

CITY OF OAKLAND
AGENDA REPORT

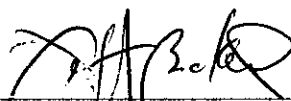
2011 JAN 13 PM 1:09

TO: Oakland City Council Public Safety Committee
FROM: Dan Lindheim, City Administrator
DATE: January 25, 2011

**RE: INFORMATION REPORT FROM THE COMMUNITY POLICING
ADVISORY BOARD (CPAB): ANNUAL REPORTS FOR 2009/2010
ON THE STATE OF COMMUNITY-ORIENTED POLICING IN
OAKLAND.**

Pursuant to Oakland City Council Resolution 72727 C.M.S., (A Resolution Establishing Implementation of the City of Oakland's Community Policing Policy), as amended by Resolution 73185 C.M.S., (Resolution Amending Section 7.1 of Resolution 72727 C.M.S. Regarding the Community Policing Task Force), and Section 7: Function and Duties of the Advisory Board (Community Policing Advisory Board By-Laws), the Community Policing Advisory Board is charged to "...oversee, monitor and report at least twice yearly on the implementation of Resolution No. 72727 C.M.S. and to provide recommendations to the Mayor, Council, City Manager and Chief of Police on further steps necessary to carry out the objectives of said Resolution." Attached please find the Information Report: Annual Reports for 2009/2010 on the State of Community-Oriented Policing in Oakland from the Community Policing Advisory Board.

Respectfully Submitted,



Jeff Bakdr
Assistant to the City Administrator

FORWARDED TO
THE PUBLIC SAFETY:



OFFICE OF THE CITY ADMINISTRATOR

Item _____
Public Safety Committee
January 25, 2011

**CITY OF OAKLAND
COMMUNITY POLICING ADVISORY BOARD**

TO Public Safety Committee

CC Mayor Jean Quan, Members of the City Council, City Administrator Dan Lindheim, and Police Chief Anthony Batts

FROM The Community Policing Advisory Board

DATE January 2011

SUBJECT Annual Reports for 2009/2010 on the State of Community-Oriented Policing in Oakland

SUMMARY

The state of Community Policing in Oakland in 2009 was challenging to many residents of Oakland. The City of Oakland's budget problems, as evident in 2010, negatively affected Community Policing infrastructure. There were also some very positive developments in the Oakland Police Department (OPD) in 2010 that enhanced Community Policing in Oakland.

However, the citizens of Oakland continue to support the goals of community policing as evident by their presence and participation in Neighborhood Councils meetings and strong show of support at City Council meetings on behalf of preserving the Neighborhood Service Division and NSC staff.

A survey of NCPC Priorities by Beat from September – November of 2009, shows the average attendance at NCPC is approximately 25 stakeholders, and residences were actively engaged in working with their PSO and NSC to identify and address public safety priorities in their communities.

HISTORY OF THE CPAB

The current sitting of the Community Policing Advisory Board was reconstituted on September 3, 2008 with eleven members representing the Mayor's office, various districts of the City of Oakland, the OUSD, the NWSC, and OHA. The incoming board was chaired by Mr. Robert Vaughn, who resigned effective July 1, 2009, and the vice-chair, Ms. Deborah Taylor, acted as the interim chair until a new Chair could be elected. On December 2, 2009, Mr. Olugbemiga Oluwole Sr. was elected to serve as Chair.

The present Community Policing Advisory Board (CPAB) has reviewed the current state of Community Policing in Oakland, vis-à-vis the Oakland Police Department, and has resolved from its August 15, 2009 Retreat, to reengage and reinvigorate Community Policing in Oakland.

To achieve this goal, the CPAB reaffirms the definition of Community Policing to be, as stated in the Oakland City Council Resolution 79235 C.M.S.,(replacing City Council Resolution 72727 C.M.S.,) which created this body, and articulated it in the four principles of Article 1.2, as follows:

1. Reduce crime, enhance public safety and to improve the quality of life
2. Peer level partnership between community, the police department, and other city agencies.
3. Address long-term chronic problems
4. Foster geographic based crime prevention efforts on three levels:
 - a. At the block level
 - b. Neighborhood level

c. City-wide level

To also, reaffirm the understanding of the Mandate of the CPAB to be as stated in City Council Resolution 72727 C.M.S., amended by City Council Resolution 79235 C.M.S., Sections 5.3 through 5.9.

THE STATE OF OAKLAND'S COMMUNITY-ORIENTED POLICING EFFORTS IN 2009/2010

Community Policing in Oakland suffered tremendously during 2009 due to under-staffing and under-funding. On the other hand, during 2009, the citizens of Oakland were, in general, instrumental in maintaining and improving existing Neighborhood Councils, and worked to preserve the City staff associated with Community Policing.

The elimination of Community Policing budgets, and also the lack of a City Council approved Public Safety Plan, affected the Community Policing Advisory Board (CPAB) and the Neighborhood Councils' functioning.

A successful effort to fully staff all Problem Solving Officer (PSO) positions was accomplished, but subsequent withdrawal of police academies diminished OPD staffing below 800. Unfortunately, this negatively impacted PSO assignments.

A major accomplishment was the selection of a new police chief who supports Community Policing.

Furthermore, the City Council was faced with an overwhelming budget crisis. The City's finances and the necessary City staff cutbacks impacted the daily operation of Community Policing activities. During the 2009 budget crisis, the City Council preserved most of the staff in the Neighborhood Services Department (NSD). However, there was a real potential for cuts in Community Policing staff numbers, which has now become evident.

The City Council severely reduced the City-funded financial structure of Community Policing by summary removal of the already-inadequate funding for the Neighborhood Councils, diminished funding for the NSD, elimination of funding for the Community Policing Advisory Board, elimination of funding for vital City programs like the annual Community Policing Summit.

The partnership with the Oakland Police Department can be improved, which the current CPAB is working to develop. For reasons not associated with Community Policing, OPD moved to a geographical Area Command beginning in January, 2009. Community Policing has greatly benefited by this geographical re-organization, and this is a positive aspect of the OPD/Community Policing partnership.

In 2009, OPD was able to assign PSOs to all 57 Community Policing Beats, but because of short-staffing in other areas of OPD, there was pressure to re-assign PSOs from their beats to other areas, thereby affecting Community Policing. Further, PSOs are still assigned with little or no PSO-related training that supports the ability of PSOs to function well in their assigned role. In some beats the PSOs have self-trained to good effect, and have been quite aggressive in attempting to preserve their ability to perform PSO duties and reducing the effect of re-allocation to non-PSO activities; beats with such officers have sincerely benefited from increased support from the PSO.

The Area Commanders have generally attempted to support the PSO assignments, and have worked hard to protect as much of the PSO resource as possible, given the larger context that demands that the PSO resource be utilized in non-PSO activities.

The Neighborhood Services Division (NSD) in 2009 diminished due to removal of staff and elimination of vacant positions, as well as funding for services. In this context, the fact that the majority of Community Policing services performed by NSD have been maintained, and some improved, is a testament to the vitality and continued excellence overall in this department of the City.

The citizens of Oakland achieved a great deal of progress during 2009. The Neighborhood Watch (NW) program (with very effective support by NSD) blossomed with many new NW groups (NWG) and improvements in the existing NWGs, and is becoming more effective as time progresses. The NCs were generally effective and improved their operation and refined their goals.

The Neighborhood Watch Steering Committee (NWSC) continued to provide a valuable resource during 2009 to the citizens of Oakland, and specifically the NW groups, through a series of monthly informational meetings. These meetings became extraordinarily successful in their self-appointed goal of engaging representatives of the City Community Policing-related staffs in public forum with the leaders of the NW groups. The value of these meetings cannot be underestimated. The NWSC was fully and effectively supported by the NSD.

The Community Policing Advisory Board was significantly diminished during 2008. Due to term limits, most of the members of the 2008 Board were removed from their volunteer member status, and there was a five month-hiatus before enough new members were appointed so that a quorum could be re-established late in 2008.

A successful election of a new CPAB Chair was approved on December 2, 2009. The CPAB Program Service Committee developed a brochure to outreach and educate the community on pertinent information relevant to Community Policing. The CPAB re-developed an internal NC mediation process, whereby two complaints of NC non-functionality were addressed. In this regard, following the CPAB Retreat in 2009, the CPAB committed to strengthening relationships with the City Council, Neighborhood Councils (NCs), Neighborhood Watch groups, Community Based Organizations, pertinent City Departments and Community Groups who are positively working in various neighborhoods.

Some of the achievements of the CPAB during 2009-2010 are as follows:

- The appointments of 12 out of 15 members to the Board.
- 9 of 10 meetings were held in 2009 where quorum was achieved except in July, and there was a recess in August when the retreat was held.
- The adoption of a procedure for the election of Officers.
- Two active standing committees were appointed and are meeting. (Program & Services Committee and NCPC Resource Committee).
- The approval of a CPAB brochure for outreach purposes.
- Annual retreat in 2009 and 2010.
- The adoption of a NCPC complaint process and policy.
- Reviewed and commented on the Mayor's public safety report presented by Dori Reed.

In conclusion, year 2010 did not see much improvement in Community Policing, due to the city's budget shortfall. Rather, 2010 experienced the loss of all 57 PSO's, 5 NSC's, 1 NSC Supervisor and 1 Police Services Technician (PST) to Golden Handshake, one other PST, and 1 Administrative Assistant clerk,

making a total of 9 NSD staff lost. However, the passage of Measure BB in the November 2nd, 2010 elections promises hope for the rejuvenation of PSO's back into the community to support the healthy existence of NCPCs and Community Policing. The Chief of Police's Public Safety Strategy that was made public recently also offers a good intention and effort at salvaging the integrity of Community Policing in Oakland.

RECOMMENDATIONS FOR 2011

1. Establish a Mayoral Staff Public Safety Director to be a leader in the City of Oakland as the Mayor's representative for all public safety efforts. These efforts include:
 - a. Hold a fully-funded, well-planned 2011 Community Policing Summit, and create the necessary infrastructure to ensure yearly Community Policing Summits for the future. At this summit, the PSD would present a full-press report on the State of Community Policing in Oakland.
 - b. Invite to the yearly summit, nationally-recognized experts to discuss and share best practices with Oakland Community Policing leaders.
 - c. Hold an annual one-day-long meeting with the community policing leaders where the topic, **What is Community-oriented Policing**, is re-defined for that year. The definitions that are discovered in this meeting should be used by the Public Safety Director (PSD) to coordinate efforts of all City staff associated with Community Policing.
 - d. Develop a direct collaboration with the Oakland Fire Department (OFD) Command Staff and the Oakland Police Department (OPD) Command Staff to improve communication with the Community Policing community.
 - e. Establish a major public-service advertising campaign to announce and promote Community Policing in Oakland, including city-wide efforts, Area efforts, PSA efforts, NC efforts, and NWG efforts, using radio, TV, billboards, newspapers, local websites, neighborhood associations, etc.
 - f. The Public Safety Director (PSD) or a Designate, would attend all meetings of the CPAB as a resource to the Board.
2. Fund a budget submitted by OPD for full support of the NSD, including:
 - a. A full-time Manager.
 - b. Three NSC Supervisors.
 - c. A full complement of NSCs.
 - d. Support staff for Community Policing committees, boards, and councils.
 - e. Fund the Community Policing Advisory Board (CPAB) and Neighborhood Councils (NCs) at pre-budget-cut levels (\$50,000.00). The current budget constraints are in direct violations of parts of Resolution 79235 C.M.S., requirements. In Section 5.9, it states, "the City Council shall provide the CPAB with sufficient funding for its activities, including attendance at conferences, observation of Community Policing programs elsewhere in the country, and retaining consultants to assist it with its responsibilities." In addition, Section 5.11 refers to the sponsorship of a citywide Community Policing Summit which has not taken place since 2008. The CPAB recognizes the budget limitations to fully implement Resolution 79235 C.M.S., however, the City Council should prioritize and ensure a budgeted funding to enhance Community Policing.
3. Fund 2 full OPD Academies in 2011. In addition, if a Lateral Academy is found to be realistic, it should also be funded, but not substituted for a full Academy.

4. The Mayor's office should actively communicate all Community Policing related activities, and submit all Community Policing related measures and initiatives, to the various City-established Community Policing boards, committees, and councils, for their review and comment prior to contemplation of action, ensuring adequate time for response.

1. Oakland Police Department-wide Recommendations:

- a. Establish three Area-wide quarterly training schedules for every Area officer, to be trained by the Neighborhood Services Coordinator (NSC), on the topic of enhancing Community Policing in Oakland and fostering a sense of full cooperation between the NSC and all officers in the Area.
- b. Dedicate the appropriate budget and staff resources to establish a complete data collection and data analysis of all OPD activities at all levels of OPD activity. Of particular emphasis to Community Policing is a full set of data collection and analysis of the Problem Solving Officer's (PSO) and PSO Sergeant's time and activities, for OPD itself, and for the Community Policing community.
- c. Establish a public, city-wide website dealing with Community Policing, to be co-managed by OPD and representatives of the Neighborhood Council/Neighborhood Watch leaderships.

2. OPD Department recommendations:

- a. OPD Patrol should be fully staffed to ensure the ability to respond to calls for service, thereby relieving the need to absorb PSO resources, and establish real beat integrity for Patrol officers.
- b. OPD Dispatch should be fully staffed to the levels necessary to ensure not only a quick response time for calls, but also to ensure a quick response time to incidents.
 - i. OPD Dispatch should do what is necessary to ensure reliable communications with Dispatch in all locations of Oakland, including areas which have the most inconsistent service in the hills of Oakland.

3. OPD PSO recommendations, intended to develop a professional status for PSOs within the OPD Family:

- a. Establish and maintain the necessary hiring criteria, recruitment protocols, and career enhancement protocols, to seek out and find appropriate individuals who want to be involved directly in Community Policing, and then ensure that the career of the officer is rewarded for staying in Community Policing.
- b. Establish and maintain a performance-based evaluation for all officers. Create a provision for inducements for PSOs who, once assigned to a Community Policing Beat (CPB), stay in their respective beats for a period of not less than two years, and choose not to transfer to other assignments in OPD during this period. This is both a financial and cultural initiative for OPD.
- c. Establish and maintain a protocol for tracking the time and resources used in dispatching PSOs and PSO Sergeants to any activity outside their CPB, and making some appropriate subset of this information public on the OPD website in real time.
- d. Develop protocols for PSOs in Community Policing that include:
 - i. A new comprehensive training program that PSOs must receive before being assigned to a beat and repeated on an on-going basis.
 - ii. Ensure that each PSO position is assigned an appropriately-equipped police vehicle, and that no 'doubling-up' of PSOs in a single vehicle occurs.

- iii. Establish a PSO protocol that requires the PSO to walk and bicycle areas within the CPB each week.
- iv. Ensure that PSOs stay in their respective beats without being routinely moved. In case of an extended absence for any reason, an interim PSO must be assigned.
- e. Maintain the full staffing of 57 PSOs.

CPAB GOALS & OBJECTIVES FOR 2011

The CPAB has developed a Plan of Action to include the following:

1. The CPAB will continue to collaborate with the Chief of Police to address the issue of PSO shortage in some beats as required in City Council Resolution 72727 C.M.S., amended by City Council Resolution 79235 C.M.S., Section 7, Articles 7.1 to 8.3.
2. The CPAB will meet with the Public Safety Coordinator, to address the issue of NSC staff shortage and loss of CPAB/NC Budget loss.
3. The CPAB will develop evaluations and assessments for Community Policing with the NC programs.
4. The CPAB will engage various stakeholders in the community to determine a collective vision for Community Policing in Oakland.
5. Each CPAB board member will take ownership and be responsible for reporting to the CPAB and the public, any and all progress on Community Policing in each district on a monthly basis.
6. Establish and maintain a minimum definition of NC duties, expected activities, and means to evaluate success of projects.
7. Establish and maintain an evaluation tool for NC performance, to help the CPAB effectively perform yearly evaluations of NCs.
8. Work closely with the Oakland Fire Department to integrate CORE (Communities of Oakland Respond to Emergencies) activities into the Neighborhood Watch activities, thereby realizing a fully-integrated single neighborhood entity for each of the 57 CPBs of Oakland.

GLOSSARY

OHA: Oakland Housing Authority

OSUD: Oakland Unified School District

CC: City Council

PSC: The CC Public Safety Committee

CORE: Communities of Oakland Respond to Emergencies

Community Policing: Community-oriented Policing

CPB: Community Policing Beat (as defined by OPD)

OPD: Oakland Police Department

CPAB: Community Policing Advisory Board

MYOC: Measure Y Oversight Committee

NC: Neighborhood Council and Neighborhood Crime Prevention Councils (the organizations that represent each of the CPBs)

NSC: Neighborhood Services Coordinator (serves a number of NCs)

NSD: Neighborhood Services Division (all NSCs, NSC supervisors, PSTs and admin staff)

PST: Police Service Technician

NW: Neighborhood Watch Program

NWSC: Neighborhood Watch Steering Committee

NWG: A Neighborhood Watch Group