

**CITY OF OAKLAND**  
**AGENDA REPORT**

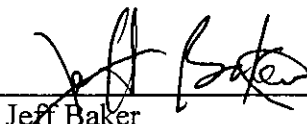
**TO:** Oakland City Council Public Safety Committee  
**FROM:** Dan Lindheim, City Administrator  
**DATE:** February 28, 2011

**RE: REQUEST FROM THE VIOLENCE PREVENTION AND PUBLIC SAFETY OVERSIGHT COMMITTEE (VPPSOC) TO THE OAKLAND CITY COUNCIL TO CONSIDER COMMITTEE RECOMMENDATIONS ON THE OAKLAND POLICE DEPARTMENT PROBLEM-SOLVING OFFICER DEPLOYMENT PLAN**

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The Violence Prevention and Public Safety Oversight Committee is the legislatively-mandated Committee charged to “review the annual audit, evaluate, inquire and review the administration, coordination and evaluations of the programs and make recommendations to the Mayor and City Council for any new regulations or ordinances for the administration of the [Measure Y] programs...” (Measure Y Initiative, Section 3. Oversight, November 2004, Measure BB, November 2010.) The attached report is submitted for Public Safety Committee review and consideration.

Respectfully Submitted,



Jeff Baker

Assistant to the City Administrator

**FORWARD TO**  
**THE PUBLIC SAFETY COMMITTEE:**



OFFICE OF THE CITY ADMINISTRATOR

Item \_\_\_\_\_  
Public Safety Committee  
March 8, 2011



## The Public Safety and Violence Prevention Oversight Committee

Chairperson Jose Dorado, District 4  
Joanne Brown, District 1  
Richard Carter, District 2  
Michael E. Brown, Jr., District 3  
Peter Barnett, District 5  
Melody Shelby, District 6  
Mark Forte, District 7  
Qaid Aqeel, At-Large  
Nyeisha Dewitt, Office of the Mayor  
Nicole Lee, Office of the Mayor

February 28, 2011

Chairperson Pat Kernighan:  
Members of the Public Safety Committee:

During the February 16, 2011 "Special Meeting" of the Measure Y Oversight Committee, we reviewed and analyzed the Oakland Police Department Problem-Solving Officer Deployment Plan, 2011. Pursuant to our Initiative mandate to submit recommendations to the Mayor and Oakland City Council, the following recommendations are forwarded for your review and consideration.

### Introduction:

The Measure Y Oversight Committee received a memorandum from Deputy Chief Breshears, Oakland Police Department, regarding the implementation of community policing and deployment of problem-solving officers. (Attachment 1, February 1, 2011) The strategy includes the following proposals: (1) Reduction of community policing beats to 35 from the previous number of 57; (2) Deployment of community policing officers so that some beats have multiple problem-solving officers and other beats are combined to be served by a single problem-solving officer; (3) Six officers are assigned to a Crime Reduction Team (CRT), and (4) additional supervisory officers include 10 sergeant supervisors and three Special Resource Lieutenants.

### Analysis:

The legislative reference point of the community policing policy and strategy for Oakland is set forth in Oakland Resolutions 72727, 79235 C.M.S., and the Oakland Voter Approved Initiatives, Measure Y (November 2004) as amended by Measure BB (November 2010). The Initiatives mandate (1) "...each community policing beat shall have at least one neighborhood officer," (2) assigned solely to serve the residents of that beat to provide consistent contact and familiarity between residents and officers. . . ." (Measure Y Initiative, Use of Proceeds, Section 3(1)a), and (3) "Each police beat should,

to the extent feasible, contain between 5,000 and 7,000 residents.” (Oakland Resolution 79235 C.M.S.) Our recommendations shall address each of these components in turn.

(1) “One neighborhood officer assigned solely to serve the residents of that beat” (Measure Y, November 2004 and Measure BB, November 2010)

A reasonable interpretation of this language is each neighborhood beat has an assigned neighborhood officer who residents can contact to address neighborhood concerns. The assigned neighborhood officer has a dual responsibility to become aware of potential problem areas as well as the tools available to address the problem area, e.g., resources internal to the police department, Neighborhood Crime Prevention Councils, Neighborhood Service Coordinators, SARA project analysis, Neighborhood Watch, Service Delivery System Team personnel as well as community members. Given the number and severity of problems vary from neighborhood to neighborhood, it is apparent some neighborhood beats may not require a full-time neighborhood officer.

**Recommendation:**

It is the recommendation of the Measure Y Oversight Committee that the deployment of “neighborhood officers” is consistent with the mandate of the Measure Y and Measure BB Initiatives. To that end, a neighborhood police officer assigned should be assigned to each of the original 57 community-policing beats. Whether the officer is assigned full-time or part-time should be based upon the number and difficulty of neighborhood-based problems. If a beat requires a part-time problem-solving officer, only the time actually worked in that capacity should be charged to the Measure Y Fund.

(2) One neighborhood officer is assigned “to provide consistent contact and familiarity between residents and officers.” (Measure Y, November 2004 and Measure BB, November 2010, Use of Proceeds, Section 3(1)a.)

This strategy element requires neighborhood officers to stay in that assignment for as long as possible and there be one officer to serve as the contact for the residents of the neighborhood. OPD has made assurances that assigned problem-solving officers will remain on their beat for an extended period of time. The outstanding concern is how the “contact and familiarity” element is accomplished. It is unlikely to develop a “bond” with neighborhood residents through the proposed “quarterly Neighborhood Crime Prevention Council Meetings.” Problem-solving officers must make a concerted effort to engage neighborhood residents through regularly scheduled meetings with all facets of a typical neighborhood, e.g., resident groups, merchants, local churches, school personnel and youth. OPD has yet to put forth an engagement strategy to accomplish this fundamental aspect of community policing. The notion that the role of “organizer”

belongs to the Neighborhood Services Coordinator is misplaced and inconsistent with the mandate of the Initiatives. Residents voted to pay the salaries of “police officers” to maintain “consistent contact” and to develop “familiarity” We reconmend City Council direct the department to develop an engagement strategy for problem-solving officers consistent with the language of the Initiatives.

(3) “Police beats shall conform as nearly as possible to the natural boundaries of neighborhoods and communities in the City of Oakland, taking into account historical neighborhood boundaries, natural boundaries such as streams, artificial boundaries such as major thoroughfares and highways, shopping and commercial districts, and public schools attendance areas. The beat boundaries shall be reviewed from time to time to accommodate the natural evolution of population and neighborhood boundaries. Each police beat should, to the extent feasible, contain between 5,000 and 7,000 residents.” (Oakland Resolution 79235, C.M.S.)

The empirical basis for this number is unclear. A common sense reading of the directive is the size of the neighborhood beat will be proportional city-wide to ensure resident access to the neighborhood officer, maintenance of natural neighborhood boumdaries and a manageable “problem-solving” workload.

#### Recommendation:

Any proposal to adjust the size of community policing beats should be consistent with the letter and spirit of Oakland Resolution 79235 C.M.S. To this end, the proposal to expand the geographic boundaries of 57 community policing beats to 35 patrol beats is inconsistent with the directive of the Resolution. The larger geographic area will undoubtedly reduce neighborhood access to the problem-solving officer and diminish officer performance accountability.

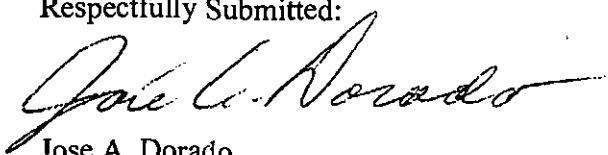
A SARA project database was placed in OPD to track the initiation and completion of neighborhood problem-solving projects. The M-Y Oversight Committee was informed by our independent evaluator, Resource Development Associates, that Phase II of the system has been stalled due to lack of funding. We recommend OPD allocate funds from its budget for installation of Phase II of the SARA database or at a minimum, the proposed upgrades to the existing SARA database system. (Proposals for database enhancements have been forwarded to OPD for review and consideration. The documents cannot be attached to this report due to ongoing negotiations. The estimated costs for Phase II and the PSO database upgrades are \$83,000 and \$18,000, respectively.)

Lastly, the community policing deployment plan should be presented to residents of Oakland whereby comments, suggestions and recommendations can be submitted to the department. Whether this process is facilitated through a series of town-hall type meetings or in conjunction with the Neighborhood Crime Prevention Council meeting, the public should be provided an opportunity to provide input on such an important proposal. The overall goal is to contact, engage and build relationship. We support the Neighborhood Crime Prevention Council effort and believe its services should be strengthened.

**Budgetary and Billing Concerns:**

The FY 2009-2010 OPD budget was \$11,100,000 for personnel. Cost per officer has been variously stated between \$180,000 and \$200,000 per year. In Deputy Chief Breshears' memorandum of February 1, 2011, the cost per officer is \$220,000 annually. No explanation is provided why this amount exceeds previous OPD statements of the cost per officer. If all 63 officers called for in Measure Y were to be paid by Measure Y revenue, the annual cost would be between \$11,340,000 (63 @ \$180,000/year) or \$12,600,000 (63 @\$200,000/year). Given the annual Measure Y contribution of \$9,000,000 for problem-solving officer salaries, it is imperative to ascertain the amount of time problem-solving officers spend in their respective beats – doing problem-solving work. If the nature and type of neighborhood beat problems merit a “part-time” PSO, the M-Y Fund should be charged accordingly.

Respectfully Submitted:



Jose A. Dorado  
Chairperson

Attachment

**Attachment 1:**

**CITY OF OAKLAND**

Memorandum

**TO:** Community Policing Advisory Board  
**ATTN:** Chairperson Olugbemiga Oluwole, Sr.  
**FROM:** Police Department  
**DATE:** 1 Feb 11

**RE:** Measure Y/BB Implementation

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Measure BB was passed in November 2010, which amended Measure Y and has provided funding for and allowed the City and the Police Department to reestablish, Crime Reduction Team (CRT) and Problem Solving Officer (PSO) positions. During the week of January 8<sup>th</sup> seventy six officers were reassigned to this program. The seventy six officers are assigned as follows;

- 57 Problem Solving officers
- 6 Crime Reduction Team officers
- 10 Supervisors, and;
- 3 Special Resource Lieutenants

These officers report through the chain of command to the appropriate Area Commander. Captain Ed Tracey is in charge of our Office of Community Policing which oversees Community Policing throughout the Department and reports directly to me. Captain Tracey is responsible for updating community policing policies, reviewing the effectiveness of our Problem Solving Officer program and developing a coordinated approach to problem solving throughout the Department.

Measure Y provides funding for up to approximately fifty officer positions. The additional police officer, supervisory and command positions are paid for through the general fund. The passage of Measure BB did not fund the hiring of additional officers, but thankfully prevented the layoff of additional officers and maintained funding for a wide variety of violence prevention services outside of the Department.

Measure Y with Departmental staffing of approximately 660 officers cannot look the same when compared to the prior staffing level of over 803 officers. The approximately 140-150 officer reduction in force, along with the required staffing of Measure Y positions has significantly impacted our Criminal Investigations and Patrol Divisions. Many units that formally assisted the PSOs, have been eliminated or reduced since the Measure Y positions were staffed last year, including:

- 2 Traffic Enforcement squads of 8 officers each, reduced to 1 squad of 6 officers.
- Alcohol Beverage Abatement and Special Events reduced and combined
- Reduction in NSC staffing
- Foot Patrol reduced by approximately 60%
- 2 TETF Investigative squads eliminated
- Criminal Investigation Division reduced by approximately 20 positions

- Patrol Division reduced from over 330 officers to our current of approximately 275

Problem Solving Officers are responsible for the coordination of problem solving activities on their beats. This includes documenting and tracking progress on Neighborhood Crime Prevention Council (NCPC) priorities, crime and blight problems identified by the Area command staff and projects the PSO determines to be in the best interest of the community based upon many sources of community input and crime data.

PSOs are best utilized as project managers working with the community in these problem solving efforts utilizing additional resources to address and solve the problems. The elimination of and significant reduction in support units requires that the PSOs become more self sufficient and have more deployment flexibility in addressing these issues.

Measure Y provides flexibility in how the sixty three officer positions are staffed. These positions must include at least six CRT officers and at a minimum, one neighborhood beat officer (PSO) per community policing beat. These sixty three positions may also be staffed as school safety, domestic violence, and child abuse intervention officers.

The Department's goal has been to have a beat structure that includes matching patrol and community policing beats. This would facilitate the exchange of information and the continuity of problem solving between the PSOs and the patrol officers. Our goal in late 2009 and early 2010 was to increase our patrol beats from 35 to 57 to accomplish the matching of beats; however, it became apparent as the year proceeded staffing this would not be possible.

The community policing beats were reduced from 57 to 35 to match the patrol beat structure as it became apparent that it was not feasible to operate the PSO program with 57 beats and limited support staff. 35 community policing beats allows greater efficiency, flexibility in where PSOs problem solve, increases PSOs ability to work together on problem solving efforts and allows us to staff areas of the City that have higher stressor beats and require the use of multiple officers to address significant violent crime problems and problem solving. It was important that even though the CP beats were reduced, every Neighborhood Crime Prevention Council had a PSO assigned to it. This deployment method provides for some NCPCs to share a PSO while others may have two.

The Department ensured that each CP beat had at least one PSO assigned. The additional PSOs were assigned based upon identified high stress beats, in conjunction with the human intelligence and knowledge of the Area Commanders and where staffing was provided by additional resources. This deployment, although within the guidelines of Measure Y, may leave areas of the City feeling as if they are receiving fewer services. It is clear that the Chief must be empowered to make these types of deployment decisions in the best interest of the entire Oakland community.

As you know, Captain Tracey has scheduled a PSO school in February that you and the Measure Y Subcommittee Chairperson Mr. Dorado have been invited to attend. In addition, I have scheduled monthly meetings, with a small group, where Mr. Dorado, you, other community members and I can discuss our community policing efforts.

We continue to draft a Community Policing Manual and are finalizing a Bureau policy on the roles and responsibilities of the Problem Solving Officers. We have sought input from the community on both policies. The Department and I are firm believers in the benefits of problem solving and partnering with the Community. We will continue to evaluate the effectiveness of the Problem Solving and Crime Reduction Officers and make adjustments as necessary.

Eric C. Breshears  
Deputy Chief of Police  
Bureau of Field Operations