

CITY OF OAKLAND
AGENDA REPORT

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2008 FEB 28 PM 8:52

To: Office of the City Administrator
Attn: Deborah Edgerly
From: Police Department
Date: March 4, 2008

Re: Supplemental Report and Response to Questions Presented by the Public Safety Committee on a Report from the Office of the Mayor, the Oakland Police Department and the Finance and Management Agency, Office of Personnel Resource Management on the City's 2008 Augmented Police Recruitment Program and a Corrected Resolution authorizing a Transfer of Existing Measure Y Appropriation in an Amount Not to Exceed Seven Million Seven Hundred and Twenty Two Thousand Three Hundred Thirty Nine Dollars (\$7,722,339) to Implement the Program

SUMMARY

At the Public Safety Committee meeting of February 26, 2008, staff presented a report and request for a resolution concerning the above titled. The Committee received and forwarded the report to the full Council, with direction for staff to respond to the questions contained within this report. Also attached is the Department's plan to implement the signing bonus strategy.

Additionally, a motion was carried to amend the proposed resolution to include language related the following:

- Reduce the funding allocation of \$1.5 million currently provided for recruitment advertising & marketing costs and allocate part of those funds to provide hiring bonuses for laterals and candidates with college education.

The Committee also stated its desire to have the first 30 academy graduates assigned to Measure Y positions, and that the Department conducts simultaneous academies.

Questions from Council Members:

- **What Training opportunities are available before and after PSOs are assigned to their beats? Do PSOs receive problem-solving training? Do all PSOs have the opportunity to receive specialized training? If a PSO is moved, will the replacement have the opportunity to receive the same training in a reasonable period of time? What shifts do PSOs work? All Problem Solving Officers (PSO) attend a basic 30-40 hour course that introduces them to the requirements, expectations, and opportunities related to the position. The course is a combination of classroom lectures and adult learning. They are exposed to recent case studies as well as a wide range of services and resources available to address and solve neighborhood problems. This initial training**

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opportunity usually occurs one to three times a year. After the initial training, PSOs are given opportunities to attend further training such as: Crime Prevention Through Environmental Design (CPTED), Undercover Investigations, Narcotics Investigations, Threat Assessment, and Homeland Security training. As with Patrol Officers, PSOs receive ongoing training at line up which covers a variety of subjects including tactics, resources and informational bulletins. PSOs also attend Advanced Officer School (AOS) for 80 hours each year.

Problem Solving Officers work a flexible schedule and receive a premium pay for this flexibility. Their schedule is largely influenced by crime trends and times. Most are currently working a 4- day-10hour shift schedule with Saturday, Sunday, and Mondays off. Most start at 12:00 noon and finish at 10:00 PM. Their schedule is determined by the team supervisor in consultation with the Area Commander. The Negotiated Settlement Agreement and common sense require that the PSOs' schedules do not vary significantly from the schedule of their assigned supervisor.

- **Are there multiple resources available (written brochures, websites) that inform citizens of the beat they live in, time and location of NCPC meetings, and the name of their PSO? How is the information distributed?** *The PSO names, beats, and phone numbers are listed website. Additionally, the NSCs have the list of all of the meetings and distribute it to the various neighborhoods.*
- **How does the consultant's evaluation and the Mayor's recruitment strategy align with the Berkeley Policy Associates Evaluation (RAND) AND the City's overall strategic violence prevention plan?** *The Mayor's recruitment plan will help the Department to fulfill its obligation to place the additional officers in the vacant PSO positions, which is required by Measure Y. The RAND report was critical of the Department's efforts to fully comply with Measure Y in this category. It is the intent of the Department to have all the remaining PSO positions filled once the accelerated hiring plan has been fully realized. As for the link between the City's overall violence prevention plan and the Mayor's recruitment strategy, it is expected that the additional officers assigned to units such as the CRTs, PSOs, CLASS and Domestic Violence, will be working on violent crimes and other violent prevention strategies, including projects similar to the "Oakland Strategy."*
- **For clarification purposes, will we not know until April whether we have enough cars to equip academy graduates?** *According to the City Administrator, PWA has stated that they will meet the deadline in March for finishing the 69 new cars, requested by Council person Brooks; these are replacement cars. The Department will keep cars in service that we would normally be sent to auction. Because there were 23 cars that were totaled, the Department will have a net gain of 30 to 35 cars available for use. We are, however facing a crisis later in the year as numerous vehicles are over mileage with no apparent funding plan.*

- **Will the increase by approximately 60 officers reduce the response time, crime, or both? Have we considered other alternatives like increasing the hours of PSOs so they work 12-hr. shifts or weekends like other officers?** *We expect to see some decrease in our response times as there will be likely more offices to respond to crimes and crime trends. However, we have no idea how this will impact our crime rate. It is our hope that this increase in officers will reduce crime overall. As for the PSO work schedule, this is a meet and confer issue with the union. We currently have the ability to flex PSO hours with some notice; however, we don't have the ability to extend their shift to a 12 hour shift. The arbitrator in his ruling specifically stated that the 12 hour shift shall only apply to patrol officers.*
- **What is the number 803 based on? What year was this finding made? Based on Current data, what number would provide full staffing of OPD?** *The number 803 is based on the authorized strength pursuant to the FY07-08 adopted budget. Prior to the passage of Measure Y in 2004, authorized strength was 740.*
- **Will Measure Y funds be reimbursed if they are not used? Has Measure Y money been used in the past to supplement OPD's academies? If so, has the money been repaid?** *Measure Y supports 40% of the costs associated with the hiring, training, and recruiting of police officers in keeping with the Department's deployment strategy that 40% of graduates will be deployed to Measure Y positions. The Department did not deploy to Measure Y positions with graduates from the 158th or 159th academies. Funds expended from Measure Y for the 158th and 159th academies have been quantified; however, they have yet to be transferred to another funding source. City staff is currently identifying a viable alternative funding source to address this matter.*


RECOMMENDATION / ACTION REQUESTED OF THE COUNCIL

Staff recommends acceptance of this report, and approval of the proposed resolution authorizing a transfer of existing Measure Y appropriation in an amount not to exceed seven million, seven hundred and twenty-two thousand three hundred thirty-nine dollars (\$7,722,339) to implement the program.

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:


Office of the City Administrator

Respectfully submitted,


Wayne G. Tucker
Chief of Police

Prepared by:
Debra Taylor Johnson
Deputy Director
Bureau of Administration

Attachment: Proposed Bonus Strategy

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What bonuses might be considered to increase the success of the Police Recruitment effort?

Staff has been directed to expand the research into bonuses and incentives as an added means of increasing the number of candidates for the Oakland Police Department (OPD).

That work is underway, and will continue. The findings to date include the following information:

Types of Bonuses/ Incentives identified	Description
Signing bonus	One-time incentive paid for signing, with little or limited employment retention requirement; often used when the base pay is not as high as competition, or as a means to offset relocation costs
Hiring bonus	Slight distinction as it is more of a retention strategy; tends to have staggered payouts over a longer period of time; contracts outline re-payment should employment cease
Education reimbursement /incentive benefit	Ongoing reimbursement benefit that recognizes the value of continued education, increases base pay coincident with education level and provides incentive to employees who further their education while employed
Education reimbursement	emerging trend in recruitment arena that provides a defined dollar amount of reimbursement to recruits who already possess the desired educational level
Housing incentive	Various forms of assistance designed to address the costs associated with re-location, temporary housing, and home purchase and sometimes maintaining two homes to allow for family to complete school or employment commitments prior to re-location.

A preliminary look at Agencies and how others use the various incentives are noted below:

- Some Agencies appear to use the hiring/signing bonus interchangeably
- Very few agencies employ signing bonuses for entry level (many agencies do not hire entry level –those agencies that do not have their own academy, or are small in size typically hire Laterals or Academy Graduates)
- Bonuses are designed to address the hiring barriers - both those due to the competitive nature of the field and any unique barriers faced by the department.

It is important to note that many of the organizations that offer bonuses do not offer the total compensation package of salary and benefits that is available from the City of Oakland. Neither salary nor benefits are employment barriers for Oakland. While we do not face this challenge, staff has identified missed opportunities to leverage some existing benefits, such as the education benefit explained in previous reports, and will address these advantages more clearly in the brochures and other recruiting collateral currently under revision.

Oakland does face barriers related to the high cost of housing and would benefit from a more positive and accurate representation of our city attributes. Incentives in these areas should directly and positively influence our ability to attract highly desirable candidates.

Based on the findings to date, and the belief that adding incentives to our recruitment strategy will yield more candidates, the following plans are proposed:

<p>Police Officer Trainee (POT)</p>	<p>Identified barriers:</p> <ul style="list-style-type: none"> • extremely competitive environment • requires extensive and expensive training before deployment • many will require re-location/housing • cost of uniforms not fully covered by current reimbursement <p>Proposed incentives:</p> <ul style="list-style-type: none"> • Entry incentive of \$1,000.00 - \$500.00 paid the first day of Academy Training; \$500.00 paid at completion of FTO; can be used to defray housing, moving, uniforms costs, expenses associated with testing travel or other • seek Chamber/other partnerships to provide housing options (work under way, but need more buy-in from business community)
<p>(\$200,000.00)</p>	
<p>Lateral</p>	<p>Identified barriers:</p> <ul style="list-style-type: none"> • loss of 'standing' within existing Agency for vacation draw, assignments, promotion, etc. • requirement to participate in Lateral Transition Course to learn Oakland as well as secure California POST certification if moving to California <p>Proposed incentives:</p> <ul style="list-style-type: none"> • Continue 'pay for experience', and expand awareness of this practice (Existing practice is to meet the current salary of a Lateral within the OPD pay grade. We must also ensure that Laterals are incentivized for skills and experience that OPD needs and they possess.) • Establish 'Hiring Bonus' of \$12,000.00 – 2K at signing; 5K at end of probation; 5K at end of 5th year. Staff would work with the City Attorney and Union to craft a document that outlines eligibility and re-payment should employment end before 5 years. • Explore 'seniority credit' that is, ability to retain years of service seniority for benefits such as eligibility to promote, and vacation allocation, but excluding 'draw' such as vacation time (again, specific work is required to align with MOU and departmental needs before accepting) • Add one week vacation – pro-rated consistent with city policy at completion of FTO
<p>If 20 Laterals are attracted cost of bonus might reach \$240,00,00.00</p>	
<p>College Graduate</p>	<p>Identified barriers:</p> <ul style="list-style-type: none"> • May not have been initial career choice • Physical fitness requirement may be an initial concern • Clear linkage to a career in law enforcement to a career in public service <p>Proposed incentives:</p> <ul style="list-style-type: none"> • Education benefit – expand awareness of current contract that increases base pay based on educational accomplishment upon hire and include in

College Graduate	<p>brochure revision</p> <ul style="list-style-type: none"> ● Housing incentive eligible (as outlined above) ● Expand pre-academy concept to include pre-hires for some form of 'gym' allowance once considered a viable candidate (to be further explored) ● Student loan forgiveness (reimbursement) – similar to graduates entering the field of education as Teachers, establish a program that repays student loans, over a period of time, that ties to retention. This is a new concept for Police recruitment, so the details are not yet defined, but on its face is an extremely viable solution that would address both the immediate need of the student and can address the retention need of the department. The estimated value, per recruit, should cap at 5K.
	assumes no more than 50 participants, at \$5,000.00 each, could cost up to \$250,000.00

The options listed above are anticipated to be funded by allocating \$500,000.00 of the advertising budget to this new element of the plan and may not be achievable within the dollar amount identified. It is not intended for recruits to 'stack' incentives. The previously described Advertising Plan will be adjusted to fit within the remaining one million dollars by reducing or eliminating some of the proposed strategies. Further discussion is warranted of each strategy before a final recommendation is incorporated into the plan. This discussion will include the legal, pension and contractual implications for the various plans outlined in this document.

OAKLAND CITY COUNCIL

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OFFICE OF THE **RESOLUTION NO.** _____

C.M.!

Approved as to Form and Legality

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REVISED

Resolution Authorizing:

- 1) A Transfer Of Existing Appropriations Of Measure Y Funds In An Amount Not To Exceed Seven Million Seven Hundred Twenty-Two Thousand Three Hundred And Thirty Nine Dollars (\$7,722,339) To Implement The 2008 Augmented Measure Y Police Recruitment Program,
- 2) Waiving Advertising And Bidding For The Purchase Of Ammunition, Firearms, Advertising Services, And Travel Services, Authorized Below,
- 3) Waiving The Requests For Proposal/Qualifications Process For The Purchase Of Recruitment Services And Other Professional Services Needed To Expedite The Hiring And Training Of Police Recruits, Authorized Below,
- 4) Authorizing The City Administrator To Purchase: Ammunition In An Estimated Amount Of Three Hundred Fifty Thousand Dollars (\$350,000 \$127,000 Of This Amount Was Previously Allocated From Non-Measure Y Funds), Firearms In An Estimated Amount Of One Hundred And Fifty Six Thousand (\$156,000), Travel Services In An Estimated Amount Of One Hundred Thirty Eight Thousand Four Hundred Sixty Four Dollars (\$138,464), Recruitment Services In An Estimated Amount Of Sixty Two Thousand Three Hundred Thirteen Dollars (\$62,313), And Other Professional Services Needed To Expedite The Hiring And Training Of Police Recruits In An Estimated Amount Of Five Million Six Hundred Forty Two Thousand Five Hundred Sixty Two Dollars (\$5,642,562), Without Return To Council,
- 5) Waiving Local And Small Local Business Enterprise Requirements For Advertising, Recruitment, Firearm And Ammunition Purchases,
- 6) One Million Five Hundred Thousand Dollars (\$1,500,000) For (i) The Purchase Of Advertising Services For Recruitment Without Returning To Council And (ii) For Hiring Bonuses

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WHEREAS, Oakland's crime and violence rates are intolerable as residents from every neighborhood are experiencing increased fear for their safety; and

WHEREAS, comparative analysis with other jurisdictions and recent studies discussing Oakland's crime reduction challenges all point to inadequate police staffing as a one of the City's most significant roadblocks; and

WHEREAS, since the implementation of Measure Y in 2005, an aggressive recruitment campaign has been conducted, however the Police Department has not reached its fully authorized strength and critical community policing positions remain un staffed; and

WHEREAS, the only strategy to break through the current hiring/retiring revolving door that is preventing the City from achieving a fully staffed Police Department is to engage in a significantly augmented recruitment drive that rapidly brings the number of new officers on the force that Measure Y voters envisioned; and

WHEREAS, without engaging in an intensive recruitment drive that brings police officers onto the force at a higher rate than officers leave, augmented policing services will remain a perpetually elusive goal; and

WHEREAS, the Office of the Mayor, the Oakland Police Department (OPD), and the Finance Management Agency, Office of Personnel Resource Management (OPRM) will significantly expand the City's ability to recruit officers, compete more successfully in the highly competitive law enforcement job markets, and enhance the City's efficiency in recruitment; and

WHEREAS, City Charter section 808(a) and Oakland Municipal Code 2.04.050.1 authorize the City Council to waive competitive bidding and advertising for purchase of goods, materials and equipment when upon the determination of the Council such waiver is in the best interests of the City (O.M.C. §2.04.050.1.5); and

WHEREAS, Oakland Municipal Code 2.04.051.B authorizes the City Council to waive the competitive request for proposal/qualifications process for purchase of professional services when upon the determination of the Council such waiver is in the best interests of the City (O.M.C. §2.04.050.1.5); and

WHEREAS, were the City to conduct advertising and competitive bids for the purchase of ammunition, firearms, recruitment advertising and travel, it would not be timely in that requests for proposal/qualifications and related processes for purchase of these services needed for the hiring and training of new police recruits would delay unduly the City's ability to compete in the marketplace and would significantly delay the police recruit hiring and training program for 2008; and

WHEREAS, an appropriation from the Measure Y Fund Balance for Police Services is required to effectively carry out the recruiting and hiring strategies necessary to attain the augmented policing services intended by Measure Y; and

WHEREAS, hiring, including recruiting, Measure Y police officers is an appropriate use of the Measure Y Police Services Fund Balance; and

WHEREAS, sufficient funding is available in the Measure Y Fund Balance for Police Services without impacting the Measure Y fire services fund or violence prevention funding as the Measure Y Police Services Fund Balance currently totals over \$17 million; now, therefore, be it

RESOLVED: That the City Council hereby authorizes the City Administrator, or her designee, to transfer existing appropriations of Measure Y Funds in amount not to exceed Seven Million Seven Hundred Twenty Two Thousand Three Hundred Thirty Nine Dollars (\$7,722,339) to Fund 2251, Organizations 05111, 103430 and 106610 in a project to be determined for Police Services and authorize the Oakland Police Department and Office of Personnel Resource Management to fully implement the 2008 Augmented Police Recruitment Program; and be it

FURTHER RESOLVED: That to the extent that any Measure Y funds advanced for the recruitment are used for the hiring of non-Measure Y officers, the General Fund shall reimburse the Measure Y Fund for the equitable and proportionate costs of the recruitment of the non-Measure Y officer; and be it

FURTHER RESOLVED: That pursuant to City Charter section 808(a) and Oakland Municipal Code 2.04.050.1.5 and findings contained in the City Administrator's report accompanying this resolution, the City Council hereby finds and determines that it is in the best interests of the City to waive advertising and bidding for the purchase of 1) ammunition, 2) firearms, 3) recruitment advertising and 4) travel needed to accelerate the hiring and training of police recruits and so waives these requirements; and be it

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FURTHER RESOLVED: That pursuant to Oakland Municipal Code 2.04.051B and findings contained in the City Administrator's report accompanying this resolution, the City Council hereby finds and determines that it is in the best interests of the City to waive the City's competitive request for proposal/qualifications process for the purchase of recruitment and other professional services needed to accelerate the hiring and training of police recruits and so waives these requirements; and be it

FURTHER RESOLVED: That the City Council hereby finds and determines that it is in the best interests of the City to waive the Local and Small Local Business purchasing requirements for advertising, recruitment, firearms and ammunition purchases; and be it

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FURTHER RESOLVED: That the City Administrator is hereby authorized to select vendors and award contracts for the purchase of 1) ammunition in an estimated amount of Three Hundred Fifty Thousand Dollars (\$350,000.00 - \$127,000 of this amount was previously allocated from non-Measure Y funds), 2) firearms in an estimated amount of One Hundred and Fifty Six Thousand Dollars (\$156,000.00), and 3) travel services in an estimated amount of One Hundred Thirty Eight Thousand Four Hundred Sixty Four Dollars (\$138,464.00), without return to Council; and be it

FURTHER RESOLVED: That the City Council authorizes One Million five Hundred Thousand Dollars (\$1,500,000.00) of Measure Y funds to be used by the City Administrator 1) to purchase advertising services for recruitment without return to Council, and 2) for hiring bonuses; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to select and award contracts for the purchase of 1) recruitment services in an estimated amount of Sixty Two Thousand Three Hundred and Thirteen Dollars (\$62,313.00), and other professional services needed to expedite the hiring and training of police recruits in an estimated amount of Five Million Six Hundred Forty Two Thousand Five Hundred Sixty Two Dollars (\$5,642,562.00), without return to Council; and be it

FURTHER RESOLVED: That, except for the Local and Small Local Business Enterprise program, contractors will be required to comply with all other purchasing programs such as Living Wage, Equal Benefits, Prompt Payment, etc.; and be it

FURTHER RESOLVED: That the City Council hereby authorizes the City Administrator, or her designee, to execute any further documents necessary to implement this resolution; and be it

FURTHER RESOLVED: That the City Administrator is hereby authorized to modify, extend, or amend said agreement, provided that no additional funds shall be allocated without prior Council approval.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20____

PASSED BY THE FOLLOWING VOTE:

AYES - BRUNNER, KERNIGHAN, NADEL, QUAN, BROOKS, REID, CHANG, AND
PRESIDENT DE LA FUENTE

NOES -

ABSENT-

ABSTENTION -

ATTEST:

LATONDA SIMMONS
City Clerk and Clerk of the Council of
the City of Oakland, California

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