

CITY OF OAKLAND
AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 MAR 11 PM 6:31

To: Office of the City Administrator
Attn: Dan Lindheim
From: Police Department
Date: March 23, 2010

Re: A Report From The Oakland Police Department Detailing Academy Options to Maintain Authorized Sworn Staffing Levels Including An Analysis of the Impact On Service Delivery for Each Option

SUMMARY

As requested by the Rules and Legislation Committee, staff has prepared this informational report detailing academy options to maintain authorized sworn staffing levels including an analysis of the impact on service delivery for each option.

FISCAL IMPACT

Option 1 – Recruit and Hire 80 Police Officer Trainees (POT) In Two Separate Campaigns

The costs associated with recruiting and hiring activities (Oakland Police Department and Office of Personnel and Resource Management [(OPD & OPRM)]) include human resources, service contracts and advertising for both options presented. It is anticipated that this option would have a bi-monthly testing cycle over a 12 month period in order to accumulate the necessary candidate pool. The total investment for this campaign is approximately \$2,310,371.20, which averages out to \$28,879.64 per officer (Table 1.)

TABLE 1

Option One - Background and Recruiting		
Description	Each	Total B & R
80 P.O.T.	\$28,879.64	\$2,310,371.20
Average Cost Per Student		\$28,879.64

This would result in approximately 61¹ new officers a year available for patrol at the end of the hiring and training cycle. The total investment in this option would enable the Department to

¹ This estimation is based on a 24% attrition rate which was obtained from the Training Division and consistent with the last four POT academies.

Item: _____
Public Safety Comte.
March 23, 2010

maintain current staffing and maybe even close the gap toward being fully staffed, depending on the actual attrition rate.

Option 2 – Recruit and Hire 80 POTs and 10 Laterals

This option anticipates having a bi-monthly testing cycle for a 12 month period in order to accumulate the necessary candidate pool. The total cost for this campaign is approximately \$2,566,507.60, which averages out to \$28,516.75 per officer (Table 2.)

TABLE 2

Option Two - Background and Recruiting		
Description	Each	Total B & R
80 P.O.T.	\$28,879.64	\$2,310,371.20
10 Laterals	\$25,613.64	\$256,136.40
Total		\$2,566,507.60
Average Cost Per Student		\$28,516.75

This will result in approximately 71 new officers a year available for patrol at the end of the hiring and training cycle. This is the most fiscally demanding investment, but will allow the Department to get ahead of its attrition cycle and eventually reach its authorized staffing level.

The information provided in Table 3 represents the total costs associated with academy options 1 and 2 as outlined above.

TABLE 3

Option One				
Description	Each	Total B & R	OPD Academy	ACSD Academy
80 P.O.T.	\$28,879.64	\$2,310,371.20	\$1,067,927.02	\$1,676,412.00²
Total Average Cost Per Student			\$42,228.73	\$49,834.79

² The cost differential between OPD and ACSD is attributed to additional costs associated with equipment and the required six week training at OPD that trainees must complete after successful completion of the ACSD academy.

TABLE 3 Cont.

Option Two				
Description	Each	Total B & R	OPD Academy	ACSD Academy
80 P.O.T.	\$28,879.64	\$2,310,371.20	\$1,067,927.02	\$1,676,412.00
10 Laterals	\$25,613.64	\$256,136.40	\$73,486.00	\$73,486.00*
Total		\$2,566,507.60	\$1,141,413.02	\$1,749,898.00
Average Cost Per Student			\$41,199.12	\$47,960.06

*This is actually an OPD Lateral Officer Transition course. The amount was carried over to achieve a consistent average cost per student amount.

At the direction of the Rules and Legislation Committee, funding options are not included in this informational report.

BACKGROUND

The OPD Academy was established in 1946, and was accredited by the Commission on Peace Officer Standards and Training (POST) on December 7, 1960. The academy has conducted 165 presentations of the P.O.S.T. Basic Course.

The academy's basic course presentation consists of 1,048 hours of training conducted during a 26 week period. The length and content of the course more than satisfy the requirements established by POST. Students receive training in all POST. Performance Objectives, as well as several "department-specific" objectives. The academy is presently completing affiliation with the Peralta College District, and all graduates will receive college credit.

The present academy curriculum is the product of continuing analysis and refinement of previous academies. The goal of the analyses and resulting changes to the curriculum is to prepare police officers for the challenges of policing in today's urban environment. Substantial attention is given to problem oriented policing education. While all technical training must also relate to the community, particular emphasis is given to problem solving to describe the setting in which Oakland officer's work. The intent of this program is to create an awareness of the various communities that comprise the City of Oakland.

Eighty-four percent of the academy instructors are sworn Oakland police officers, drawn from all ranks and assignments within the Department. The use of active police officers as instructors not only ensures that instructors are experts in their fields, and that the material presented is current, but it also allows trainees the opportunity to interact with members of the Department and to learn from their experiences. Instructors are carefully selected for their teaching ability, their subject matter expertise, knowledge of the performance objectives, teaching methods, and current training philosophy. Innovations in the training program have proven highly successful. Programmed

Item: _____
 Public Safety Comte.
 March 23, 2010

instruction, videotape recording, and job simulations have added training dimensions useful to both trainees and instructors. Emphasis is placed on practical application of learned skills, and several scenario-training exercises are included in the academy curriculum.

The OPD holds high, yet realistic success expectations for all trainees. As an aid toward accomplishing this objective, the requirements necessary for attaining success are established at the beginning of the academy and reinforced throughout the academy.

KEY ISSUES AND IMPACTS

Over the last four years, the Department has had an average attrition rate of 4.83 sworn officers per month. The Department's staffing as of March 5, 2010 was 774 officers, or -29 officers below the authorized staffing level of 803. The Department intends to run two different types of academies in 2010; the first is a lateral academy with approximately 10 officers. The second is an entry level academy with 25 police officer trainees. Even with the two academies this year, the sworn staffing level will drop to 755 officers by December 31, 2010 (Table 4.)

TABLE 4

2010										
	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.
Attrition	-4.83	-4.83	-4.83	-4.83	-4.83	-4.83	-4.83	-4.83	-4.83	-4.83
P.O.T. Academy		25	25	25	25	25	25			
Lateral Academy		10								
Staffing	769	774	770	765	760	755	750	764*	760	755

* The academy attrition rate was calculated at 24% based on the last four academies.

Service Delivery

Option one (Table 1) will provide approximately 80 new officers a year (before academy attrition). As a result, the Department's staffing should remain somewhere around 755 sworn officers. This will be -48 below the authorized staffing level. The exact impact on service delivery is unknown at this time as the Department's strategic plan has not been fully implemented. It is safe to say service levels would degrade from their current levels as the OPD will have fewer officers.

Option two (Table 2) will provide approximately 90 new officers a year (before academy attrition) which will allow the Department to slowly increase staffing to the authorized level of 803 sworn officers.

Attrition Management

In order to stabilize the Department's hiring practices, the following hiring schedule is to minimize the effects of attrition, facilitate planning of hiring, training, and deployment.

A 40 person POT academy should start on the first Monday following July 1 and Jan 1 every year. The total number of POTs can vary depending on lateral recruitment, and staffing levels. One lateral academy per year (depending on the interest) should be conducted to make up for any short fall the Department is experiencing below 803 sworn officers.

This established process will reduce the average cost to recruit, hire and train the respective officers as the OPD will be able to plan well into the future what is necessary to maintain authorized staffing. This will also cause less disruption to the delivery of service in patrol as they can plan on a regular infusion of new officers to replace officers that leave the Department.

PROGRAM DESCRIPTION

Academy Training

The following options exist for training POTs in a Basic Academy certified by the P.O.S.T.:

1. Utilize the OPD Basic Academy current staff and facilities (including outside agency range and Emergency Vehicle Operations Course [EVOC]).

The cost of running an OPD Basic Academy is approximately \$533,963.51, all-inclusive. The OPD will have complete control over the quality of training, the academic scheduling and content, conduct standards and the disciplinary process.

2. Utilize the OPD Basic Academy current staff while leasing all facilities from an outside agency.

The only local agency able to accommodate the training needs of the OPD would be the ACSO Regional Training Center in Dublin. The training center has all the facilities that are required to conduct a Basic Academy. There are several obstacles that must be considered and researched further to accurately assess this option.

- a. The training center is at or near its current capacity to conduct academy and regional in-service training for the many agencies that utilize the facility. The facility does not contain space (classroom and office) that could be solely utilized by the OPD. The training center will have to expand its current locker room facilities in order to accommodate the inclusion of Oakland POTs in their regional academy.

Item: _____
Public Safety Comte.
March 23, 2010

- b. Scheduling for the range, EVOC, scenario village and physical training (PT) facilities normally occurs one-year in advance of the training date(s). The shared utilization of these facilities during normal business hours could exceed their availability.
 - c. The training center is currently affiliated with the Las Positas Community College District while the OPD Basic Academy is affiliated with the Peralta Community College District. There may be college district boundary issues if both academies are located on the same physical site with different college affiliations. I have been unable to locate information that specifically addresses this issue.
3. Utilize the Alameda County Sheriff's Department (ACSD) Regional Academy.

The ACSD Regional Academy trains over twenty (20) different law enforcement agency candidates from throughout the greater Bay Area. Academy administration and instruction is done primarily by ACSD personnel. The POST-certified course is 27-weeks in length and is delivered in a high-stress and highly disciplined format. The academy has an excellent reputation throughout the State and with POST. The academy curriculum is not agency specific due to the high number of agencies that feed into the program.

Agencies that participate in the regional academy are expected to provide an officer from their agency as a RTO on a temporary assignment basis (usually six months to one year). There are several different contingencies that are possible involving staffing commitments to the training center by the OPD.

- a. Assign two OPD RTOs to an all Oakland POT class.

The OPD RTOs would work in conjunction with an ACSD RTO. The ACSD RTO would act as a liaison for the regional academy program and facilitate training and scheduling for the Oakland POT class. The current staff at the regional academy would do all instruction.

- b. Assign one OPD RTO to a class that is comprised primarily of Oakland POTs.

The OPD RTO would work in conjunction with an ACSD RTO. The current staff at the regional academy would do all instruction.

These options all require the OPD to pay tuition and expenses for the POTs. Tuition is currently \$4217.00 per student enrolled in the Basic Academy. POTs will also need to be supplied, by OPD, all their required uniforms and safety equipment and enough ammunition to complete the firearms' portion of the academy. The additional cost of

Item: _____
Public Safety Comte.
March 23, 2010

these expenditures is \$5925.00, for a total of \$10,142.00 per student. The cost of utilizing the ACSD Regional Academy for training 40 POTs is \$405,680.00

If the department utilizes the ACSD Regional Academy there is a secondary fiscal component that must be factored into the overall cost of training. Each newly graduated OPD officer that completed their basic academy at the ACSD Regional Academy has to then complete an in-service transition course. The new officers will need to be trained on OPD-specific policies, practices and skills since this is not provided by the ACSD Regional Academy. The additional training they will require is equal to the amount of training that lateral officers receive in the Lateral Officer Transition Course (six weeks). The added cost of the transitional training is approximately \$432,526.00 for a class of 40 students, which includes their salaries. Utilizing these calculations, it would cost \$838,206.00 to fully train forty (40) Oakland POTs at the regional academy.

Each option will be examined based on the following criteria:

- facility costs;
- facility availability;
- staffing costs;
- quality of training;
- training requirements;
- schedule flexibility; and
- amount of academic and disciplinary control/influence. (POT salaries will be factored into cost calculations at a later time because they are present and constant in all of the academy training options.)

Staffing Requirements

The following information contains staffing and logistical considerations for presenting two 26-week OPD Basic Academies for a total of 80 students.

Staffing (full time):

- Four Recruit Training Officers (RTO)
- One Recruit Training Unit Supervisor (Sergeant of Police position)
- One Police Records Specialist (PRS) for all POST-mandated testing

Staffing (part time, per training day for each topic):

- Three Range Masters/Three Arrest and Control Instructors (topics taught on same day)
- Ten EVOC Instructors
- Three Baton Instructors
- Two Report Writing Instructors

Item: _____
Public Safety Comte.
March 23, 2010

- Five Patrol Procedures Instructors
- Two Classroom Instructors (all other topics)

Facilities:

- Classrooms with audio-visual capabilities
- Locker rooms/shower facilities for men and women
- Range (Indoor or outdoor that allows nighttime shooting) with 20 firing line positions
- Gymnasium with large padded surface and exercise equipment (free weights and/or weight machines)
- Scenario village (secure area with multiple buildings and roadways)
- EVOC (large enough to practice Pursuit Intervention Techniques) with skidpan area

Lateral Officer Transition Course and Scheduling

The Lateral Officer Transition course is a six week course designed to familiarize new officers with the policies, procedures, and operations of OPD. The cost of the course is \$73,486.00 for a class of 10 officers (without the salary or benefits being factored in). There is no mandated curriculum for the course because the course is not required by P.O.S.T. for officers moving from one agency to another; however, every agency in the State of California provides transitional training for new officers coming from other agencies.

Two courses (i.e., Basic Academy, Lateral Transition Course, Continuous Professional Training [CPT], etc.) can run concurrently given the Department's present staffing levels for instructors, training staff personnel, and available facilities controlled by the Department or rentable. Three courses can also be run concurrently; however, Basic Academies and Lateral Transition Courses must use the two classrooms on the 5th floor of the Police Administration Building.

Scheduling is a critical component of presenting an OPD Basic Academy. A start date for an academy must be set well in advance and adhered to in order to ensure the availability of alternate training sites (range and EVOC). These locations must be reserved at least six months before training is scheduled because the Department must compete with other agencies for the sites. Planning for a Basic Academy curriculum takes nearly 40 hours to complete and must be submitted to POST at least one month prior to the start date of the respective academy. When the start date for an academy changes, the Recruit Training Unit Supervisor must reschedule training dates for all non-OPD facilities (if new dates are available) and completely rewrite the curriculum to conform to the new hours and schedule.

SUSTAINABLE OPPORTUNITIES

Economic: Full police staffing enhances the Department's ability to provide public safety throughout the City, thereby creating a safer environment to attract potential business owners and consumers.

Environmental: Criminal activity breeds an unhealthy environment; an increase in the number of officers patrolling the City will enhance public safety and quality of life thereby creating a healthier environment.

Social Equity: Maintaining a staffing level of 803 police officers will enhance the Department's efforts to decrease crime and the fear of crime in the City of Oakland.

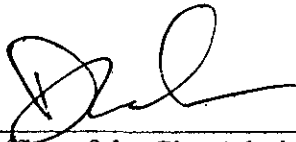
DISABILITY AND SENIOR ACCESS

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

RECOMMENDATION / ACTION REQUESTED OF THE COUNCIL


Staff recommends acceptance of this report.

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

Respectfully submitted,



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Item: _____
Public Safety Comte.
March 23, 2010