

# CITY OF OAKLAND

## AGENDA REPORT

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OFFICE OF THE CITY CLERK  
OAKLAND

2008 APR 10 PM 6:47

**To:** Office of the City Administrator  
**Attn:** Deborah Edgerly  
**From:** Police Department and Office of the City Attorney  
**Date:** April 22, 2008

**Re: An Informational Report From the Chief of Police on the Department's Crime Fighting Strategic Plan For the City Including Information on National Best Practices, And Incremental Datelines Associated With its Implementation**

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### SUMMARY

As requested by the Rules and Legislation Committee on February 28, 2008, this report outlines the Police Department's strategic plan to address the perception and reality of crime in the City of Oakland. As part of the Department's Crime Fighting Strategic Plan, staff is also working with the Mayor's Office and the Council on a proposed resolution authorizing the City Administrator to implement the City's Community Prosecution Program as part of the Department's Crime Fighting Strategic Plan. Council member Larry Reid will be bringing this item forward for approval by Council during the mid-year budget cycle.

The strategic plan addresses the Department's accomplishments in the past year and its goals for the next two years. The plan considers national models and sound police practices that provide a unique benefit to Oakland.

### FISCAL IMPACT

Expenditures for most of the existing strategies are funded through the Department's General Purpose Fund appropriations and successful grant application process.<sup>1</sup> Frequently unfunded or partially funded programs are executed as grant funds come available, which places the continuation of these strategies in question. For example, the Shotspotter system is unfunded and the Department's ability to continue the program through this fiscal year was only possible through the use of grant funds. This is also true of the Tactical Operations Team and Helicopter Unit.

Many of the major programs listed in this strategy are unfunded. The significant strategies are listed in the table below:

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<sup>1</sup> The Department successfully applied for and received \$6.3 million in grants during the current FY.

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<b>Initiative</b>	<b>Cost</b>	<b>Funded Y/N</b>
Complete Measure Y hiring and assignments	\$7.7 million	Y
Shotspotter (existing) Support and maintenance plus telephone costs	\$110,000	N
In-Car Video Project	\$1.9 million	Y
Expanded (North Oakland) Wireless Shotspotter System Installation and Maintenance	\$1.4 million	N
Expanded License Plate Recognition (LPRS) Program Hardware and Maintenance	\$170,000	Y
LPRS Maintenance	\$62,240 (2 years)	N
Oakland Redevelopment Agency Neighborhood Enhancement Team	\$5.2 million	Y
Wireless Mesh and 20 additional Community Surveillance Cameras and a Monitoring Center at Eastmont	\$3 million	N

**BACKGROUND**

Oakland, like most major cities, has seen crime “ebb and flow”. Numerous books and articles have been written espousing various theories on the conditions that lead to crime and, unfortunately, many of those conditions have and continue to exist in Oakland (i.e., struggling schools, availability of illegal guns, narcotics and gang activity, etc.)

Over the period of 1997-2006 (in comparison to nine like-sized cities across the nation) Oakland ranked poorly in various areas of criminal activity. The most recent time period for which FBI statistics are available (2004-2006) shows similar results (Attachment A).

These troubling statistics, no doubt, contributed to the City of Oakland being identified by CQ Press last year as the fourth most dangerous city in the nation. While controversial and subject to dispute, this designation has also contributed to the perception that Oakland is not a safe city and that crime is rampant. Despite an actual 1% reduction in crime last year, the Department

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considers this perception a “reality.” The Department is committed to doing its part to address the perception and reality of crime and believes that a long term strategic plan is critical to achieving this goal.

## KEY ISSUES AND IMPACTS

The Oakland Police Department has given high priority to its crime reduction strategy whose efforts center on a viable community policing program; enhanced enforcement and investigative strategies; improve response time, and effective crime prevention. The plan is both comprehensive at an organizational level, and tailored to a *geographic* level. The overall success of the strategic plan is dependent on building effective partnerships and receiving adequate funding to meet all the elements of the plan.

There are a number of factors that contribute to changes in crime: socioeconomic conditions, community involvement, and the school system are three significant factors. While the Police Department’s impact is important, it is limited. Other major factors include the rest of the criminal justice system – the ability of the City to get offenses and crimes criminally charged, courtroom availability, prison space, and probation and parole policies weigh heavily in the equation.

While there are strategies that provide a toolbox approach to specific types of crimes, there are no “national best practices” for crime reduction. Oakland in comparison to cities of like size has both common and unique crime problems. The Department’s effectiveness at solving these problems is impacted by the effectiveness of other stakeholders in the process. For example, the City experiences significant quality of life offenses and the Department could increase its enforcement of these offenses to prevent more severe offenses from developing which is in keeping with the “broken window theory.”<sup>2</sup> However, if that enforcement is not supported by the court system, the Department’s efforts fail.

The Department fundamentally believes that it cannot “arrest its way out of” the crime problem. The crime problem must be solved through a combination of effective enforcement and comprehensive prevention and intervention strategies. Effective law enforcement depends on effective partnerships. Partnerships with residents, the business community, the City Attorney’s office, and other members of the criminal justice system are critical to the success of a sustainable crime reduction strategy. Effective partnerships are those that engage stakeholders that have the capacity to effect change within their sphere of influence.<sup>3</sup> For example, a police

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<sup>2</sup> The “broken window theory” was developed in response to a study of blight and its correlation to crime. It suggests that minor issues such as broken windows in an abandoned factory or house can lead to a gradual reduction in overall quality of life and an increase in crime. James Q. Wilson and George L. Kelling, “The Atlantic Monthly,” March 1982

<sup>3</sup> (2005) Policing And The Crime Decline: At Last, The Enlightenment  
Criminology & Public Policy 4 (3) , 415–418 doi:10.1111/j.1745-9133.2005.00317.x

robbery suppression operation targeting youthful offenders that fails to provide alternatives to incarceration will ultimately yield short term results that cannot be sustained by law enforcement alone.

Sustainable strategies to reduce crime are not without cost; personnel, equipment, programs, and new technology are all critical to any effort to reduce the perception and reality of crime. The Department will continue to propose the reallocation of fiscal resources whether from the general purpose fund or grants to adjust to changes in the nature of crime. However, the process by which these changes occur must match the rapid nature at which crime changes in response to law enforcement's efforts.

## **PROGRAM DESCRIPTION**

Late last year, the Police Department published a comprehensive three-year strategic plan. The purpose of the plan is to provide the Department direction when making decisions regarding staffing, appropriations, and resource utilization. The plan identified the following four strategic directions as "pillars":

- Reduce crime and the fear of crime;
- Improve accountability and achieve organizational excellence;
- Develop and implement a master plan for technology; and
- Achieve fiscal responsibility.

Undoubtedly the strategic "pillar" of reducing the perception and reality of crime is the primary goal and all other objectives of the Strategic Plan should be designed to support this overarching goal. The Department's crime reduction strategy has five objectives which, if fulfilled, would achieve the goal of improving the reality and perception of crime in Oakland:

- Develop and fulfill the vision of community policing;
- Establish effective enforcement strategies;
- Reduce response time to priority calls;
- Establish effective investigative strategies; and
- Develop effective crime prevention.

### ***Develop and Fulfill the Vision of Community Policing***

The Department is committed to achieving the community policing goals outlined in City Council Resolution No. 72727 C.M.S., and the subsequent amendments in Resolution No. 79235 C.M.S. Both resolutions stress the importance of reducing the reliance on 911-response policing in favor of community policing or the "problem-oriented" model. These service methods emphasize the importance of putting resources into partnering with the community at a

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neighborhood level to focus on issues of ongoing public concern rather than merely dealing with specific incidents as they're reported.

This year, we achieved a major advance in strengthening community policing. In January 2008, the Department reorganized the Bureau of Field Operations from a temporal or *watch* system of policing to one that emphasized geographic responsibility. We launched three new police districts with a captain at the helm of each. One of the primary purposes of the reorganization is to support and further the vision of community policing. The reorganization allows the Department to better align resources to set priorities, develop strategies, and work together with the community, other City agencies, Measure Y funded programs, and the rest of the criminal justice system to improve the quality of life in Oakland neighborhoods.

With this new model in place, the Mayor announced in his January 2008 State of the City speech that he aims to align all city services related to public safety with the three new police districts. This "public safety districts" model will allow for the development of intense multi-agency coordination focused on resolving persistent public safety problems in each of the three districts. The Mayor's Office is working with OPD and other City agencies to develop the "public safety districts" model and it will be forthcoming in the next couple of months. We believe this level of multi-agency collaboration, combined with community partnerships and support from our county and state partners will greatly enhance our opportunity to effectively address root causes and engage in data-driven, proactive and coordinated public safety strategies.

The Violence Prevention and Public Safety Act of 2004, *Measure Y*, provided the Department with funding towards achieving the community policing goals set fourth by Council. The Department continues its extraordinary efforts to attain the staffing levels needed to achieve the goals of community policing and Measure Y. Efforts to hire enough officers to staff the community policing program, as personified in the position of the Problem Solving Officer (PSO), have moved forward. Today 44 of the 57 community policing beats have dedicated PSOs. The remaining 13 beats have assigned "part-time" PSOs, and there are six sergeants assigned to supervise problem solving activities. It is anticipated that all 63 of the Measure Y positions will have a dedicated PSO by July 2009. The \$7.7 million necessary to recruit, hire, and train new officers has already been approved, and will help achieve this goal.

The Department is also taking advantage of the opportunity to build partnerships with the Measure Y funded violence prevention programs. For example, the Department has a close working relationship with *Youth UpRising!*, which has worked collaboratively with OPD on training and endemic problems such as "stop snitching" and "trust."<sup>4</sup> Additionally, Measure Y funded programs have been incorporated into the Department's efforts to address chronic truants.

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<sup>4</sup> The "stop snitching" phenomenon suggests that people should not cooperate with the police under any circumstance. It has been popularized by pop culture and music. Some experts suggest that it stems from a lack of trust for the police and criminal justice system

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The Department also assisted the Department of Human Services in crafting a street outreach program tailored to match crime rates and the Department geographic organization. This effort should be functional by July, 2008.

In October 2007, all officers assigned to Patrol began to receive new annual expectations focused on patrol-based problem solving and the officers received training in the SARA model of police problem solving.<sup>5</sup> The program codifies the requirement that patrol officers engage in problem-oriented policing as a basic performance requirement for their annual evaluations; similar expectations were also given to their supervisors. In May, 2008, the program will be expanded to include officers assigned to the Foot Patrol Units.

The new 12-hour shift schedule, which began in January of this year, has improved both team and beat integrity; it is now far less likely that officers will be assigned to work in a different part of the City. They also have the opportunity to see their assigned area in each of the seven days of the week, in a two-week period, which enables them to identify and respond to problems that may be unique to weekends or a daytime "swell."<sup>6</sup>

The Department continues to form stronger partnerships with the City Attorney's Office and with members of the District Attorney's Office to achieve a better alignment of criminal prosecutions with community priorities. The City Attorney continues to support the Department's work to address neighborhood blight and problem liquor and tobacco establishments through civil litigation. In 2007, the City Attorney's Office and the Department, working with the Office of the Mayor, achieved an agreement with the District Attorney to have city attorneys "deputized" to prosecute misdemeanor and other quality of life offenses. With this new program as an element of the City's Community Policing and Geographical Accountability Patrol Plan, the Department will be able to engage the community and tackle the recurring low-level crimes that continue to adversely impact the quality of life of Oakland residents.

The Community Prosecution Program is being submitted to Council for approval during this mid-year budget cycle co-sponsored by the Mayor, Councilmember Larry Reid, Council President Ignacio De La Fuente. If funded during the mid-year budget cycle, the training and operational phase of the program will begin in July 2008 and the implementation phase will begin August 2008. In addition, as part of the City's Community Prosecution Program, the District Attorney's Office has agreed to designate individual deputy district attorneys to work as liaisons with the Department's area commanders.

The effective partnerships that are possible through the City's Service Delivery System (SDS) are another example of the Department's community policing strategy. In the past year, SDS has

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<sup>5</sup> The SARA model refers to a systematic approach to police problem solving. SARA represents the 4 steps in the process: Scanning; Analysis; Response; and Assessment.

<sup>6</sup> Daytime "swell" is the influx of a nonresident workforce from outside of the City.

been successfully used to address a wide range of community problems that contribute to neighborhood blight and crime. In many cases these projects are coordinated by Neighborhood Services Coordinators (NSC) working in conjunction with OPD personnel. Examples of successes include the SDS project in the Eastlake Business District, 23<sup>rd</sup> Avenue, Rainbow Recreation Center, and the Fruitvale Safety Project. These projects used the SDS model to form an organized collaboration of City agencies, community organizations, residents and businesses to prioritize and address problems that were hindering the neighborhood's opportunity for success. With new emphasis on multi-agency coordination from the Mayor's Office, the Department is working to expand its participation in SDS.

The Department has developed a collaborative effort with the Oakland Redevelopment Agency (ORA) to improve police services in five of the City's redevelopment areas. The ORA completely funded one sergeant and 13 police officer positions. The officers provide a wide range of services for the redevelopment areas that include focused enforcement, street level narcotics enforcement, and foot patrol. The last two officers will be assigned to the program in May 2008.

The Department has worked, and will continue to work on the community policing requirements of the Negotiated Settlement Agreement (NSA). Staff has met, and continues to meet the goals that require most officers to meet with the community on a quarterly basis. Community policing is an integral part of the Department's bi-monthly Crimestop process, and is emphasized in all aspects of Department training.

### ***Establish Effective Enforcement Strategies***

With the reorganization, the Department made significant modifications to its enforcement strategies. Area captains were given an overarching goal to reduce the perception and reality of crime in their area of responsibility. With the new responsibility came the available resources needed to accomplish the goal. Those resources include:

- Crime Reduction Teams;
- Problem Solving Officer Teams;
- Foot Patrol Officer Teams<sup>7</sup>;
- ORA Neighborhood Enhancement Team; and
- Patrol Officer Teams.

The Department also created a Support Operations Division (SOD) which is tasked with supporting the Area Command System. SOD is staffed with citywide resources and programs available to area captains upon request to support enforcement strategies. Note: The teams

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<sup>7</sup> Only Areas 1 and 2 have foot patrol officers. The single foot patrol position for Area 3 is vacant.

assigned to SOD are not large enough to be divided among the individual areas and still be effective. The units of SOD are:

1. Gang Unit;
2. Police and Corrections Team (PACT);
3. Traffic Section (including Abandoned Auto);
4. Alcohol Beverage Action Team (ABAT);
5. Helicopter Unit;
6. ORA Neighborhood Enhancement Team (Areas 2&3); and
7. Special Programs: Evidence Technicians, Tactical Team, Marine Program, and the Canine Program<sup>8</sup>.

The design of enforcement strategies is limited by staffing, information, budgetary concerns, and community support. Each of these factors must be considered in the development of the strategy. Oakland's very diversity often requires that many enforcement strategies be developed from the ground up, at the neighborhood level. Using the criteria above, each area commander has analyzed his respective challenges and opportunities in the development of strategic plans. These short-term strategic plans are incorporated in this report as Attachments B, C, and D.

The Department's staffing challenges frequently only allow us to sustain the strategy for as long as the situation exists. This means that the results exist only as long as the police maintain an increased presence; however, new competing priorities arise that draw them away. It is hoped that with the enhanced efforts to increase staffing, the Department will be more effective at implementing sustainable strategies. The benchmark is set for the end of June 2009 when it is believed that the OPD will have 803 fully trained officers, and has an opportunity to adequately staff assignments directly related to addressing the perception and reality of crime. It must be noted that without a plan to maintain staffing levels, the Department will ultimately fail at any effort to maintain any successes that result from these efforts.

### ***Technological Achievements and Needs***

Information is directly tied to technology. Over the past four years, the Department has implemented new technologies to enhance its enforcement efforts, which has improved the ability to positively impact the perception and reality of crime. The success of this work is related to the capacity of the Department of Information Technology (DIT) and its ability to implement, manage, and maintain the Department's information technology needs. The Department continues to work with DIT to refine and increase its use of information technology to support this effort. Enforcement technologies include:

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<sup>8</sup> Programs are not stand alone units and function as collateral assignments using officers assigned to other duties. For example, a canine officer is actually a patrol officer who is assigned a canine.



- Shotspotter Gunshot Location System;
- Community Surveillance Cameras;
- License Plate Recognition System (LPRS);
- DNA Analysis Capabilities;
- Crime Index System;
- Records Management System; and
- Field Based Reporting.

Before the end of the year, the Department hopes to implement its In-Car Video System, Automated Citation System, and increase the capacity of both the License Plate Reader System (LPRS) and Shotspotter systems. For example, with the assistance of grants and the City Council, the Department will more than triple the number of LPRS units on the street; the new LPR systems should be in place by the end of June, 2008. The \$62,240 needed annually to maintain the LPRS system is currently unfunded.

The Department recently added Shotspotter software to computers in some supervisors' cars to eliminate the delays and misinformation associated with having the system monitored at the OPD Communications Division. A recent, street-level focused, Shotspotter operation netted five assault weapons and two pounds of narcotics. Currently, the unfunded system costs the Department \$105,000 annually for maintenance and phone lines. The community has expressed interest in expanding the Shotspotter system into North Oakland, and converting the system to a wireless format to reduce the long term costs associated with phone lines. Expansion of the system and conversion to a wireless format would cost \$1.25 million, with \$161,250 needed annually to maintain the wireless system.

The deployment of community-based surveillance cameras has promise, and has been used as an effective enforcement strategy in cities around the world; however, these programs also present challenges. Oakland's use of surveillance cameras is in need of both coordination and collaboration. While the Department does use some of the systems currently in place, the ad hoc nature of the way it is being implemented in Oakland raises concerns about its effectiveness and sustainability. As noted above, the capacity of this program is limited by concerns related to cost, staffing, conduct, and community support. Over the next two years, the Department will work with stakeholders to develop a citywide policy and plan for the installation, monitoring, and maintenance of community surveillance cameras. Until a comprehensive program is developed, the Department is going to take a neutral position on camera use and installation. The cost of a comprehensive program is significant and funding will be difficult to obtain. The final implementation is yet to be determined.

Reliable real-time information is critical to the development, implementation, measurement, and maintenance of effective enforcement strategies. The Department has been using systems

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developed by the DIT for crime analysis. Most of the systems are limited by the nature of data fields they mine; for example, the information related to crime at the area or beat level is limited to calls for service. The data does not include information from citizen crime reports or "phone reports." This makes the data useful for analyzing serious crimes such as robbery, and comparing past to present, but it is much less useful for monitoring crimes such as locked auto burglaries. Furthermore, the primary programmer for the system left the City in January 2008, resulting in a lack of technical support. Without reliable crime analysis software, the process can take up to two weeks to get the data necessary to develop, implement, measure, and maintain effective enforcement strategies.

Staff is optimistic that new crime analysis software currently being beta tested at OPD will address the concerns outlined above. The system promises to not only speed the dissemination of reliable crime data at any level the user desires (neighborhood, beat, area, or city), but it will also enable the analysis of information currently unavailable such as a link between Shotspotter and parolee/probationer addresses. The system is expected to:

- Significantly improve the Department's ability to analyze and manage officer performance; and
- Enable staff to more effectively measure the impact of specific strategies and make more timely adjustments.

The system should be fully functional by the end of June 2008, and cost \$60,000 annually to maintain.

Each of the above stated technology issues are related to one of the fundamental strategic objectives for OPD - the development and implementation of a technology master plan. Many of the programs have staffing and budgetary issues yet to be addressed. These issues will be benchmarked in the technology master plan which will be developed and implemented over the course of the next two years.

### ***Policy Element***

Conduct and policy concerns weigh heavily in the development of strategies. While it may be more efficient to deploy a team of ten patrol officers at one time of day and six at another, the Department is restricted from carrying out this deployment method because of a mandated ration of one supervisor to eight officers.

For example, a more effective "Sideshow" abatement strategy would allow the pursuit of all traffic offenders, but liability and community concerns, and Department's own policy strictly limit such activities. Also a "stop and frisk" program may lead to the short term benefit of getting guns off the street, but fails to address the long term threat created by the lack of capture or prosecute of future gun offenders.

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Rules of conduct and policies are necessary to protect the City and ensure that members and employees of the Department operate in a professional manner, and conform to established policies. Rules and policies have a short term impact on the effectiveness of strategies, but help to make the efforts of those strategies more sustainable and effective over the long-term.

### ***Reduce Response Time to Priority Calls***

Response time to priority calls is another objective of the Department's Strategic Plan. Response time is impacted by staffing, deployment, and call management. With the reorganization, the Department has taken steps to address opportunities in each of these areas. Attrition and mandated reassignments result in patrol vacancies and have a negative impact on response time. Currently, patrol officers are totally occupied responding to calls for service.<sup>9</sup>

The Department must balance its need to adequately staff Patrol while meeting other necessary and mandated functions, such as conducting investigations, training, targeted enforcement, youth and family services, and long-term problem solving activities. Staffing challenges have prevented the Department from performing most of these efforts at a "fully effective" level. As staffing levels increase, so too should the Department's ability to timely respond to priority calls. The benchmark for this objective is the end of June, 2009. However, (as previously stated) without a plan and funding to constantly maintain 803 sworn personnel, this goal will be short lived.

With the reorganization and the shift from a 4-day, 10-hour work schedule to a 3-day, 12-hour schedule came an improved deployment model. The new shift schedule provides some efficiencies and economies that should lend themselves to improved response time to priority calls. For example, officers now work 84 hours in a two-week period, a 5% increase in the amount of patrol time. The longer schedule also reduces the administrative time associated with preparing for an assignment and the end of a shift.

The new schedule deploys officers in line with calls for service, and initial results indicate that response time has increased under the new shift. Area commanders have offered the explanation that they are using patrol resources to combat crime more proactively. The benefits of the new shift schedule will only be fully appreciated as staffing of the patrol function improves and the large influx of new officers gains the experience necessary to handle the work in an efficient manner.

Call management is another area where efficiencies can be gained to improve response time to high priority calls for service. The Department has taken steps to limit "cross-beat

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<sup>9</sup> Staffing Study Results for the Bureau of Field Operations, Oakland Police Department, *Etico Solutions Inc.*, Spring 2007

dispatching.”<sup>10</sup> The Department has also given field supervisors the authority and responsibility for managing low priority assignments in the field. Finally, the Department has nine newly hired Police Services Technicians (PST) who will (once deployed) be tasked with responding to low priority reports and calls for service that do not require a police officer.

***Establish Effective Investigative Strategies***

The Department’s investigative strategy is largely the responsibility of the Bureau of Investigation (BOI). Staffing levels have decreased to the point where (with the exceptions of homicide cases) only in-custody cases are presented to the District Attorney’s Office for review, along with a limited number of out-of-custody cases (cold cases) assigned for follow-up. These cold cases are screened for investigative leads that provide a high probability to solve the case. Additionally, cases are assigned if they are identified as a trend, series, or are egregious in nature.

Currently, there are 40 primary investigators assigned to the Criminal Investigation Division (CID) to investigate the vast amount of criminal cases. The assignment breakdown is as follows:

<b>CID STAFFING 2008</b>			
<b>SECTION</b>	<b>CURRENT</b>	<b>AUTHORIZED</b>	<b>VACANCIES</b>
Homicide	10	11	1
Assault	9	12	3
Robbery	10	12	2
Theft	11	13	2
<b>TOTAL</b>	40	48	8

CID’s limited staffing continues to hamper the Department’s ability to effectively investigate crimes. For example, during 2007 there were only 11 investigators available to investigate a total of 127 homicides. The workload comparison to other California cities is listed in the table below:

**2007**

<b>Police Department</b>	<b>Number of Homicides</b>	<b>Total Investigators</b>
<i>Oakland</i>	127	11
San Jose	36	12
San Diego	58	16
San Francisco	98	19
Fresno	52	12

<sup>10</sup> Staffing Study Results for the Bureau of Field Operations, Oakland Police Department, *Etico Solutions Inc.*, Spring 2007

Additionally, during 2007 there were only 11 theft investigators available to investigate 3,641 cases that were actually assigned based on readily apparent solvability factors.

<b>Theft Reports Received</b>	<b>Cases assigned to Investigators</b>	<b>Charged by DA</b>
28,621	3,641	2,765

BOI is committed to using existing resources as much as possible to accomplish the:

- Timely investigation of criminal cases;
- Prevention of crime;
- Identification and apprehension of offenders;
- Protection of life and property; and
- Preservation of peace, order and safety.

As part of the Department's overall strategic plan to reduce crime, fear, and disorder in the City, the Department has implemented the following changes to improve its investigative strategy.

1. The Theft Section has moved back (from Eastmont Station) to the Police Administration Building to enhance the coordination and communication between the other primary investigative sections: Homicide, Assault and Robbery.
2. The Stingray program has been implemented. This technology is used both for surveillance operations and for the real-time tracking of wanted persons during complex on-going investigations.
3. The Robbery, Assault, and Theft sections were each assigned one additional investigator to enhance operational and investigative capabilities. Additional personnel will allow OPD to more aggressively identify and apprehend offenders and deter the commission of crime by reducing the opportunities for such crimes.
4. A cold case team was formed to pursue investigative leads as a result of modern and innovative technology (DNA, database systems, etc.) in the realm of law enforcement. The team is comprised of two investigators and five annuitants (former OPD officers).

Additionally, the Department has proposed the following strategies for 2008 to enhance the effectiveness of investigations:

1. Increase the Homicide Section's staffing level from the current 10 investigators to a full-time staff of 16 investigators. The increase in staffing will enable the section to dedicate more time and effort to pursuing viable leads to combat the City's increasing homicide rate.
2. Implement a GPS monitoring program for violent offenders who meet the criteria to be tracked and monitored. This innovative technology will also give the Department an

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opportunity to determine if repeat offenders were present in the immediate vicinity of crime scenes.

3. Separate the Robbery and Assault Section into two separate sections, with each section commanded by a lieutenant. This reorganization will ensure greater supervision and focus on specific crimes, while maintaining direct communication among the four primary investigative sections.

Like other aspects of the Department, the BOI strategy relies heavily on partnerships, particularly with other law enforcement agencies. The BOI has effective partnerships with local, state, and federal agencies that enable BOI to increase its limited capacity. BOI has existing formal and informal relationships with the following:

1. Federal Bureau of Investigations (FBI);
2. Secret Service;
3. Drug Enforcement Agency (DEA);
4. Alameda County Narcotics Task Force (ACNTF);
5. California State Department of Justice; and
6. Alameda County District Attorney's Office.

The Department is also implementing strategies to improve the capacity of follow-up investigations. One strategy is the use of annuitants (retired police officers) to investigate specific crimes (as mentioned previously). Another is a program where PSOs will receive the necessary training to investigate misdemeanor crimes occurring on their beat. If successful, these strategies will allow full-time investigators to focus more on violent crimes and crime trends. Additionally, this will ensure that future investigators assigned to BOI will have already received some level of investigative training and experience.

Recently, three investigators were assigned to CID to bolster the overall staffing; three more will be assigned in May 2008. The assignments are as follows:

- One investigator to the Robbery Section
- One investigator to the Assault Section
- One investigator to the Theft Section
- Two investigators to the Theft Section
- One investigator to the Domestic Violence Unit

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### ***Develop Effective Crime Prevention***

Effective crime prevention results from all of the aforesaid performance objectives. The development and fulfillment of a viable community policing strategy, coupled with effective enforcement and investigative strategies, and a rapid response to priority calls for service are all integral parts of the Department's crime prevention effort.

Effective crime prevention is the sustainable outcome of effective partnerships with the community, City agencies, and other members of the criminal justice system. All of these stakeholders need to be informed, involved, and committed to achieving and maintaining crime prevention for true sustainable success.

Enforcement and investigative strategies need to be flexible, measurable and sustainable. These goals can be met if the Department achieves its staffing goals, implements and maintains important technology, and continues to promote accountability at all levels of the organization. Goals related to this task are largely dependent on the ebb and flow of funding.

Improving the response time to priority calls is largely a reactive function for law enforcement. However, improved response time does have an impact on crime prevention when it results in the apprehension of offenders and the preservation of evidence.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** An effective and efficient crime reduction strategy can result in less loss due to theft, a reduction in the perception of crime, and an overall improvement in the economic climate of the City.

***Environmental:*** A comprehensive crime reduction strategy considers the impact of environmental crimes on the overall well being of the community. These are relevant to improving the quality of life and addressed through the Department's involvement in SDS.

***Social Equity:*** An effective crime reduction strategy will improve the quality of life for all Oakland residents.

### **DISABILITY AND SENIOR CITIZEN ACCESS**

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

### **RECOMMENDATION**

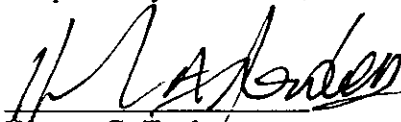
Staff recommends acceptance of this report.

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**ACTION REQUESTED OF THE COUNCIL**

This is an informational report; therefore, no action is requested of the Council.

Respectfully submitted,

  
FOR Wayne G. Tucker  
Chief of Police

**Attachments:**

- A. FBI Crime Statistics (1997-2006)
- B. Area 1 Crime Reduction Plan
- C. Area 2 Crime Reduction Plan
- D. Area 3 Crime Reduction Plan
- E. OPD Strategic Plan

Prepared by:  
David Kozicki  
Deputy Chief of Police  
Bureau of Field Operations

APPROVED AND FORWARDED TO  
THE PUBLIC SAFETY COMMITTEE:

  
Office of the City Administrator

Item: \_\_\_\_\_  
Public Safety Comte.  
April 22, 2008



Attachment A

**Comparison of Violent Crimes by City**

Oakland vs. next five cities higher and lower in population.

2004 - 2006

City	Population per U.S. Census est. 7/1/2006	Murder	Forcible Rape	Robbery	Felony Assault	Murder	Forcible Rape	Robbery	Felony Assault	Murder	Forcible Rape	Robbery	Felony Assault
Arlington, TX	367,197	14	200	662	1,017	24	178	768	1,399	14	192	890	1,632
Colorado Sprgs, CO	372,437	14	276	350	983	12	251	439	1,090	15	251	612	1,267
Minneapolis, MN	372,833	53	384	2,246	2,026	47	402	2,584	2,439	57		3,028	2,836
Honolulu, HI	377,357	26	222	818	1,441	15	234	841	1,480	17	229	956	1,543
Tulsa, OK	382,872	48	299	1,035	3,306	58	303	1,096	3,538	53	289	997	3,477
Oakland	397,067	83	262	2,190	2,616	93	306	2,672	2,621	145	306	3,534	3,614
Miami, FL	404,048	69	102	2,367	3,923	54	62	2,019	3,999	77	101	2,111	3,642
Omaha, NE	427,872	20	187	824	1,577	31	199	682	1,415	33	187	848	1,437
Virginia Bch, VA	435,619	15	138	482	370	20	96	622	402	19	115	678	444
Cleveland, OH	444,323	78	520	3,289	2,096	109	478	3,743	2,086	75	445	4,288	2,196
Kansas City, MO	447,306	89	316	1,923	4,121	126	295	2,000	4,115	112	321	2,044	3,994
		<b>2004</b>				<b>2005</b>				<b>2006</b>			

Data Source: *Crime in the United States*, published by the U.S. Department of Justice, Federal Bureau of Investigation

Attachment A

Comparison of Oakland Crime Statistics

Oakland vs. next five cities higher and lower in population.

1997 - 2006

City	1999									2000								
	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses
Arlington, TX	11	109	546	1,285	3,180	12,556	1,720	82	19,489	14	96	595	1,452	3,141	14,106	2,076	55	21,535
Colorado Sprgs, CO	25	252	553	1,103	2,933	12,968	1,103	144	19,081	15	251	455	995	3,095	12,640	1,233	144	18,828
Minneapolis, MN	47	451	2,096	2,349	5,562	16,366	3,866	292	31,029	50	422	1,948	1,984	4,514	14,788	3,783	261	27,750
Honolulu, HI	37	235	907	1,019	6,087	30,396	3,997	263	42,941	20	240	984	1,058	6,946	32,197	5,214	324	46,983
Tulsa, OK	41	235	887	3,284	6,558	14,070	3,228	232	28,535	33	242	737	3,399	5,383	13,677	3,382	257	27,110
Oakland	60	305	2,190	3,199	5,094	15,437	4,788	329	31,402	80	320	1,929	2,709	3,506	11,652	4,864	290	25,350
Miami, FL	63	113	3,076	4,609	7,329	19,135	5,723	216	40,264	66	118	3,077	4,616	7,303	18,854	5,722	244	40,000
Omaha, NE	34	174	960	3,445	3,516	14,530	3,586	232	26,477	37	189	875	2,063	3,373	16,902	3,380	230	27,049
Virginia Bch, VA	12	107	507	418	2,034	12,293	718	154	16,243	11	100	451	374	2,491	13,404	851	161	17,843
Cleveland, OH	76	506	3,038	2,429	7,246	12,868	7,410	365	33,938	71	615	3,084	2,271	7,435	12,969	6,139	530	33,114
Kansas City, MO	117	330	2,479	4,840	8,611	28,513	6,750	497	52,137	113	310	2,265	4,493	7,562	25,167	7,215	469	47,594

Attachment A

Comparison of Oakland Crime Statistics

Oakland vs. next five cities higher and lower in population.

1997 - 2006

City	2001									2002								
	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses
Arlington, TX	15	145	687	1,282	3,552	16,345	2,525	58	24,609	14	152	794	1,242	3,638	15,746	2,008	73	23,667
Colorado Sprgs, CO	14	257	494	1,142	3,070	13,155	1,343	137	19,612	25	275	497	1,235	4,063	14,137	1,585	139	21,956
Minneapolis, MN	43	399	1,943	1,716	4,092	14,548	4,079	259	27,079	47	362	1,794	1,920	4,433	14,641	3,433	261	26,891
Honolulu, HI	20	293	999	1,141	7,340	33,052	5,597	396	48,838	18	304	1,072	1,207	8,932	37,250	8,488	429	57,700
Tulsa, OK	34	256	776	3,481	5,863	15,308	3,636	250	29,604	26	243	901	3,153	6,313	15,918	3,565	246	30,365
Oakland	84	295	2,125	2,826	3,696	13,081	5,520	328	27,955	108	249	2,452	2,852	4,252	13,703	6,259	354	30,229
Miami, FL	66	118	2,719	4,307	6,218	16,635	5,228	259	35,550	65	96	2,706	4,361	5,962	15,886	4,876	228	34,180
Omaha, NE	25	157	868	1,658	3,107	19,382	4,310	255	29,762	26	173	998	1,632	3,220	18,490	4,242	268	29,049
Virginia Bch, VA	12	110	368	350	2,285	12,078	932	181	16,316	3	132	443	376	2,290	11,981	842	175	16,242
Cleveland, OH	77	624	3,298	2,425	7,937	12,925	5,779	539	33,604	80	619	3,263	2,402	8,096	13,250	5,499	489	33,698
Kansas City, MO	103	319	2,367	4,292	7,454	27,126	8,298	493	50,452	83	300	2,011	3,660	7,978	24,161	6,749	478	45,420

Attachment A

**Comparison of Oakland Crime Statistics**  
 Oakland vs. next five cities higher and lower in population.  
 1997 - 2006

City	2003									2004								
	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses
Arlington, TX	9	167	598	1,089	3,606	14,656	1,659	42	21,826	14	200	662	1,017	3,375	14,680	1,526	70	21,544
Colorado Sprgs, CO	16	242	421	1,051	3,360	13,338	1,819	191	20,438	14	276	350	983	3,813	14,445	2,088	122	22,091
Minneapolis, MN	46	384	2,192	1,895	4,482	12,404	3,519	249	25,171	53	384	2,246	2,026	4,757	10,507	3,649		23,622
Honolulu, HI	15	266	989	1,336	7,967	32,086	8,253	389	51,301	26	222	818	1,441	7,240	29,512	7,369	427	47,055
Tulsa, OK	61	272	891	3,080	6,403	17,343	3,507	281	31,838	48	299	1,035	3,306	6,648	16,590	3,723	247	31,896
Oakland	109	268	2,474	2,762	4,568	12,551	5,511	334	28,577	83	262	2,190	2,616	4,324	10,984	6,877	266	27,602
Miami, FL	74	107	2,928	4,048	5,878	15,404	5,088	239	33,766	69	102	2,367	3,923	5,556	14,652	4,297	195	31,161
Omaha, NE	35	179	896	1,517	3,449	16,869	4,194	210	27,349	20	187	824	1,577	3,641	15,490	3,405	150	25,294
Virginia Bch, VA	24	119	408	377	2,138	11,621	805	188	15,680	15	138	482	370	1,772	10,970	762	146	14,655
Cleveland, OH	73	646	3,167	2,314	8,048	12,832	5,198	461	32,739	78	520	3,289	2,096	8,120	13,080	5,808	442	33,433
Kansas City, MO	82	308	1,890	3,871	6,896	22,973	5,600	478	42,098	89	316	1,923	4,121	6,952	22,800	5,314	456	41,971

Attachment A

Comparison of Oakland Crime Statistics

Oakland vs. next five cities higher and lower in population.

1997 - 2006

City	2005									2006								
	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses	Murder	Forcible Rape	Robbery	Felony Assault	Burglary	Total Larceny	Auto Theft	Arson	Total Offenses
Arlington, TX	24	178	768	1,399	3,984	14,609	1,810	52	22,824	14	192	890	1,632	4,042	13,905	1,719	42	22,436
Colorado Sprgs, CO	12	251	439	1,090	3,676	14,164	1,779	107	21,518	15	251	612	1,267	3,347	12,940	1,789	115	20,336
Minneapolis, MN	47	402	2,584	2,439	5,535	12,988	3,894	220	28,109	57		3,028	2,836	5,826	13,110	3,625	232	28,714
Honolulu, HI	15	234	841	1,480	6,209	29,376	6,798	547	45,500	17	229	956	1,543	5,482	26,540	6,288	588	41,643
Tulsa, OK	58	303	1,096	3,538	6,592	14,847	3,730	308	30,472	53	289	997	3,477	6,315	14,523	3,173	271	29,098
Oakland	93	306	2,672	2,621	5,783	8,227	9,017	266	28,985	145	306	3,534	3,614	5,070	8,725	10,549	307	32,250
Miami, FL	54	62	2,019	3,999	5,377	13,930	4,014	143	29,598	77	101	2,111	3,642	4,442	11,967	3,879	110	26,329
Omaha, NE	31	199	682	1,415	3,164	15,079	3,813	138	24,521	33	187	848	1,437	3,172	15,172	3,443		24,292
Virginia Bch, VA	20	96	622	402	2,213	10,376	753	116	14,598	19	115	678	444	2,048	10,212	595	165	14,276
Cleveland, OH	109	478	3,743	2,086	8,598	13,145	6,800	505	35,464	75	445	4,288	2,196	9,650	12,036	6,534	502	35,726
Kansas City, MO	126	295	2,000	4,115	7,429	21,603	5,790	395	41,753	112	321	2,044	3,994	7,399	18,186	5,515	403	37,974

## CITY OF OAKLAND

Memorandum

TO: Bureau Field Operations  
ATTN: Deputy Chief Dave Kozicki  
FROM: Patrol Division, Area One  
DATE: 19 Feb 08

RE: Area One Response to Violent Crimes

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**Summary**

Reducing the reality and perception of violent crimes in Area One is a top priority for commanders, supervisors and officers; we have struggled with the violent pace of robberies and shootings. This memorandum will outline my plan to reduce the number and frequency of these crimes and to calm community fears.

**Robbery Analysis**

Robberies are occurring almost at a daily basis. The incidents involve both armed and strong-armed attacks. The suspects are usually adults, or (until recently) juveniles, with juveniles occurring in "rat-packs." The robberies are generally spread geographically, but many are concentrated around BART stations in West Oakland, 40<sup>th</sup> St., and Rockridge, and other business throughout the area. Street robberies are also common. Several weeks ago, patrol and TETF made three robbery arrests and the suspects were linked to numerous robberies in Area One. Although this briefly slowed the pace of Area One robberies, they continue to occur.

**Shooting Analysis**

Within the last several weeks, there have been four murders and numerous shootings (reported and unreported) in Area One. This violence can be attributed to the following factors:

- Violence between associates in Ghost Town (Beat 6, Apgar/MLK area) and the Acorns (8<sup>th</sup>/Adeline).
- Violence between associates in the Lower Bottom (8<sup>th</sup>/Henry, 12/Peralta, 8/Chestnut) area.
- Violence between associates in North Oakland/Berkeley (upper Shattuck Ave.) area.

**Area One Response**

The specifics of my plan of action are as follows:

- Area One commanders have been meeting regularly with our criminal investigators to identify crime patterns and trends. We are working on a mechanism to improve communication and the working relationship between investigators and officers. The goal here is to share information and

to work together to identify suspects and patterns and trends so police resources can be deployed more effectively and efficiently.

- We have an annuitant dedicated to reviewing crime reports and identifying patterns and trends and recommending strategies to fight crime.
- Truancy sweeps. We are conducting regular Truancy Sweeps. This has been effective on two fronts. First, in getting truants off the street and exposed to Measure Y programs and second, for identification and information gathering purposes.
- Quality of life sweeps: CRT has been conducting routine quality of life sweeps throughout the area. Patrol officers are also conducting this type of enforcement as staffing and calls for service allow. The goal is to send a strong message that minor criminal activity is not tolerated and to identify persons engaged in criminal activity.
- PSOs have been directed to spend more time walking the beat and being seen. This is a great deterrent to crime and a good way for the officers and merchants/residents to touch base and get to know each other.
- Kevin Grant, the City's Violence Prevention Coordinator, and his crew have been reaching out to individuals in identified hot spot locations. They meet individuals hanging around street corners and locations of recent violent crimes and providing referrals to Measure Y services. This outreach has expanded from weekends only to include week nights.
- CRT and PSOs have been meeting regularly with members of TETF team to share information and develop/implement plans to reduce violent crime in the area.
- CRT, PSO, and beat officers are scheduled to receive training on how to use informants. This is an important and efficient tool in developing information and identifying and arresting persons that commit crimes.
- The MCP will be deployed to target areas. Lineups, meetings, and completing paperwork will be done at the MCP. The MCP provides high visibility and deters criminal activity.
- Traffic officers have been providing high visibility traffic enforcement concentrated in targeted locations throughout the area.
- We are continuing to improve our working relationship with the NSC and the NCPC. These are valuable resources in fighting crime and galvanizing community support.
- NET officers (Area 3 officers on overtime) have been engaging in high visibility, proactive enforcement around BART stations in West Oakland, 40<sup>th</sup> St., and Rockridge.
- Three new NET officers started 09 Feb 08. Two are assigned to West Oakland and one to the San Pablo Ave/Broadway/MacArthur area. These officers are currently in training with CRT and PSOs regarding problem solving, conducting surveillances and search warrants, etc.
- Use of Violence Suppression funds (P819) to enhance proactive enforcement efforts.
- Identification of the top calls for police service in Area One. These calls will be analyzed and beat projects will be created to eliminate or reduce their frequency. The benefits will be:
  - A reduction in the number of calls for service
  - A reduction in crime
  - Faster response times
  - More discretionary time to work on other beat projects on neighborhood problems

## **Metrics**

Success will be measured using the following standards:

- Community feedback--has the community noticed a reduction in crime and do they feel safer.

- Crime statistics.
- Calls for service statistics.
- Daily statistical sheets are being completed by officers documenting their activity. Their productivity is reviewed by supervisors and commanders.
- Feedback from Area One commanders, supervisors, and officers.

I am very optimistic that my plan of action to reduce the frequency of violent crime in Area One will be successful. Area One personnel are committed to ensuring public safety.

Anthony G. Toribio  
Captain of Police  
Area One Commander



## CITY OF OAKLAND

**Memorandum**

TO: Bureau of Field Operations  
ATTN: Deputy Chief David A. Kozicki  
FROM: Captain Ricardo E. Orozco  
DATE: 15 Feb 08

RE: 2008 Area 2 Action Plan

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Our goals for 2008 are to (1) reduce violent crime, (2) strengthen our relationship with the community, and to (3) train and develop our staff - while fully complying with the provisions of the Negotiated Settlement Agreement.

**Reducing Violent Crime:**

In 2007, Area 2 had 20 murders and 245 shootings which was down from 45 murders and 296 shootings in 2006. Robberies remained constant with 1345 in 2007 and 1335 in 2006. Our success in maintaining or reducing these numbers will be to (1) suppress our Open Air Drug Markets and (2) Address gang violence, and (3) Enforce Quality of Life violations.

We will address drug, crime & quality of life hotspots by providing consistent pressure with Patrol, CRT, PSOs, FPU and other Departmental units by saturating problem areas and utilizing our various special operations such as; Rolling surveillance, narcotic surveillance, buy-bust, reverses, parolee compliance program, truancy sweeps, robbery decoy and vice operations. In addition, we will utilize PSOs to investigate and follow-up on leads on residential burglary cases.

We are addressing the Latino gang problem with the Fruitvale Public Safety Project which is a collaborative, multi-disciplinary approach involving Councilmember De La Fuente, staff across the City and the Measure Y Outreach Team. This program is targeting the 4 most significant gang areas in Area 2; 2200-2300 Blocks of E. 15<sup>th</sup> St., 1500-1700 Bridge Avenue, 1900-2100 Blocks of Harrington Avenue, and 38<sup>th</sup> Ave., at Cesar Chavez Park. This program has an education component (classes provided by the councilmember), an intervention component (Measure Y Outreach) and an enforcement component (targeted locations) for police operations which includes assistance from the Gang Unit. The Gang Unit is assisting us with this project.

**Relationship with the Community:**

While the community is greatly impacted by violent crime, we recognize that people's fear of crime, perception of crime and general unease is often related to everyday concerns that we see in (1) calls for service and (2) NCPC priorities. These everyday concerns are compounded when citizens find that either their PSO is not fully aware of their problems and/or is not prepared to say, what, if anything, has been done. We can build trust with the community by being more responsive and more competent.

Our Problem Solving Officers will be expected to be the “expert” of their beat and take the initiative to identify crime problems, develop solutions and collaborate with Patrol and other Department units. Specifically, PSOs will be required to identify the high “calls for service” location on their beats and develop an appropriate project that either they will work on, or, that may be more appropriately forwarded as a patrol-based project. PSOs will monitor robberies, burglaries and narcotics activity and conduct investigative and/or follow-up activity as appropriate.

PSOs will be responsible for attending their respective NCPC meetings and assist the group in the development of their “top 3” priorities. Once the priorities have been established, the PSO will be responsible for ensuring that work is done and return to the next meeting with an explanation of what efforts we have made to address the priorities. Further, the PSO will present an overview of crime stats that will minimally include a description of shootings, robberies and residential burglaries in their beat.

### **Training & Developing Staff:**

The patrol force is comprised of many young police officers who want to do proactive police work but need additional training and on-the-job experience. To that end, the goal of our special operations are to (1) impact crime and (2) provide training and experience opportunities to our newer officers. We believe that by creating opportunities for officers to do meaningful work and develop their skills while in regular patrol, we can create a more energized and formidable patrol force. Given our current and projected crime and resource issues, we need officers who are interested and capable of doing more proactive police work than just responding to calls and making an occasional traffic stop.

Specifically, we have begun recruiting young and enthusiastic officers across the City to work directly with our CRT and PSO teams as an extra officer in the squad to work on day-to-day crime suppression efforts and as part of organized operations. Further, we are trying to connect these same officers with talented supervisors in Area 2 to participate in patrol-based projects and special operations. We intend to create a positive learning environment where we can impact crime, build the competence and morale of rank and file and make the job fun.

With respect to PSOs, we have identified some opportunities for them to expand and enrich their jobs. Many PSOs are covering one community policing beat. We are encouraging them to take a larger role in their beat, emphasizing greater initiative in identifying and responding to crime trends. To that end, we have received a commitment from CID to give us 7 or 8 spots in the next CID Investigators Course.

**Evaluation:** We will evaluate our efforts based on (1) crime stats, (2) successful completion of NCPC priorities and projects and (3) PAS indicators.

Ricardo E. Orozco  
Captain of Police  
Area 2

# **AREA THREE**

## **Six-Week Operational Period**

Attachment D

**16 Feb 08 to 29 Mar 08**

### **Mission**

Provide professional, effective, and efficient delivery of services to the community

### **Vision**

Create a community of low crime where those who live, work, and visit do not fear for their safety

### **Values**

Fairness, Integrity, Respect, Service, Teamwork

### **Community Policing**

Crime Prevention  
Community Partnership  
Accountability

### **Area Three Philosophy**

Garner strong community, City, and organizational support  
Amass resources to reduce actual crime, improve livability, and diminish fear  
Plan carefully and mobilize the community to sustain progress

### **Priorities**

Robberies  
Property Crimes  
Sideshow  
Gun Violence

### **Objectives**

Decrease robberies on International Blvd, MacArthur Blvd, Seminary Ave, Bancroft Ave, and Foothill Blvd  
Decrease gun violence, narcotic trafficking in the 8600- 9000 blk Hillside  
Decrease property crimes on beats 28X, upper 35X, and 35Y

### **Field Contact Reports**

Please deliver copies of FCs to the "Six Week OP Period" mailbox outside of the Patrol line-up room

# **Deliverables**

- **Patrol**
  - Walking and vehicle stops targeting quality of life issues
  - Arrest and issue citations for nuisance activities
  - Invoke search clauses
  - Prepare Field Contact reports on ALL contacts
  - Truancy pick ups
  - Increase under the influence (drug and alcohol) enforcement
  - Citations, arrests, and tows in Sideshow areas
  - Increase proactive patrolling on beats 28X, upper 35X and 35Y
- **PSO**
  - Same deliverables as Patrol
  - Follow up with nuisance abatement process
- **CRT:**
  - Same deliverables as Patrol
  - Surveillance, buy/bust, and/or reverse operations
  - Search warrants targeting identified drug houses
  - Assist CID in arresting outstanding wanted suspects
- **Traffic**
  - Ped enforcement operations
  - Traffic stops along major thoroughfares
  - Invoke search clauses
- **Gangs**
  - Same deliverables as Patrol
  - Site visits on known gang members and/or gang associates
- **PACT**
  - Parole and probation searches in target areas
- **NET**
  - Same deliverables as Patrol with a direct focus in the business districts - Foothill, MacArthur, International, Seminary and Bancroft
  - Conduct quality of life wagon operations
- **NSC**
  - Distribute and discuss crime prevention information at Community Meetings
  - Coordinate clean up of homeless encampments
  - Assist PSOs and CRTs with project documentation and referrals
- **ABAT**
  - Conduct L.A.C.E. (Loitering and Alcohol Consumption Enforcement) operations at liquor stores
  - Conduct bar checks

# **Measurements**

- Calls for service
- Officer productivity statistics, crime statistics, and Crime Index
- Drug Hotline
- Community feedback
- Personal observation

# Strategic Plan



**2007 – 2010**

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## Message from Chief Tucker

The City of Oakland is a diverse City with a core of residents that represent some of the best people this Nation has to offer. The City boasts one of the largest shipping ports in the world, professional sports teams, diverse cuisine and unique neighborhoods. Oakland is also a city faced with the challenges that must be met with innovation and collaboration. Because of the complex nature of this city, the department must move in a focused direction. Since my appointment as Chief, I recognized the need for this strategic plan to focus our efforts in order to become a high performing organization. I ordered department personnel of all ranks meet in focus groups, conduct interviews, and work with staff to identify our common purpose.

This strategic plan further amplifies our mission and represents the department's guiding document for August 2007 – July 2010. It represents our collective goals and shall be referenced by all personnel when making decisions regarding staffing, appropriations, and resources. The plan focuses on four strategic directions that will serve as the pillars of the plan: Reduce Crime and the Fear of Crime, Improve Accountability and Achieve Organizational Excellence, Develop and Implement Master Plan for Technology, and Achieve Fiscal Responsibility. These strategic directions are *achievable* and *sustainable*.

This plan does not replace departmental policies; rather, this plan enhances them by providing unity of purpose. All managers and supervisors shall review the relevant portions of this plan with their subordinates. The Assistant Chief will meet with managers on a quarterly basis to review the plan and recommend modifications when necessary.

  
Wayne G. Tucker  
Chief of Police

# **The Environment**

## **City of Oakland**

The City of Oakland, the eighth largest city in California, is located on the east side of San Francisco Bay in Alameda County. The land area is 53.8 square miles with a lake area of 3.5 square miles. The population jumped from 66,960 to 150,000 people in 1910 due to the mass relocation of people trying to escape the damage in San Francisco caused by the earthquake. From 1940 to 1950, the city of Oakland faced another significant increase in its population due to World War II. Those individuals who initially came to the City and its surrounding areas seeking jobs created due to the war, decided to remain in Oakland when the war was over, causing the population to rise to 384,575. Oakland is now home to approximately 411,000 people.

The City of Oakland's retail market is a 3.6 billion dollar per year industry, making it a critical city within the bay area due to its location and many economic resources. Such resources include the Port of Oakland, Oakland International Airport, Oakland Army base, and zoo. In 2006 there were 3,184 new businesses in Oakland.

Oakland offers many historical landmarks, such as the first Kaiser Hospital in 1942, the Children's Fairyland in 1950, the Oakland-San Francisco Bay Bridge in 1936, Paramount Theatre in 1931 and Lake Merritt, the largest saltwater lake in a U.S. city and oldest declared wildlife sanctuary. Also, there are over 100 parks located in Oakland totaling approximately over 2,500 acres.

According to the 2000 United States Census Bureau, the demographics for Oakland are 32.4% Caucasian, 31% African-American, 25% Hispanic/Latin, 16.4% Asian, 4.8% are two or more races, 0.9 Hawaiian/Pacific Islander, and 0.6% American Indian/Alaskan Native. There are 52.5% females in the city and 47.4% males.

The City is focused on expanding its community and economic development strategies. They are utilizing programs to assist current homeowners and attract new residents. They are also trying to improve community services, economic growth, violence prevention and public safety programs to benefit the citizens of Oakland.

The city operates under a strong mayoral form of governance. The Mayor is elected and appoints a City Administrator, who is responsible for the administration of services for the City. The City Council is made up of eight members, one member is considered "at large" and the other members of the council represent seven specific districts within the city. The City Council authorizes expenditures and offers guidance for city policies.



# **The Organization**

## **Oakland Police Department**

The Oakland Police Department (OPD) was established in 1853, one year after the City became incorporated. The Department is currently authorized 803 sworn officers and 400 civilians, making up four Bureaus; Field Operations, Investigations, Services, and Administration. The City is comprised of 57 Community Policing beats and 35 Patrol beats, allowing for a strong police presence. The Department will begin to implement a geographic based model of community policing.

The Department prides itself on providing competent, professional, and effective public safety services. The Department strives to enhance its status as a premier law enforcement agency. This requires assessing the effectiveness and efficiency of Departmental operations on a continual basis. This includes making recommendations for improvements in policies and procedures to enhance processes, and correct deficiencies, while continually striving to improve the Department's programs, accountability, and service delivery. The Department's ultimate goal is to prevent crime, while making certain accountability is not lost.

Five years ago the methods in which the Department operates both internally and in the community has undergone significant changes. In 2003, the Department entered into a Negotiated Settlement Agreement (NSA), stemming from what became known as the "Riders" cases. In the Riders case, the plaintiffs alleged that the Oakland Police Department was deliberately indifferent to, or otherwise ratified or encouraged, an ongoing practice of misconduct by OPD officers to violate the plaintiffs' civil rights. Although the Department and City denied the allegations, the parties entered an agreement to proactively adopt some of the highest standards for police service in the United States. The NSA provides an opportunity to move forward and further improve the overall performance of the Department. The Citizen's Police Review Board (CPRB) reported in its 2006 Semi-Annual Report a visible decrease in the total number of complaints filed since 2005; most notably in the number of complaints filed alleging officers using excessive force.

Providing and sustaining positive contact between the citizens of Oakland and officers, via Community Policing policies continues to be a priority. It is fundamental to maintaining public safety, building a level of trust and preventing future crimes. While the lack of officers on the street and those available to meet the demands for service continues to present a challenge, the Department is working vigorously to recruit, test, and train qualified individuals to achieve the authorized staffing of 803 police officers by the end of the 2007.

While past practices may not be applicable to the needs of the City today, the Oakland Police Department's long standing values will not change. The ultimate goal is to fight crime, while making certain accountability is not lost. To achieve this goal will require

patience, perseverance, and cooperation by all, something the men and women of the Oakland Police Department have not wavered from.

In the November 2004 General Election the citizens of Oakland passed a measure the "Violence Prevention and Public Safety Act of 2004 (Measure Y)" creating a special parcel tax, and increasing the parking tax in order to fund violence and crime prevention programs in the City of Oakland. The tax proceeds raised by this measure may only be used as part of an integrated program of violence prevention and public safety intervention. Hiring and maintaining at least 63 police officers assigned to specific community-policing objectives is a major mandate of the ordinance. The passage of this ordinance is clear evidence that the citizens of Oakland have made police-community collaboration and partnerships a priority within the city of Oakland.

In March 2006 the Chief of Police, Wayne Tucker released his Vision and Plan of Action to Reduce Crime and Improve Accountability. He identified six key areas that were in need of change in order to achieve the goals of his Vision and Plan of Action. Those areas were identified as improved responsiveness, fulfilling the vision of community policing, fiscal responsibility, improved accountability, achieving the highest standards of policing and adopting new methods and technology. These key areas serve as the foundation of this Strategic Plan and are supported by the OPD Mission, Vision and Values.

# Oakland Police Department

## Mission, Vision and Values

### Mission Statement

The Mission of the Oakland Police Department is to provide competent, effective public-safety services to all persons with the highest regard for human dignity through efficient, professional and ethical law enforcement and crime prevention practices.

### Vision

Our vision is to enhance our status as a premier law enforcement agency as championed by our customers and benchmarked by our counterparts. As such, we will be recognized as a high performance team of empowered professionals capable of responding to new challenges as they occur within the City of Oakland and throughout the police profession.

### Values: Our F.I.R.S.T. Commitment

- Fairness:** We value fairness and strive to deliver services, provide assistance, and make decisions that are impartial, unbiased and without prejudice.
- Integrity:** We value the trust and confidence placed in us by the public and will not compromise ourselves or allow personal benefit to influence our decisions in serving the community. Acknowledging when one does not know something and being humble enough to admit ignorance is an important virtue.
- Respect:** We value respect for all members of the Oakland community, including one another. We show an understanding and appreciation of our similarities and differences. None of us can be disrespected if we have respect for ourselves.
- Service:** We value the opportunity to provide the service that is courteous, responsive, and sensitive to the needs of the community.
- Teamwork:** We value cooperation within the Department and with the community in combining our diverse backgrounds, skills, and beliefs to achieve a common goal.

# The Strategic Plan

## Implementation and Evaluation

The Oakland Police Department's (OPD) Strategic Plan is designed to serve as a road map for the Police Department in its continuous effort to improve service to the citizens of Oakland and to achieve the highest standards of policing. The Strategic Plan will serve as a living document to help guide the thinking and actions of the Oakland Police Department for the next three years. This document will serve as an essential tool and will be updated and revised as needed, taking into consideration input from employees, partners, and community members. As time goes on, new strategies will be added and those proven to be ineffective will be removed or modified. The department's mission statement, vision and values will serve as the foundation and basis for the four strategic directions set forth in this plan.

Each Strategic Direction is supported by individual objectives and strategies that more clearly define and articulate how the OPD will achieve the goals of each Direction. Each strategy will be assigned to one of the four functional Bureaus (Investigations, Services, Field Operations, or Administration), or as otherwise determined by the Chief of Police. The commander of the assigned Bureau or work unit will assume responsibility for the management and coordination of the assigned strategies and will designate the appropriate managers to implement each strategy. Commanders will ensure, at the time a strategy is developed a mechanism is put in place to measure its success. Any strategy that lacks an effective way to evaluate its success or failure will not be considered complete. Successful strategies will be institutionalized within the department so that they have a lasting effect on the operation of the organization. The Assistant Chief of Police shall chair a quarterly meeting, with relevant managers and staff, to review this plan, and recommend any modifications in writing to the Chief of Police.

Limited resources and funding demand that the department focus its energy and direction on these four Strategic Directions. Consequently, this plan does not cover everything that needs to be accomplished but rather focuses on priority issues. The fluid nature of the plan allows for periodic updates and revisions so that it reflects new priorities as events, needs, and/or issues so dictate. A tracking system will be put in place to ensure progress is being made and future plans may contain a list of accomplishments made from the previous year's plan. The Strategic Plan will be reviewed quarterly and updated as needed.

# STRATEGIC DIRECTIONS

Reduce Crime  
&  
Fear of Crime

IMPROVED  
POLICE  
SERVICES

Develop & Implement  
Technology  
Master Plan

Achieve Fiscal  
Responsibility

Improve Accountability  
&  
Achieve Organizational  
Excellence

# **STRATEGIC DIRECTION 1**

## **Reduce Crime and the Fear of Crime**

### **Purpose**

The primary strategic focus of the Oakland Police Department is to respond to crimes, calls for service, prioritize investigations, and apprehend criminals using community policing strategies. The Department will prioritize enforcement efforts that target crimes that most affect community livability and quality of life. It will enhance its intelligence gathering capabilities with respect to violent criminals, as well as its programs dealing with chronic problem areas or "hot spots" within the City. The Department will continue to focus on dealing with drug and gang-related crimes, juvenile crimes and crimes that begin a cycle of violence, such as violence in the home. An emphasis on traffic enforcement across the City will also remain a priority. These efforts will not only reduce the overall incidence of crime, but will also reduce the fear of crime in our community. This plan focuses our efforts on prevention of crime whenever possible.

### **OBJECTIVE 1: Develop & Fulfill the Vision of Community Policing**

Community Policing is both an organizational strategy and philosophy that enhances customer satisfaction with police services by promoting police and community partnerships. Proactive problem solving, the major component of community policing, in collaboration and partnership with the key stakeholders reduces crime and the fear of crime. Community Policing is an approach to policing that embodies a true partnership; one in which all stakeholders advise, listen and learn from, and the resultant strategies reflect that input. Community Policing involves a commitment from all Departmental employees at every level in the organization; to work more effectively in finding creative approaches to traditional and non-traditional problems, and to do so in a manner that recognizes and rewards integrity, creativity, courage and commitment.

The OPD's vision of Community Policing is based on the belief that community-oriented problem solving is a two-way street. To be successful the Department must provide consistent contact and familiarity between residents and officers; deliver continuity in problem solving; provide timely response in each neighborhood by being adequately staffed to meet the needs of the community; strategically deploy officers who are well trained in community policing techniques; and prevent crime by engaging citizen participation in problem-solving at the block, neighborhood and citywide level. The police and community members will recognize a shared responsibility for public safety in their community, and will work together to promote education and a mutual understanding. Community members will have a better understanding of police procedures, and police officers will further increase their understanding of community fears and issues.

OPD's vision of reducing crime and the fear of crime, while delivering services through community policing, requires continuous monitoring of current practices and continual research for better approaches to problem solving. Improving the quality of life for the residents of Oakland is and will be a never-ending process.

## **STRATEGIES:**

### **Office of the Chief of Police:**

- Review and assess the findings and recommendations of the study conducted by Harnett Associates; **“Crime Fighting in Oakland – An Assessment of the Oakland Police Department”** and implement changes as deemed appropriate.

### **Bureau of Field Operations**

- 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.
- Establish clearly defined roles and accountabilities for all managers.
- Hold all managers and supervisors accountable for the conduct and performance of their subordinates.
- Manage the call-for-service function so citizens know what they can expect when calling the police for assistance.
- Strengthen communication and collaboration between police personnel, city staff, the community, and other governmental agencies (e.g., DEA, County Health Department, other Police Departments, etc.).
- Improve police-community relations by regularly attending community meetings.
- Under the direction of the Area Commanders, support community policing by assigning specific problem solving responsibilities to personnel assigned to the Areas.
- Strategic Area Command strategies:
  - Come to a common understanding of how best to deploy Problem Solving Officers (PSO) given the realities of logistics, personnel resources, and problem dynamics.
  - Continue to work with interested parties to reach a common accepted understanding of PSO duties and problem-oriented community policing.
  - Completion of “The Violence Prevention and Public Safety Act of 2004” (Measure Y) implementation related to the PSO and Crime Reduction

Teams (CRT) positions. The goal is to assign a PSO to each of the community policing beats by fall 2007. Once this is accomplished, the priority will shift to the assignment of officers to the CRT's.

- Traffic Operations Section strategies:
  - Partner with the community in response to traffic-related problems and improve communications between residents, business owners, and personnel working in the area.
  - Address all Traffic-related complaints within 30 days of receipt
- Continue to research and move towards the implementation of a "Geographic Policing" model of service delivery. This transition will likely take place incrementally, over an extended period of time, with the model fully implemented in about 5 years.

**Bureau of Administration:**

- 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. Additionally, assign sixty-three (63) police officers to the articulated community-policing objectives without compromising minimum patrol staffing levels.

**Bureau of Services:**

- Conduct three Basic Police Recruit Academies (with the goal of graduating at least 35 POT's per academy class) and one Lateral course in each of the next three years, training enough new officers to facilitate the staffing mandated by Measure Y.

**OBJECTIVE 2: Establish Effective Enforcement Strategies**

**STRATEGIES:**

**Bureau of Field Operations:**

- Develop an assessment tool to evaluate crime patterns and assign BFO staff where needed based on crime trends.
- Increase Patrol support and involvement in Community Policing efforts and ensure that problem-solving projects are coordinated with patrol to provide consistent enforcement to the identified targets.
- Require patrol officers to proactively address "Quality-of-Life" issues that contribute to the negative perceptions of neighborhoods, allowing crime and disorder to flourish. These issues include such things as abandoned vehicles; disruptive cruising (sideshows); homeless encampments; loitering; malfunctioning street lighting; noise; prostitution; public drunkenness; vacant



houses; vandalism; and blighted property.

- Continue using the Crime Reduction Teams to provide specialized enforcement tactics in their respective Police Service Area (PSA).
- Develop a plan to provide adequate non-sworn professional support to patrol staff.
- Modify the Crime Stop process to include the following:
  - A geographic focus on crime at the PSA level.
  - Increased involvement from PSA commanders.
  - Attention to the success and challenges of crime reduction strategies.
  - Increased collaboration between Department divisions such as the Patrol Watches and Criminal Investigations Division (CID).
- Traffic Operations Section strategies:
  - Continue moving forward in the areas of enforcement and technology by implementing the use of electronic citation writers and red light camera enforcement.
  - Continue to work with and apply for various grants offered through the California Office of Traffic Safety.
  - Continue aggressive Driving Under the Influence (DUI) enforcement, including the utilization of DUI checkpoints and saturation operations.

### **OBJECTIVE 3: Reduce Response Times to Priority 1 Calls-for-Service**

#### **STRATEGIES:**

##### **Bureau of Field Operations:**

- Deploy personnel to match the call-for-service fluctuations.

##### **Bureau of Administration:**

- Recruit and hire 160 Police Officer Trainees 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. Additionally, assign sixty-three (63) police officers to the articulated community-policing objectives without compromising the minimum patrol staffing levels.

##### **Bureau of Services:**

- Train enough qualified police officers to facilitate a full time staffing level of 803 sworn police officers.
- Broadcast priority calls within one minute at least 75% of the time.

- Broadcast all priority calls not broadcast in the first minute, within the next four minutes of the time the call was received.
- Evaluate the manner in which emergency calls-for-service are prioritized and dispatched.
- Answer 90% of all incoming 911 calls within 10 seconds.
- Assist with the development and implementation of **Coplogic** (or equivalent program), a citizen on-line reporting system. This system and the related process could free up valuable time for dispatchers and officers resulting in faster response times to priority calls-for-service.
- In coordination with State Telecommunications, the California Highway Patrol, AT & T, and the City Information Technology Division begin the process to implement the acceptance of wireless (cell phone) calls by the OPD Dispatch Center. This is a two year project.

<p><b>OBJECTIVE 4: Establish Effective Investigative Strategies</b></p>
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**STRATEGIES:**

**Bureau of Investigations:**

- Increase the Homicide Investigations Unit, incrementally over the next three years, to a full-time staff of 16-17 investigators, as staffing becomes available.
- Increase the Homicide Field investigations Unit staffing to four officers as staffing becomes available.
- Interact and exchange ideas with other homicide units throughout California in an effort to identify new and innovative strategies in homicide investigations.
- Research and explore different avenues from a technological standpoint in addressing homicides and other violence related crimes.
- Continue the improvement/acquisition of surveillance technology.
- Develop the "Shot-spotter" program.
- Implement the "Stingray" program used to search for tracking wanted persons.
- Coordinate with Parole and Probation on the implementation of a GPS monitoring program of the top 20 violent offenders on active parole or probation.

- Work with the California Department of Justice Firearms Task Force.
- Continue with the implementation and refinement of the City's violence reduction strategy.
- Complete the relocation of the Special Operations Group from the 4<sup>th</sup> floor (to be taken over by the Youth and Family Services Division (YFSD) to the 6<sup>th</sup> floor on the County side of the building.
- Separate the Robbery and Assault Sections into two separate sections, each commanded by a Police Lieutenant.
- Reduce auto theft by utilizing the vehicle automatic license plate scanning technology and maintaining a position with the Alameda County Regional Auto Theft Task Force (ACRATT).
- Increase the recovery of stolen property by use of search warrants, informants and leads online.
- Utilize pro-active measures to conduct sting operations, such as "bait-cars" to address areas of high theft activity. Where appropriate, conduct probation and parole searches on suspects under investigation.
- Complete the move of the Theft Section to the Police Administration Building, to reunite this section with the other sections of CID.
- Open a fully functional 24/7 Youth and Family Processing Unit (Intake Desk).
- Work towards improving and expanding the PAL programs in the Oakland Unified School District's After-School activities.
- Work with the Oakland Unified School District to provide the Gang Resistance Education and Training program to Elementary and Middle School students.
- Complete 100% of all 290 P.C. compliance checks, logging each activity and ensuring Deoxyribonucleic Acid (DNA) samples are collected and submitted to the "Combined DNA Index System" (CODIS).
- Expand Law Record Management System (LRMS) to track all YFSD cases so that specific information can be 'mined' to further investigative efforts.
- Expand the Youth Crime Watch of America integration into Oakland Schools and the Neighborhood Crime Prevention Council (NCPC).
- Enhance the services and productivity of the OPD Criminalistics Division by:
  - Establishing full-time funding for previously temporary positions.

- Continuing and expanding the DNA “Cold Hit Program” for Unsolved Serious Assaults and Homicides.
  - Re-opening the Latent Print Comparison Services Unit.
  - Re-establishing the Fire Debris Analysis capability of the Criminalistics Division.
  - Installing a laboratory Information Management System (LIMS).
  - Continue working towards the relocation of the Crime Lab to a new and more functional facility.
  - Enhancing the Computer Forensic capabilities of the Crime Lab.
- Enhance the services of the Property & Evidence Unit:
    - Hire and train new employees to replace the vacant Police Property Specialist positions.
    - Work towards returning the Unit to a 24/7 operation.
    - Implement the *Chain-of-Custody* viewing procedure forms.
    - Finalize the completion of the operations manual for publication.
  - Provide adequate professional support to investigators.
  - Continue the use of retired police officers and civilian staff to supplement the investigative staff as at-will employees working 960 hours a year.

<b>OBJECTIVE 5: Develop Effective Crime Prevention &amp; Education Strategies</b>
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**STRATEGIES:**

**Bureau of Field Operations:**

- Continue our association with Neighborhood Watch meetings and officer participation in these meeting.
- Ensure attendance by appropriate personnel at NCPC meetings.
- Distribute Crime Alert flyers.
- Implement the concept of Crime Prevention through Environmental Design (CPTED) to deter/prevent crime.
- Identify and remove problem residential properties, businesses, and liquor stores.
- Pro-actively target and abate blighted properties.
- Work with the City Attorney to implement the misdemeanor prosecution plan.

**Bureau of Field Operations & Bureau of Investigations:**

- Establish regular meetings between OPD staff and media representatives to disseminate current crime trends and crime prevention information.
- Research the feasibility and value of creating a weekly television show on a local public access channel to highlight current crime trends and offer crime prevention tips and advice.
- Coordinate with other City Departments to host an annual luncheon for the media.

## **STRATEGIC DIRECTION 2**

### **Improve Accountability Achieve Organizational Excellence**

#### **Purpose**

Achieving and maintaining organizational excellence is a never-ending quest that is essential to providing quality law enforcement services. We must always look for better ways of doing business and providing services. National standards must be embraced and "best practices" in policing must become the norm. Achieving and maintaining the best standards will increase the community's confidence in the Department, and building trust with the community must always remain a top priority. It is the community that will judge and evaluate the Department's actions. The vision remains that the Department is and is perceived to be a model Police Department; one that is beyond reproach and willing to open its doors to outside review and scrutiny.

Accountability is paramount to the success of any law enforcement agency and the foundation upon which **organizational excellence** is built. Police officers are legally and organizationally held to the highest standards of conduct and integrity regarding both on and off duty conduct. Without accountability, public trust and confidence will be jeopardized. The City of Oakland and the Oakland Police Department would be negligent if it did not have policies and procedures in place to ensure accountability through appropriate training, guidance, supervision, and discipline.

Accountability is a positive and necessary component for any successful agency. Accountability recognizes good work and provides a means to improve poor or unacceptable performance. A lack of accountability is a sign of disrespect to both the individual and the organization. It is our goal to earn the trust of community members, elected officials and employees.

#### **OBJECTIVE 1: Improve the Department's Image and Accountability**

Improving and maintaining the OPD's public image and accountability is the responsibility of all members of the department, sworn and non-sworn. When the City entered into the Negotiated Settlement Agreement (NSA) in 2003, the primary objective was to promote police integrity. The NSA provides a mechanism to implement the best available practices and procedures for police management in the areas of supervision, training and accountability measures, and to enhance the ability of the OPD to protect lives, rights, dignity and property of the community it serves.

## **STRATEGIES:**

### **Office of the Chief of Police:**

- Comply with and implement the provisions of the NSA.
- Promote officers who reflect the Department's values and community policing approach to law enforcement.
- Oversee the development of individual, job-related performance measurement systems to hold all personnel accountable.
- Assign each Bureau and/or Work Unit to conduct a job assessment for each position in their Bureau/Work Unit, establishing clear roles and responsibilities and redesigning workloads that are manageable.

### **Office of Inspector General:**

- Oversee the compliance with and implementation of the provisions and requirements of the NSA.
- Continue with the OIG's Management Assessment Program (MAP) meetings related to the NSA.
- Network with other law enforcement agencies to ensure the department's policies and programs reflect the highest levels of police accountability.
- Manage the process for national accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA) in 2007 with the goal of being awarded international accreditation by 2010.

### **Bureau of Administration:**

- Comply with and implement the provisions of the NSA relative to the operations of the Bureau of Administration.
- Successfully reach all of the hiring goals.
- Continue and enhance our ties with various community based minority groups and organizations for the purpose of recruitment.
- Increase the number of women and minorities within the Department through direct advertising and recruitment.
- Encourage members to study for and seek promotional opportunities within the Department.

- Support the Department in the full implementation of the Personnel Assessment System (PAS) as outlined in Department General Order D-17, PERSONNEL ASSESSMENT SYSTEM.
- Generate and publish four quarterly PAS Threshold Reports, identifying individuals who may be in need of commendation or who may be exhibiting at-risk behavior or substandard performance.
- Provide monthly PAS status reports to the Chief of Police.
- Conduct semi-annual PAS Oversight Committee meetings.

**Bureau of Services:**

- Comply with and implement the provisions of the NSA relative to the operations of the Bureau of Services.
- Develop and implement a training program designed to successfully train and mentor new recruits through the Basic Police Academy.

**Bureau of Field Operations:**

- Comply with and implement the provisions of the NSA relative to the operations of the Bureau of Field Operations.
- Improve the existing training program designed to successfully train and mentor new recruits through the Field Training Program.
- Continue to reduce the number of citizen complaints by having supervisors actively train officers in quality citizen contact.
- Improve the public's perception of the Department by attending community meetings.

**Internal Affairs Division:**

- Comply with and implement the provisions of the NSA relative to the operations of the Internal Affairs Division.
- Complete all investigations in accordance with Government Code 3304(d) and Departmental guidelines.
- 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.
- Continue development of the Integrity Unit, tasked with the proactive investigation of Departmental personnel who may be engaging in criminal activity



or violations of Departmental policies.

- Complete the revision of the Discipline Matrix and Manual of Rules by the end of 2007.

## **OBJECTIVE 2: Enhance Training and the Professional Development of Employees**

### **STRATEGIES:**

#### **Bureau of Services:**

- Ensure that all sworn members are provided with at least 40 hours of Continual Professional Training every 18 months.
- Ensure that all newly promoted sergeants attend a POST supervisor's course prior to promotion.
- Ensure that all newly promoted Lieutenants attend a POST management course within 6 months of promotion.
- Develop and implement a Career Development Program where mentoring, training and evaluation are offered to assist employees in achieving their individual professional career goals, with the goal of improving the Department's integrity and performance.
- Work with the Oakland City Attorney's Office to develop training pertaining to issues of liability.

## **OBJECTIVE 3: Enhance Internal Communication**

### **STRATEGIES:**

#### **Office of the Chief of Police:**

- Set clear expectations and priorities. Ensure that the Chief's expectations and priorities are posted in the line-up rooms and made readily available to all employees, sworn and non-sworn.
- Ensure that the **chain of command** is followed in both directions.
- Ensure all personnel have email and voicemail and develop a policy that clearly outlines the requirements of all employees regarding the use of email and voicemail.
- Establish a quarterly publication as a source of communication with all staff. Included would be "happenings" within the department as well as the community.

- Provide a system to gather employee feedback and suggestions relevant to policy development and/or other issues relevant to the Department.
- Continue regular meetings between management staff and the Oakland Police Officers Association.

**Office of Inspector General:**

- Continue to hold the weekly MAP meetings and mandate attendance by designated representatives of all bureaus, divisions, and other relevant staff.

**Bureau of Investigations:**

- Require that members of the various BOI investigative sections attend patrol line-ups to educate officers on such things as officer involved shootings, current trends and case updates. Also solicit feedback from patrol officers and encourage them to visit the various investigative sections to further improve communications.

**Bureau of Field Operations:**

- Develop a system that facilitates the daily transfer of information between the various sections within the BFO, as well as the other functional bureaus.

**OBJECTIVE 4: Enhance External Communication**

**STRATEGIES:**

**Office of the Chief of Police:**

- Establish an annual community survey, specific to the OPD as a measure of the community's perception of police service and other relevant performance data.
- Establish regular meetings between staff and media representatives.
- Research the feasibility and value of creating a weekly television show and/or radio program on a local public access channel to highlight the activities of the OPD, disseminate information to the community and to address community concerns.
- Ensure the Chief of Staff and Public Information Officer have the resources to communicate with the media and process public records requests.
- Develop a sustainable strategic media marketing plan for the Department.
- The Public Information Officer will work proactively with each Bureau to communicate important information.

**Bureau of Field Operations:**

- Utilize the "PSA Yahoo web-sites" to disseminate information to the public.
- Utilize the Oaklandnet.com email system to correspond with members of the public and other agencies/entities.

**OBJECTIVE 5: Improve long-range planning and anticipate future issues before they become problematic.**

**STRATEGIES:**

**Office of the Chief of Police:**

- Research the value of creating a Research and Planning Division that incorporates research, analysis, planning, and evaluation.

## **STRATEGIC DIRECTION 3**

### **Develop and Implement a Master Plan for Technology**

#### **Purpose**

Information technology will continue to play not only a critical but vital role in achieving further crime reduction, adding value to community policing efforts and effectively deploying the Department's resources. With the implementation of more sophisticated technologies each year, the Department will need to coordinate the acquisition and implementation of new equipment and advanced programs. This will involve fiscal oversight, an employee training plan and the prioritization of Departmental needs. Any new technology introduced and implemented must be designed to improve staff performance and enhance citizen satisfaction by creating a more effective and responsive Police Department.

**OBJECTIVE: Develop, implement and sustain a "Master-Plan" for technology.**

#### **STRATEGIES:**

##### **Bureau of Administration:**

- 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.
- Installation and completion of Internal Personnel Assessment System Project in 2007.
- Implementation of the In-Car Video System by the end of 2007
- Telestaff personnel management system implementation by the end 2007.
- A third antenna and frequency will be installed by the Information Technology Division (ITD) for the Bureau of Services.
- The OPD will incorporate digital imaging in 2008.
- The replacement of the car Mobile Data Terminal (MDT) unit with individually issued laptops by the end of 2007.
- Participate in Regional Radio Interoperability studies, allowing OPD units to communicate using other agencies equipment when the unit is out of OPD Reporting Field (RF) range.
- Purchase and implement Mobile ID Stations in FY 2007-2008.

- Provide technical assistance for computer/software based systems.
- Research and develop new and innovative technology to enhance the performance of the OPD, ensuring that the OPD is a leader in the field of technology.
- Develop a plan to upgrade and replace all outdated and antiquated computers.
- Work to implement the "Crime View" Technology.

**Bureau of Services:**

- Develop a comprehensive, on-going training program for staff to fully utilize existing technology.
- Create a long-term records management plan to increase the department's ability to store and efficiently locate all crime reports and associated reports.
- Ensure the POST's browser based testing system (TMAS) is upgraded in the FY 2007.

**Bureau of Investigations:**

- Install and utilize the Laboratory Information Management System (LIMS). LIMS stores data for DNA, weapons, drugs and firearms.

# **STRATEGIC DIRECTION 4**

## **Achieve Fiscal Responsibility**

### **Purpose**

The City's ability to place more police officers on the streets to combat and deter crime, is dependant upon responsible fiscal management. It is imperative that OPD identify and eliminate and reduce unnecessary expenditures. Responsible police management mandates that all resources provided and/or acquired are used both effectively and efficiently. The Department must ensure that past practices and outdated/inadequate policies and procedures do not continue to impede efforts towards fiscal responsibility. The Police Department must set clear priorities and allocate its resources accordingly, while staying within the parameters of the allocated budget, and the negotiated labor contract.

### **OBJECTIVE 1: Controlling – reducing overtime.**

### **STRATEGIES:**

#### **Office of the Chief of Police:**

- Review and assess the findings and recommendations of the "*Oakland Police Overtime Assessment*," conducted by The PFM Group, April 19, 2005, the January 11, 2002 "*Overtime Management and Control in the Oakland Police Department*" report by Keith Mills, and the October 27, 1998 "*Police Overtime Cost for Sworn Staff FY1997-98*" report by the City Auditor. Implement and/or assign to the appropriate Bureau for further study, those recommendations deemed feasible and appropriate.
- Continue to negotiate for a successful labor contract that maximizes efficiency and minimizes cost.

#### **Bureau of Investigations:**

- Effectively manage the authorization for extending investigations on overtime.

#### **Bureau of Field Operations:**

- Work towards developing and implementing a program in cooperation with the District Attorney's Office to eliminate subpoenas for officers not needed for testimony.
- Explore alternatives for coordinating the Patrol mandatory overtime program.
- Deploy staff in a way that minimizes overtime costs.

**OBJECTIVE 2: Ensure that funding is commensurate with service delivery expectations.**

**STRATEGIES:**

**Bureau of Administration:**

- Ensure that OPD's budget is submitted to the City Administrator and adequately requests funds necessary for the delivery of services.

**OBJECTIVE 3: Identify additional sources of revenue/cost savings.**

**STRATEGIES:**

**Office of the Chief of Police:**

- Where possible without jeopardizing public safety and officer safety, fill sworn positions (administrative, managerial and investigative) with non-sworn personnel, and reassign the sworn personnel back to the field.

**Bureau of Administration:**

- Research viable sources for law enforcement grants and make application for funding for those grants that fit into the strategic plan of the OPD.
- Continue to hire retired OPD officers as part-time employees to conduct background investigations.

**Bureau of Investigations:**

- When the OPD Crime Lab is fully staffed, explore the option of providing fee based crime lab services to outside law enforcement agencies.
- Collect 100% of alarm permitting fees and recovery costs incurred by responding to false alarms.

**OBJECTIVE 4: Manage Worker's Compensation costs.**

**STRATEGIES:**

**Bureau of Administration:**

- Review and assess the findings and recommendations of the "*Oakland Police Overtime Assessment*," conducted by The PFM Group, April 19, 2005, relevant to Workers' Compensation.
- Work at returning workers to duty promptly, making full use of transitional assignment opportunities.

- Process all reports of workers compensation injuries promptly.
- Eliminate overpayments to injured workers by close and effective oversight of pay status.

**OBJECTIVE 5: Ensure that all Police Department managers, sworn and non-sworn are adequately trained to properly manage their portion of the budget.**

**STRATEGIES:**

**Bureau of Services:**

- Develop a Budget Management training program, in conjunction with the City's Budget Department that will be mandatory for all police managers/commanders.

**Bureau of Administration:**

- Assist with the development of the Budget Management training program as referenced above.