concerns. The vendor is willing to provide the updated release at no charge to the department. Staff will participate in a demonstration of the new release in July 2008.</i></p>	5	October 2008	

ATTACHMENT E
Internal Affairs Division

Strategies	Priority	Timeline	Measurable Goals (To be Submitted in Fall 2008)
<p>Comply with and implement the provisions of the NSA relative to the operations of the Internal Affairs Division.</p> <p><i>Status: The IAD has achieved compliance with most tasks for which it is responsible. Its attention is focused on two tasks (12-recusals and 2-timeliness. The goal is to achieve compliance by the end of the quarter, 2008.</i></p>	1	<p>The IAD has achieved compliance with most tasks it is responsible for. Its attention is focused on 2 tasks and is attempting to achieve compliance by the end of the third quarter of 2008. The two tasks are Task 12 (Recusals) and Task 2 (Timeliness)</p>	
<p>Complete all investigations in accordance with Government Code 3304 (d) and Department guidelines.</p> <p><i>Status: This is an ongoing effort by IAD. The Chief has instituted a directive that commanders report out on due dates at Management Assessment Planning meetings, which will help ensure no deadlines are missed.</i></p>	2	<p>This is an ongoing effort by the IAD. The Chief has instituted a directive that commander's report out on due dates at MAP meetings and this will help ensure no deadlines are missed.</p>	
<p>Complete the revision of the Discipline Matrix and Manuel of rules by the end of 2007.</p> <p><i>Status: The Discipline Matrix has been completed and the Manual of Rules is under revision.</i></p>	3	<p>The Discipline Matrix has been completed and the Manual of Rules is under revision.</p>	

ATTACHMENT E
Internal Affairs Division

<p>Continue development of the Integrity Test Unit (ITU), tasked with the proactive investigation of Departmental personnel who may be engaging in criminal activity or violations of Departmental policies.</p> <p><i>Status: The ITU Unit is fully functional and has begun doing quarterly analysis of repeated allegations to determine if integrity tests are needed.</i></p>	<p>4</p>	<p>The ITU unit is fully functional and has begun doing quarterly analyses of repeated allegations to determine if integrity tests are needed.</p>	
<p>Establish a Quality Assurance Unit to standardize investigation practices in an effort to provide the Department with a clear sense of priority and direction regarding the Internal Affairs Division and being in compliance with policy and procedure.</p> <p><i>Status: This is no longer a priority because this function is done by the Investigations Section. There is not a need to create a separate unit to perform this function.</i></p>	<p>5</p>	<p>This is no longer a priority because this function is done by the Investigations Section. There is not a need to create a separate unit to perform this function.</p>	