

CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deborah Edgerly
FROM: Police Department
DATE: June 22, 2004

RE: **A Progress Report from the Chief of Police on the Department's "Plan of Action: Creating Excellence in Policing"**

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OFFICE OF THE CITY CLERK
OAKLAND
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SUMMARY

The report provides an update of the Department's strategic "Plan of Action: Creating Excellence in Policing."

FISCAL IMPACT

This is an information report. All action item implementations are being accomplished within the Department's current budget appropriations.

BACKGROUND

In July 1999, Chief Richard L. Word, staff members and law enforcement consultants, prepared a strategic plan to guide the Department's development over a five year period. The Department's vision was/is to:

- Create a City known for being safe to live in and safe to visit.
- Be a police department that is sophisticated in solving the problems of crime and disorder.
- Work in full partnership with City's neighborhood residents and the business community.
- Provide energetic and committed police officers who bring added value service to Oakland's residents.
- Ensure police officers treat all persons with respect and dignity.
- Recognize police officers for their work in the City because the community values their contribution to Oakland's quality of life.

The Plan of Action was/is designed to achieve the elements of the vision by:

- Restructuring the organization to ensure positive results in
 - Crime reduction
 - Crime prevention
- Improving public perception of crime and safety
- Improving public perception of the Department
- Improving internal operating systems

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- Building community and interagency partnerships
- Measuring results and impact

The process to create this Plan of Action began in 1999 and was implemented in 2000. As it approaches the end of its scheduled five year life, Chief Word and OPD staff have begun developing a new long-range plan for the Department. Its contents will be presented to the Committee upon completion.

Part One crimes slightly decreased in 2003, due in great part to the October 2003 implementation of the Violence Reduction plan. This year, to date, violent crime has been reduced by over 30%. Additionally, there has been an overall 24% decrease in crime over the past three years. The combined efforts of Department staff and the community in abating problem properties, instituting other problem solving efforts, and the Department's ongoing, coordinated, targeted enforcement efforts have contributed to this decrease in crime.

KEY ISSUES AND IMPACTS

Developing a Crime Reduction Strategic Focus

Patrol officers from all three watches and specialized units have been working on a violence reduction strategy of targeted enforcement in Police Service Area (PSA) "hotspots" since October of 2003. These specialized units include Crime Reduction Teams (CRT), Neighborhood Service Coordinators (NSC), Problem Solving Officers (PSO), Beat Health, Alcohol Beverage Action Team (ABAT), Traffic Division, and the Parole/Probation Team (PACT). The coordination of enforcement and abating problem properties in these hotspots is examined during the Department's bi-weekly Crime Stop meetings.

The bi-weekly Crime Stop presentations provide PSA lieutenants and other Bureau of Field Operations supervisors and command staff with status report reviews of violent crime trends, "hot" issues, performance indicators, and provide an extra level of accountability of officer service and conduct.

Implementation of New Technologies

The Integrated Public Safety System (IPSS) is nearing first phase implementation. The Computer-Aided Dispatch system is scheduled to begin operating on July 28, 2004. The other integrated component systems -- Records Management, Jail Management and Mobile Reporting, are scheduled to be operational later this year.

This integrated system will enable officers and investigators to access more detailed information about individuals and locations, which will enhance the Department's crime reduction and problem solving efforts. The new systems will also streamline the reporting process and shorten the time between when a report is taken through the follow-up investigation phase.

Strengthening Ties to Oakland Community

The creation of the Problem Solving Officer (PSO) position has led to increased abatement of many of the health and safety issues that surround many problem properties. The PSA lieutenants coordinate these problem-solving efforts with the PSOs, the NSCs and local Neighborhood Crime Prevention Councils (NCPCs) to address identified complaints, which are often receive via anonymous drug hotline calls [238-DRUG (3784)]and/or tips from NCPCs.

At the NCPC/Home Alert Leadership Summit in May 2004, Department command staff participated in discussions with community members regarding problem solving. Ongoing efforts continue to mitigate problems in the "hotspots". The Beat Health Unit is also pursuing actions against several properties in various "hotspots" to improve the quality of life and reduce the likelihood of crime in these areas.

In addition to OPD's enforcement efforts, the Community Clergy and Recovery Efforts (CCARE) program provides an opportunity for those incarcerated or arrested during special narcotics buy/bust operations to meet with substance abuse counselors. Five inmates have entered into a recovery program because of the intervention provided by CCARE.

Resolution No. 78543 C.M.S., adopted by the City Council on May 18, 2004, authorized a contract with McGuire Research Services, LLC to conduct a citizen satisfaction survey. The survey results are expected to provide data on citizen satisfaction with policing services, as well as indicating opportunities for outreach to improve police-community relations.

SUSTAINABLE OPPORTUNITIES

Economic -

Effective, strategic policing strategies increase the desirability of Oakland's commercial and residential neighborhoods, thereby encouraging residential growth and new retail venues.

Environmental -

The transition to an integrated Computer Aided Dispatch, Records Management System, Jail Management System and Laptop Reporting will reduce the amount of paperwork through paperless reporting.

Social Equity -

Effective policing increases positive police / public interactions and reduces incidents of crime and disorder in local neighborhoods.

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SENIOR CITIZEN AND DISABILITY ACCESS

There are no senior citizen or ADA issues associated with this report.

RECOMMENDATION

Receive this status report on the Oakland Police Department "Plan of Action: Creating Excellence in Policing."

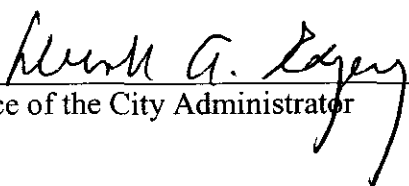
Respectfully submitted,


for Richard L. Word
Chief of Police

Prepared by: Deputy Chief Peter W. Dunbar
Bureau of Field Operations

Attachment: Plan of Action task/status table

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:


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PLAN OF ACTION

Task / Action Statements & Current Status

#	ACTION	STATUS
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Improving Personnel Management

P1	Restructure OPD to ensure management accountability at the neighborhood level	Seven Police Service Areas (PSAs) in City. Neighborhood Services Division commanded by a Captain with PSA Lieutenants command second watch patrol, problem solving officers, foot patrol, neighborhood services coordinators and crime reduction teams. First and Third watches commanded by Captain and two Lieutenants. Targeted enforcement for violence reduction coordinated for all watches.
P2	Define accountability and minimum authority of every manager.	Completed in 2002-New Community Policing Training Bulletin has been rewritten and is waiting republishing.
P3	Bring staffing up to authorized levels and maintain those levels; and increase number of sworn women officers in all ranks.	Full strength was achieved in Dec 00. Authorized staffing cut in July 2003 and attrition from retirements is nearing authorized level. However, actual staffing is currently short of full strength due to injuries and other leaves. Sworn females remain at 10%. Continue to provide seminars and mentoring to increase the number of women officers and promotion of women to command and supervisory ranks.
P4	Ensure that recruitment, screening/testing, hiring and promotional processes result in a competent workforce that supports the department's core values and focus, including problem solving and community policing.	Continue to examine new opportunities that support values/vision. Written test changed for Sergeant, Lieutenant and Captain of Police. Problem solving and community policing are central themes of all promotional tests. Promotional tests include Settlement Agreement component and requires knowledge to explain and implement it.
P5	Provide for continuous testing processes for police officer and other positions that are hard to keep filled.	Police Officer Trainee tests are conducted every January and July and more frequently as needed. Dispatcher tests are conducted regularly – to ensure the availability of a candidate pool. No sworn officer has been hired in FY 2003-2004.
P6	Conduct a resource allocation analysis to determine optimum staffing requirements given department priorities and service demands.	Completed in 2000 as part of reorganization efforts. Continual evaluation of assignments to maximize patrol staffing. Summer loan program will assist in this effort. Additional redeployment will be necessary to fill vacant patrol positions in 2004.
P7	Maximize patrol staffing by reviewing all specialized assignments in department for possible reallocation to patrol.	Continuing to look at specialized units. Part of reorganization proposal. While additional reallocations would impact customer service, there may be other advantages. Summer loan program of staff implemented on 17 Jun 04 through September 2004.

#	ACTION	STATUS
P8	Design and implement career development program that provides varied work experience and training opportunities for all individuals interested in advancement.	Personnel have access to classes on a variety of subjects (computer/technical skills, supervisory/investigative skills, etc.) through the Training Division, Citywide Training, and POST/outside agencies. Several commanders offer informal workshops/practice assessment centers prior to promotional exams. Cross training and access to various work assignments within the department are controlled by the MOU Transfer Policy and the Personnel Division in the case of temporary modified duty assignments.
P9	Identify skill/knowledge requirements (i.e., basic skills) for all positions.	COMPLETED/IMPLEMENTED in 2001.
P10	Develop and implement new Performance Appraisal System.	Adopted the City's new performance appraisal system in 2001. IMPLEMENTED
P11	Ensure reward and discipline systems reinforce organizational values while treating all employees fairly and consistently.	Minimizing backlog of Internal Affairs cases by increased staffing. Published reminder of values and deadly sins to clearly define unacceptable behavior. Awards Committee formed for award consistency. Consistently check with Office of Personnel staff on disciplinary recommendations. Negotiated Settlement Agreement has provisions for enhancing disciplinary and reward processes.

Implementation of New Technologies

T1	Procure and implement a modern CAD system.	The Integrated Public Safety System (IPSS) is underway. A contract was signed with Motorola in December, 2003. The CAD "Go-live" date is scheduled for July 28, 2004 with a conditional acceptance date for CAD anticipated on September 6, 2004. Full acceptance of the CAD will depend on acceptance of the IPSS system as a whole.
T2	Procure and implement a modern RMS system.	The Police Records Management System (RMS) is part of the Motorola contract. The Motorola Legal Records Management System (LRMS) is scheduled to "Go-live" on August 16, 2004 with conditional acceptance anticipated on September 20 th . Full acceptance of the LRMS will depend on acceptance of the IPSS system as a whole.
T3	Develop internet reporting system available to the public to report crime and review appropriate neighborhood crime data.	Crime Watch, the internet reporting system that allows review of neighborhood crime data over several years has been implemented by the City's Information Technology Department.

#	ACTION	STATUS
T4	Procure and implement a modern Jail Management System	The Jail Management System is also a part of the IPSS, Motorola contract. The go-live date for Motorola's Correctional Management System (CMS) is scheduled for July 12, 2004 with a conditional acceptance anticipated on August 12, 2004. Full acceptance of the CMS will depend on acceptance of the IPSS system as a whole.
T5	Obtain and implement use of notebook computers by field officers.	Police Mobile Reporting will be provided by VisionTEK a subcontractor for the IPSS Project, Motorola contract. The go-live date for mobile reporting is scheduled for September 1, 2004. The anticipated conditional acceptance date is October 1, 2004. Full acceptance of the Mobile Reporting Module will depend on acceptance of the IPSS system as a whole. See T1.
T6	Support the implementation of a citywide 3-1-1 non-emergency number to reduce 9-1-1 call volume and improve service.	Department fully supports this concept. The implementation of a citywide 3-1-1 non-emergency number will be handled by the City Administrator's Office to include all City services.
T7	Examine and implement alternative call response strategies and technology to better support problem solving efforts	The Five-Year plan for the acquisition and implementation of new technologies that fully support the strategic plan was completed in July 1999. Implementation of the plan is supported through the implementation of the IPSS Project with funding from COPS MORE 98 and COPS More 2001.
T8	Implement appropriate technologies and systems to reduce time required for data entry of police reports and eliminate existing backlog (Transition Scantron to Project AWESOME)	See T1-T5
T9	Develop a 5-year plan for the acquisition and implementation of new technologies that fully support the strategic plan objectives.	COMPLETED in 2001.

Establishing Fiscal Accountability

FA1	Monitor and control discretionary overtime; ensure appropriate decentralization of budget authority to accountable managers.	Personnel have access to classes on a variety of subjects (computer/technical skills, supervisory/investigative skills, etc.) through the Training Division, Citywide Training, and POST/outside agencies. Several commanders offer informal workshops/practice assessment centers prior to promotional exams.
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#	ACTION	STATUS
FA2	Provide accountable managers with training, fiscal feedback and budget reports to enable them to effectively monitor and manage their budgets.	Unit commanders were given budget training prior to budget development in October 2002, by the Department Budget Manager. Training for the Chief of Police and Deputy Chiefs was also provided by the City Administrator's Budget Office. All unit commanders and fiscal staff were required to undertake Oracle 11i training prior to implementation of the new Oracle financial system in 2003. The Budget Manager and staff provided several trainings for all employees involved in the payroll process during FY 2003. Ongoing budget/overtime review training occurs as budget/overtime reports are made available, generally at the Unit Commanders meetings. A simplified budget report was developed for regular distribution at the Unit Commanders meeting to assist in budget review.
FA3	Develop 2003-05 budget requests that fully support the implementation of the Plan of Action.	Under direction of the Bureau of Services Deputy Chief and Budget Manager, Unit Commanders work together to develop their comprehensive two-year budget proposal incorporating the salient aspects of the Plan of Action. The proposal is presented to the City Manager through the normal budget process, refined, and then presented to Council for final adoption.
FA4	Develop a "capital equipment" replacement program that identifies and budgets for needed replacement, upgrades and repairs in equipment and technology on an ongoing basis.	In July 2001, the Administrative and Technical Services Division completed a "capital equipment" replacement program. In collaboration with the City's Information Technology Department, the Administrative and Technical Services Division continue to identify funding for needed replacement, upgrades and repairs in equipment and technology on an ongoing basis.

Improving Police Facilities

IF1	Conduct police facilities study to determine space and safety needs.	Space needs studies have been completed for Eastmont Mall, Public Safety Training Facility, Crime Lab, Property/Evidence Section, Range, West Oakland Substation and refurbished Police Administration Building. COMPLETED
IF2	Evaluate the potential for decentralizing some police department functions into neighborhood facilities.	Eastmont selected as the East Oakland Substation opened in 2003. Space needs assessment for other buildings anticipate the provision of similar services. Eastmont occupancy increased with formation of the Field Support Division and creation of O&M budget of \$500,000.

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Strengthening Ties to Oakland Community

C1	Implement Problem Oriented Policing department wide.	Problem-solving projects are being completed by Problem-Solving Officers (PSO) for each Police Service Area. Beat Health Unit continues to work on problem properties based on information from drug hotline calls and other sources and the Alcohol Beverage Action Team (ABAT) focuses on problem alcohol outlets.
C2	Strengthen the linkage between OPD and other city/outside agencies.	Regular meetings with other City, County, State and Federal agencies. Participation in six Task Forces and Parole Team. Established CCARE for substance abuse counseling of arrestees. To date, five (5) inmates have successfully entered a recovery program offered by Options Recovery upon their release from jail. This program was recognized for its positive impact on inmates by the Local Media in an article titled: Another chance for parolees at City Jail (May 10 th , 2004). Operation Impact with the California Highway Patrol has been ongoing for over eight months.
C3	Provide feedback to citizens on status of service requests and improve delivery of customer service through auditing processes.	Provided in updates at Neighborhood Crime Prevention Council (NCPC) meetings and other forums.
C4	Conduct citizen surveys to assess customer satisfaction.	Council approved contract with McGuire and Company to conduct audit-results expected within 12 months.
C5	Involve community in problem identification and problem solving.	On-going – has evolved with problem-solving emphasis and creation of Problem Solving Officer (PSO) positions.
C6	Involve community in strategy development and implementation of public safety initiatives.	COMPLETED and ONGOING
C7	Orient policing activity to neighborhood priorities.	Each PSA lieutenant provides a monthly report of work on top three priorities of NCPC to Deputy Chief of Field Operations. Reports of projects discussed at CrimeStop. Weekly reports by supervisors document squad activity and work in hotspot areas
C8	Expand and improve community involvement in the Home Alert Program, foster stronger links with Neighborhood Crime Prevention Councils, and increase the involvement of community policing officers in both.	Beat officers to attend respective NCPC mtgs. Once per quarter. Redesign of Community Policing will provide for involvement of more officers with local Home Alert groups and NCPCs. Leadership Summit on May 22, 2004 assisted in bringing the groups together.
C9	Expand the "Volunteers in Policing" program by creating new opportunities to engage volunteers in providing assistance wherever gaps in resources and expertise exist.	Additional opportunities within the Department are being explored. Citizen Police Academy Alumni continue to volunteer. Volunteers participate in City of Peace and Mounted Unit on monthly basis.
C10	Provide ongoing training and assistance to NCPC/Home Alert/CBO leaders.	Additional training is conducted at community meetings on an as requested basis in problem-solving and crime prevention techniques.

#	ACTION	STATUS
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Developing a Crime Reduction Strategic Focus

(Reacting rapidly to developing crime patterns)		
S1	Implement "Crime Stop" management and control system.	COMPLETED in 2000 and on-going each week. PSA Commanders make presentations on three-week rotation.
S2	Refocus activities of the Crime Analysis Unit to better meet evolving needs of the department	Crime Analysts are area and crime-specific, looking at the nature/cause of Selected Part One crimes; staff complete reports to Area/PSA Commanders regarding crime trends.
S3	Provide daily crime analysis reports and timely crime trend information and projections.	<u>Implemented</u> – Reports distributed internally. Trends/Projections reported as appropriate.
S4	Develop and provide an accurate picture of crime to the department and the public.	<u>Implemented</u> – Accomplished through <i>CRIMEWATCH</i> (public) and information distributed to Area Commanders – Information also presented at <i>CRIMESTOP</i> .
S5	Require accountable managers to provide immediate response to crime trends.	This is accomplished through CRIMESTOP and will further expand with the Citywide PSA implementation (Jan 01). ONGOING/IMPLEMENTED.
(Providing accountable police leadership)		
S6	Provide neighborhood-oriented accountable managers.	COMPLETED in January 2001. Redesigned in 2003 with reorganization and reaffirmed through Departmental policies.
S7	Establish Police Service Areas (PSAs) and assign Area Lieutenants to serve as 24-hour per day accountable managers.	IMPLEMENTED in 2000-Restructured in 2003 to provide distinct command for the watches, with PSA lieutenants commanding the second watch staff and other specialized units.
S8	Establish individual and group performance objectives relating to crime reduction and problem solving.	Establishment tied to implementation of the new evaluation system. Completed in April 2004.
(Eliminating street level drug dealing throughout the city)		
S9	Implement a 90-day focused enforcement action to remove street drug markets.	Accomplished through Project SANE in the fall of 1999. COMPLETED

#	ACTION	STATUS
S10	Develop ongoing neighborhood maintenance strategies to prevent recurrences of street level drug dealing.	SDS/PSO/CRT engaged in Problem Solving, and Crime Strategies are being used. Restructure of Narcotics Section to focus on street level issues. ONGOING/IMPLEMENTED.
(Strategically targeting key crimes)		
S11	Develop a crime reduction strategy for Assault/Homicide.	IMPLEMENTED-Crime Strategy report was completed in 2000 and distributed to commanders to employ for specific crime patterns as appropriate. New PSA-focused Violence Prevention Program, implemented in 2003, has led to decrease in homicides and violence from Oct-Dec 2003 and Jan-May 2004.
S12	Develop a crime reduction strategy for Auto Theft.	IMPLEMENTED-See S11
S13	Develop a crime reduction strategy for Burglary.	IMPLEMENTED-See S11
S14	Develop a crime reduction strategy for Family Violence.	IMPLEMENTED-See S11
S15	Develop a crime reduction strategy for Larceny.	IMPLEMENTED-See S11
S16	Develop a crime reduction strategy for Narcotics.	IMPLEMENTED-See S11
S17	Develop a crime reduction strategy for Robbery.	IMPLEMENTED-See S11
S18	Develop a crime reduction strategy for Quality of Life violations.	IMPLEMENTED-See S11
(Increasing patrol strength and targeting crime)		
S19	Re-deploy non-essential sworn staffs from headquarters and support assignments to neighborhood policing assignments.	COMPLETED/IMPLEMENTED in 2000

(Promote broader use of prevention services)		
S20	Establish formal linkages with prevention agencies to support problem-solving efforts.	Established CCARE for substance abusers. OPACT members are riding with Patrol officers. Safe Passages/Youth Alive working on youth prevention. Violence prevention/reduction meetings held in May and June
S21	Establish Youth Police Academy.	IMPLEMENTED in 2000– Budget constraints have suspended these presentations.
S22	Identify high-risk youth and refer them to appropriate prevention and intervention service providers.	Safe Passages/Implemented and On-Going.
S23	Advocate for an increase in treatment bed space and a detox center for substance abusers.	Continuing to seek sites, as an alternative to arrest. The effects from Proposition 36 have not been readily seen in reduction of substance abuse.
S24	Expand PAL and Police Explorer Program	Explorer Recruitment underway with summer recruitment and training academy planned. Newly assigned supervisor developing PAL programs planned for Summer 2004.
(Expanding partnerships with other agencies)		
S25	Improve joint OPD, Parole and Probation partnerships aimed at repeat offenders.	Implemented with Parole and Probation– Established SDU as Parolee Offender Team. Probation officer part of the team.
S26	Pursue joint initiatives with area criminal justice agencies wherever opportunities exist to help reduce Oakland's crime level.	Safe Passages. Participation in area task forces. Other avenues being explored with Probation Department.
S27	Seek support from the National Institute of Justice for participation in the Arrestee Drug Abuse Monitoring (ADAM) program.	ADAM program is no longer federally funded.

OUTREACH PROGRAM

#	ACTION	STATUS
1	Present plan to Mayor and City Manager	IMPLEMENTED/COMPLETED – December 1999
2	Outreach to OPD staff including: <ul style="list-style-type: none"> • Presentation at command meeting • At least 4 sessions in auditorium open to all staff • Line up presentations • Commanders discuss at staff meetings 	IMPLEMENTED

#	ACTION	STATUS
3	Council report and presentations	IMPLEMENTED – ON-GOING
4	Community meetings & presentations	IMPLEMENTED – ON-GOING

DEVELOPMENT OF STRATEGIC PLAN

#	Action	STATUS
1	Convert Plan of Action into Strategic Plan identifying key objectives, specific tasks, responsible parties, timelines, and cost estimates (where appropriate).	IMPLEMENTED

LEGEND FOR ACTION COMMITMENTS:

- | | |
|---|---|
| P = Improving Personnel Management | T = Implementation of New Technologies |
| FA = Establishing Fiscal Accountability | IF = Improving Police Facilities |
| C = Strengthening Ties to the Oakland Community | S = Develop a Crime Reduction Strategic Focus |

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