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2013 OCT-31 PM 2:20



CITY OF OAKLAND

AGENDA REPORT

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Sean Whent
Interim Chief of Police

SUBJECT: Community Policing Services Grant Funds

DATE: October 24, 2013

City Administrator
Approval

Deanna Santana

Date

10-30-13

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends the City Administrator, on behalf of the City of Oakland (City) to: (1) accept appropriate grant funds in the amount of Four Million Five Hundred Fifteen Thousand and Seven Hundred Thirty Dollars (\$4,515,730) from the U.S. Department of Justice, Office of Community Oriented Policing Services (USDOJ/COPS), (2) to fund the entry-level salary and fringe benefit costs of ten (10.0) Full-Time Equivalent (FTE) Police Officers positions for a Thirty-Six month period from September 1, 2013 through August 31, 2016, and appropriate said funds to the Oakland Police Department (OPD); (3) authorize an appropriation of Eighty Five Thousand Dollars (\$85,000) from the Undesignated General Purpose Fund Balance to cover costs associated with holding a Lateral Police Academy to hire and train additional Police Officers, in the FY 2013-14 OPD General Purpose Fund Budget; and 4) authorize a Contribution of Central Services Overhead

OUTCOME

Adoption of this resolution authorizes the City Administrator to accept and appropriate the COPS Hiring Program (CHP) grant funding to hire new officers and help the City rebuild OPD's crime-fighting capabilities and enhance its community policing priorities.

OPD will use funding from the 2013 COPS allocation to: 1) assign 10.0 FTE COPS Hiring Program (CHP) officers to neighborhoods with the most gun violence to identify and resolve recurring and emerging issues related to gun violence, 2) enhance existing crime prevention, intervention and enforcement partnerships, via Ceasefire; and 3) continue to strengthen OPD's community policing efforts.

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BACKGROUND/LEGISLATIVE HISTORY

USDOJ/COPS grant funds are awarded through Cops Hiring Program, a competitive grant program that provides funding directly to state, local and tribal law enforcement agencies to: 1) create new officer positions (including filling existing officer vacancies that are no longer funded in an agency's budget); 2) rehire officers who have been laid off as a result of budget cuts unrelated to the receipt of grant funding; or 3) rehire officers who are scheduled to be laid off on a specific future date as a result of budget cuts unrelated to the receipt of grant funding. Funding decisions are made by the CHP Office after a review of the applying agency's grant proposal, commitment to community policing, crime rates, changes in law enforcement budgets, and other local fiscal data, such as poverty, unemployment, and foreclosure rates. Since 2009, the USDOJ has awarded Oakland funding to hire 76 police officers. Oakland received the largest CHP grant in the nation for FY2013.

Grant Name	Grant Period	Award Amount	Officers Funded	Resolution No.
CHRP 2009 (COPS Hiring Recovery Program)	07/01/09 to 12/31/13	\$19,747,117	41	81894
COPS 2011	09/01/11 to 08/31/14	\$10,739,575	25	83627
COPS 2013	09/01/13 to 08/31/16	\$4,515,730	10	TBD

ANALYSIS

Consistenfily ranked one of the top five most dangerous cities in America, Oakland has averaged 500 non-fatal shootings and 106 homicides annually over the last three years. In 2012, Oakland had its highest number of homicides since 2007 with 126; 90% were fatal by firearm. Oakland also ranks high in other crime categories. Analysis shows that gangs and other street groups play a central role in driving Oakland's escalating gun violence. Harvard Professor Anthony A. Braga found a small percentage of Oakland's population commits the majority of gun violence and those at highest risk of gun violence tend to be "hyper-concentrated" socially and geographically.¹ This grant is critical to proactively addressing gun violence in Oakland.

With the grant award and additional officers the Police Department will build upon a major component of Oakland's community policing model—geographic accountability. With a 25% reduction in sworn force and increasing violent crime, OPD has strategically changed its implementation of geographic policing from three to five areas in order to facilitate increased neighborhood familiarity and create area specific crime prevention plans. This new structure

¹ Braga, Anthony A., Stewart Wakeling, Ronda Jackson, and Daniela Gilbert, "Understanding Serious Violence in Oakland: Preliminary Findings," August 23, 2010.

allows for increased focus on the most pressing crime issues in each neighborhood. Identifying offenders, criminal gangs and groups, and addressing and preventing violence are priorities in each geographic area. Creating crime plans and conducting investigations which are community informed and assisted are essential to impacting violence.

OPD has been working diligently to develop all members of the organization, sworn and non-sworn, into community policing specialists. Significant progress has been made and must continue. While Oakland's economy is slowly recovering, there are still lingering impacts of the global recession, and City cost increases continue to outpace revenue. Without federal assistance, the City would not be able to hire the additional officers it needs to address crime and violence. In a continuing budget climate of untenable tradeoffs, this grant enables Oakland to move forward with both its strategic crime fighting efforts as well as community policing imperatives.

The new CHP officers will work directly with the district investigators and serve as liaisons between the community and investigators. This will include flexible officer shifts to ensure OPD participation in meetings and events held by Neighborhood Crime Prevention Councils, schools, social service providers, faith-based groups, and other partners. The CHP officers will be essential to developing a positive rapport between OPD and the district community to ensure a consistent message that gun violence is unacceptable. Further, the new structure enables OPD to respond swiftly to victims and crime scenes, as well as pursue investigations through to arrest—critical ingredients to promoting community trust and confidence in OPD.

PUBLIC OUTREACH/INTEREST

Resources will be utilized to strengthen and expand existing prevention, intervention, enforcement and investigation operations in order to target violent crime. The Police Department will make information regarding the hiring, graduation, and assignment of the new officers available to the public utilizing our website, social media sites, and media releases.

COORDINATION

The Budget Office and the City Attorney's Office were consulted in preparation of this report on fiscal and legal issues, respectively.

COST SUMMARY/IMPLICATIONS

Approval of this resolution will authorize OPD to accept and appropriate grant funds in an amount not to exceed \$4,515,730 for the 2013 FFY grant period of September 1, 2013 – August 31, 2016.

1. SOURCE OF FUNDING: USDOJ/COPS Grant Funds \$4,515,730.

CHP funding will be appropriated in the COPS Hiring Program Grant Fund 2113, District Area Command Administration 108010, Patrol PS11, in a Project Account to be determined.

Additional funding for academy costs, (e.g., lateral academy costs, operations and maintenance costs [O&M], etc.) shall come from undesignated General Purpose Fund balances.

2. FISCAL IMPACT:

Approval of this resolution will authorize the City to accept and appropriate grant funds in an amount not to exceed \$4,515,730 from USDOJ/COPS to fund the entry-level salary and fringe benefit costs of 10.0 FTE police officers for a 36-month period from September 1, 2013 through August 31, 2016. OPD will work directly with the COPS office to ensure that the City is able to maximize the full amount of the \$4,515,730 grant award.

Approval of this resolution will also authorize the City Administrator to appropriate \$85,000 to cover training costs associated with a lateral academy.

Table 1 – Increased Costs Associated with Hiring CHP Grant Officers

Cost Estimate to add 10.0 FTE CHP officers	Year 1; FY 2013-14 (Step 1 and 2)	Year 2; FY 2014-15 (Step 3)	Year 3; FY 2015-16 (Step 4)	Year 4; FY 2016-17 (Step 5; retention year to be funded by local funds)
10.0 FTE Officers' Salaries and Benefits	1,570,026	1,793,380	1,852,794	1,918,653
O&M (includes startup costs for vehicles, computers, etc. in Year 1)	418,970	160,620	164,154	167,765
Lateral Academy Costs for 12-Week Transition Course (training costs only)	85,000	-	-	-
Subtotal 10.0 FTE Officers	\$2,068,996	\$1,954,000	\$2,016,948	\$2,086,418
Less CHP Grant Request (Grant Award)	1,505,243	1,505,243	1,505,243	
Total Cost to City Less CHP Grant Award	\$568,753	\$448,757	\$511,705	\$2,086,418

Based on the grant requirements, with acceptance of the grant, 10.0 FTE positions will be added to OPD's authorized sworn strength – 665.0 FTE officers per the Department's FY 2013-14 adopted budget + 10.0 FTE officers funded by the CHP grant = 675.0 FTE officers authorized with acceptance of this grant. The City will be responsible for covering the cost of salaries and

benefits greater than those associated with entry level officers as well as the recruitment, lateral academy, O&M and other training costs for such officers. In addition, the City will be required to maintain the 10.0 FTE positions with local funding for at least one year after the end date of the grant award as well as O&M and other ancillary ongoing costs.

Other costs to be considered when adding 10.0 FTE officer positions to OPD's baseline budget:

- Addition of 2.0 Sergeants to ensure appropriate span of control: annual estimated cost of \$267,500 per sergeant FTE for salaries, benefits and O&M.
- Addition of non-discretionary overtime (estimate of 20% of annual officer salary): approximately \$20,000 per annual officer FTE
- Addition of 1.0 Police Records Specialist to assist with additional administrative work associated with additional officers; estimate of \$90,000 annually per FTE for salaries, benefits and O&M

OPD's fiscal year 2013-14 Central Service Overhead (CSO) rate is 12.03%. CSO is, however, specifically disallowed by the grantor. Therefore, OPD requests a contribution from the General Purpose Fund in an amount equivalent to OPD's CSO rate of approximately \$241,000 annually.

Authorized Strength

There are currently (23) sworn vacancies in OPD. Sworn staffing is 642 versus an authorized strength of 665 (675 upon approval of this resolution). The Police Department requests authorization to hold a (20) person academy in order to hire and train the CHP grant funded officers and to help bring staffing levels up to authorized strength. The Department has typically experienced an attrition rate of 30% in lateral academies; therefore in order to hire 10 police officers, the lateral academy should start with at least 13-15 officers. The salaries of any additional officers hired through a lateral academy will be covered by salary savings from sworn vacancies. Approval of this resolution will authorize the City Administrator appropriate \$85, 000 of undesignated funds from the General Purpose Fund balance, to the General Purpose Fund (1010), Office of the Chief of Police (101110), Agency-wide Program (PS01), Project TBD account, to cover the costs associated with a lateral academy.

The increase to the total sworn staffing by 10 FTE will have an impact on overtime spending. The overtime will vary depending on the need, but we expect some additional overtime for holidays and court appearances. These positions will not be regularly assigned to 911 call response, so there will little to no impact on backfill overtime. However, the grant-funded officers may work special enforcement such as violence reduction efforts, sideshow or crowd control, on straight time. This could reduce the overtime currently paid to officers who work those assignments on an overtime basis.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

Prior year CHP Program grant funds provided:

- 41.0 FTE Community Policing Officers in 2009

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- 25.0 FTE School Safety Officers in 2011

SUSTAINABLE OPPORTUNITIES

Economic: Hiring additional law enforcement officers will generate jobs for the local economy. Additional community policing officers will enhance crime prevention and economic growth. Increased economic activity will raise business tax and sales tax revenues to the City.

Environmental: There are no environmental issues associated with this report.

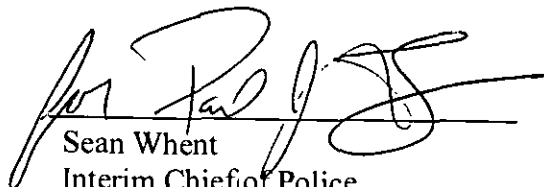
Social Equity: Grant funds are directed toward achieving increased service levels and long-term public safety benefits for the City. We continue to seek candidates with bi-lingual language skills to increase access to public safety services for non-English and English as a second language speakers.

CEQA

This report is not a project under CEQA.

For questions regarding this report, please contact Gilbert Garcia, Deputy Director of Bureau of Services, at (510) 238-6443.

Respectfully submitted,



Sean Whent
Interim Chief of Police
Oakland Police Department

Prepared by:
Andrea Van Peteghem, Acting Grants Coordinator
OPD, Fiscal Services

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Approved as to Form and Legality

OAKLAND CITY COUNCIL


City Attorney

RESOLUTION No. _____ C.M.S.

RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, ON BEHALF OF THE CITY OF OAKLAND (CITY) TO:

1)) ACCEPT AND APPROPRIATE GRANT FUNDS IN THE AMOUNT OF FOUR MILLION FIVE HUNDRED FIFTEEN THOUSAND AND SEVEN HUNDRED THIRTY DOLLARS (\$4,515,730) FROM THE U.S. DEPARTMENT OF JUSTICE, OFFICE OF COMMUNITY ORIENTED POLICING SERVICES (USDOJ/COPS), (2) TO FUND THE ENTRY-LEVEL SALARY AND FRINGE BENEFIT COSTS OF TEN (10.0) FULL-TIME EQUIVALENT (FTE) POLICE OFFICERS POSITIONS FOR A THIRTY-SIX MONTH PERIOD FROM SEPTEMBER 1, 2013 THROUGH AUGUST 31, 2016, AND APPROPRIATE SAID FUNDS TO THE OAKLAND POLICE DEPARTMENT (OPD); (3) AUTHORIZE AN APPROPRIATION OF EIGHTY FIVE THOUSAND DOLLARS (\$85,000) FROM THE UNDESIGNATED GENERAL PURPOSE FUND BALANCE TO COVER COSTS ASSOCIATED WITH HOLDING A LATERAL POLICE ACADEMY TO HIRE AND TRAIN ADDITIONAL POLICE OFFICERS, IN THE FY 2013-14 OPD GENERAL PURPOSE FUND BUDGET; AND 4) AUTHORIZE A CONTRIBUTION OF CENTRAL SERVICES OVERHEAD

WHEREAS, grant funds of up to \$4,515,730 from USDOJ/COPS have been awarded to the Oakland Police Department to fund the entry-level salary and fringe benefit costs of 10.0 FTE police officers for a thirty-six month period from September 1, 2013 through August 31, 2016; and

WHEREAS, the USDOJ/COPS grant funds are awarded through the COPS Hiring Program (CHP), a competitive grant program that provides funding directly to state, local and tribal law enforcement agencies to hire police officers to advance community policing nationwide; and

WHEREAS, the grant funds cover entry level salary and benefits of full time police officers for three years and the City will be responsible for covering any salaries and benefits greater than those associated with entry level officers, the recruitment, lateral academy, operations and maintenance (O&M) and other ancillary costs associated with adding an additional 10.0 FTE officers to OPD's baseline budget; and

WHEREAS, the grant requires that the City retain the 10.0 FTE officer positions with local funds for no less than 12 months after the end of the grant term on August 31, 2016; and

WHEREAS, administrative costs are specifically disallowed by the grantor, OPD is requesting a contribution from the General Purpose Fund in an amount equivalent to OPD's Central Services Overhead charges rate of approximately \$241,000 per year; and

WHEREAS, CHP funding will be appropriated in the COPS Hiring Program Grant Fund 2113, District Area Command Administration 108010, Patrol PS11, in a Project Account to be determined; and

WHEREAS, OPD requests authorization and funding to complete a lateral academy of at least 20 officers; and

WHEREAS, there are sufficient funds from sworn vacancies to fund additional officers should more than 10 police officers successfully complete the lateral academy and field training; and

WHEREAS, the costs associated with adding 10.0 FTE officer positions to the Police Department's baseline budget shall be covered by the undesignated General Purpose fund balance; now therefore be it

RESOLVED: That the City Council hereby authorize the City Administrator or her designee to accept and appropriate USDOJ/COPS FY 2013 COPS Hiring Program grant funds in an amount not to exceed \$4,515,730; and be it

FURTHER RESOLVED: That the City Council hereby authorize the City Administrator to hire an additional 10.0 FTE officers to fulfill the obligations of the grant; and be it

FURTHER RESOLVED: That the City Council hereby authorize the City Administrator to appropriate undesignated funds from the General Purpose Fund balance to cover all the costs associated with adding 10.0 FTE officer positions to the Department's baseline budget, including but not limited to O&M and academy costs; and be it

FURTHER RESOLVED: That the City Council hereby authorize the City Administrator to appropriate \$85,000 of undesignated funds from the General Purpose Fund balance, to the General Purpose Fund (1010), Office of the Chief of Police (101110), Agency-wide Program (PS01), Project TBD account, to cover the costs associated with a lateral academy; and be it

FURTHER RESOLVED: That the General Purpose will contribute Central Services Overhead associated with the 10.0 FTE officer positions over the three year grant period; and be it

FURTHER RESOLVED: That the City Administrator or her designee are authorized to conduct all negotiations, applications, agreements, and related actions which may be necessary for the completion of the aforementioned grant.

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, GALLO, GIBSON MCELHANEY, KALB, KAPLAN, REID, SCHAAF and PRESIDENT KERNIGHAN

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the
Council of the City of Oakland, California