SAFETY AND SERVICES OVERSIGHT COMMISSION
Regular Meeting
SSOC created by the Public Safety and Services Violence Prevention Act of 2014

Monday, February 25, 2019
6:30-9:00 p.m. City Council Chambers
1 Frank H. Ogawa Plaza, Oakland, CA 94612

Oversight Commission Members: *Chairperson: Kevin McPherson (D-7), Jody Nunez (D-1), Dayna Rose (D-2), Rev. Curtis Flemming, Sr. (D-3), Vacant (D-4), Vacant (D-5), Carlotta Brown (D-6), Troy Williams (Mayoral), Letitia Henderson Watts (At-Large),*

PUBLIC COMMENT: The Oversight Commission welcomes you to its meetings and your interest is appreciated.

- ✓ If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.

- ✓ If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.

- ✓ If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.

Please be brief and limit your comments to the specific subject under discussion. Only matters within the Oversight Commission's jurisdictions may be addressed. Time limitations shall be at the discretion of the Chair.

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30pm	AD	
2. Roll Call	2 Minutes	AD	
3. Agenda Approval	2 Minutes	AD	
4. Approval of Minutes from December 17, 2018	5 Minutes	AD	Attachment 1
5. Open Forum	10 Minutes	AD	
6. Nomination and Election of Vice Chair	10 Minutes	A	
7. RDA Measure Z OPD Evaluation	20 Minutes	A	Attachment 2
8. FY 2017-18 Measure Z audit	15 Minutes	I	Attachment 3
9. Department of Violence Prevention and Human Services Department Update	15 Minutes	I	Attachment 4
10. OPD Report on Community Policing Policy and SSOC Area 5 concerns	15 Minutes	I	Attachment 5
11. Oakland Fire Department Spending Plan	15 Minutes	A	Attachment 6
12. SSOC and City Council Joint Meeting Update	5 Minutes	I	
13. Schedule Planning and Pending Agenda Items	10 Minutes	I	
14. Adjournment	1 Minute		

A = Action Item   I = Informational Item   AD = Administrative Item
A* = Action, if Needed

PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING MINUTES
Monday, December 17, 2018
Hearing Room 1

ITEM 1: <u>**CALL TO ORDER**</u>

The meeting was called to order at 6:44 pm by Chairperson Jody Nunez.

ITEM 2: <u>**ROLL CALL**</u> **–**

Present: Chairperson Jody Nunez
Vice Chairperson Kevin McPherson
Commissioner Letitia Henderson Watts
Commissioner Carlotta Brown
Commissioner Dayna Rose
Commissioner Curtis Flemming (Arrived at 7:10pm)

Excused: Commissioner Troy Williams

Absent:

ITEM 3: <u>**AGENDA APPROVAL**</u>

Commissioner Henderson Watts motioned to approve the item; seconded by Commissioner McPherson; item approved by common consent

ITEM 4: <u>**OPEN FORUM**</u>

No public speakers

ITEM 5: <u>**Approval of Minutes from Nov. 26, 2018**</u>

Commissioner Henderson Watts motioned to approve the item; seconded by Commissioner McPherson; item approved by common consent

No speakers

ITEM 6: <u>**RDA Preliminary Findings Report**</u>

Staff introduced Resource Development Associates (RDA). At the request of the SSOC, RDA performed the preliminary findings for year 2 of the progress and implementation of Measure Z geographic and community policing services.

RDA provided a brief background of the evaluation and the goals of Measure Z.

RDA looked at two Measure Z funded policing services – Community Resource Officers (CRO) and Crime Reduction Teams (CRT). The evaluation looked at the findings from last year's report:

- What are the roles and evaluation CROs and CRTs? What do they do?

- How are CROs and CRTs furthering the goals of Measure Z through their daily activities?
- What barriers of conflicts exist to implement Measure Z goals?

RDA looked at a mixed method approach analyzing the quantitative data with the qualitative data.

Quantitative data:
- OPD Saranet database; capture CROs activities and projects
- OPD administrative data; provide CRO & CRT personnel data – to ensure that CROs and CRTs are reflective of the communities that they serve
- OPD crime data; describe key crime trends in the city and area specific

RDA observed CROs and CRTs and used OPD's internal survey to 1) what they do?; and 2) what are the expectations of CROs and CRT's?
Also, through interviews and focus groups looked at how CROs engage in problem solving:
- Using the Saranet model
- Attend monthly neighborhood crime prevention council meetings
- Serve as liaison for city services
- Answer calls for service
- Lead targeted enforcement projects
- Coordinate projects with CRTs, patrol units, and other sworn personnel

For CRTs:
- Investigate and respond to violent crimes
- Use intelligence-based policing
- Deployed strategically and geographic
- Coordinate projects with CROs

The findings that have been collected so far shows violent crime is down in Oakland. 11% city wide during the 2014-2017 period.

Findings for CROs:

Fostering Community Relationships – OPD is focusing on building community relationships and prioritizing community engagement

Organizational Excellence – OPD is embracing intelligence-led approach and geographic policing

*Officers are complaining about abrupt schedule changes which is causing morale to go down.

From previous findings, CROs were not getting the training that they need. Through data collection this year, OPD has reinstated CRO school and implementing community policing training

Last finding through observation, it is noted that Saranet is unable to capture all the work/activities and the impact that CROs are doing in the community due to an activity not referenced as a "project".

<u>Findings for CRTs:</u>

- CRTs are working collaborative with CROs to work towards the same goal.
- Taskforce Tuesday – briefings on joint work.
- Still not receiving proper training.

CRTs are not tracking their work properly and need a system similar to Saranet to track their activities.

Next steps – Present final report at the Feb. 25th SSOC meeting and then to Public Safety Committee.

Commissioner Rose noticed from the report that equity is not being reflected in the projects. Especially in Area 5, where crime is high. Wondering why Area 5 has the fewest number of supported community oriented projects. The Oakland Police Department (OPD) acknowledged that Area is a high crime area and will ask staff to confirm the activities in Area 5.

Commissioner Henderson Watts is also concerned with:
- The gap in equity between the areas.
- Would like to see focus be more on the core issues in the community.
- What are the next steps?

Commissioner Brown would like for OPD to address the barriers that CROs are experiencing in receiving training.
OPD is doing their best to provide as much training as possible to the CROs. OPD approves training based on resources and staffing that is available. They work to find a balance to ensure that when CROs are attending trainings that there is sufficient staff on the streets.

Commissioner Nunez asked for clarification on the number of projects assigned to CROs.
The number of projects that are reported are based on information from Saranet. Some are duplicates. The average amount of time for a project is 6 months.
Through the CRO focus groups, CROs are getting a better understanding of how projects are created and what a project entails.

Commissioner Watts suggested for a future discussion that staff should look at having an analyst assist the CROs on data collecting and entry.

Commissioner Watts requests that the next report show how CROs are sharing their ideas for the community at large. Right now, information is being shared primarily through Neighborhood Crime Prevention Councils (NCPC's).

Commissioner Brown suggested the use of social media/hashtags as tool for sharing. For fostering community relationships – this is a top priority for CROs. She would like to see what opportunities are available to help strengthen ties in the community.

OPD will be bringing back a draft on policy and procedures for CROs, which also includes CRTs, sometime in the second week of January. It will focus on the role of CROs and hopefully will reduce the turnover rate. Prior to becoming CROs, OPD would like for them to go through shadowing. And from RDA's report, OPD will address the

inconsistency of the onboarding process and will work to ensure to include the community, i.e. be involved in the selection of CROs.

Commissioner Rose asked how Finding 7 (changes to shift schedule) and Finding 12 (high turnover rate) are related. OPD tries to predict events that may become an issue and manipulates the work schedule within 3-4 days prior. OPD will continue work on giving CROs stability and to ensure that they are aware of schedule changes as associated with the CRO position.

Item was received and approved by common consent.

No speaker

ITEM 7: **Nominations and Elections for Chair and Vice Chair of Commission**

Commissioner Flemming motioned to recommend nominating Commissioner McPherson as Chair and Commissioner Williams for Vice Chair

Item was approved by common consent to elect Commissioner McPherson as Chair.

Commissioner Henderson Watts recommended to hold election of Vice Chair till next meeting to allow for Commissioner Williams to be present to accept nomination; Commissioner Nunez agrees to place election of Vice Chair on the agenda for the January 28, 2019 meeting.

No speaker.

ITEM 8: **Schedule Planning and Pending Agenda Items**

- Election of Vice Chair
- Fire Department to present spending plan
- Update status of SSOC Joint Meeting
- OPD staff to attend next meeting to address Area 5 concerns

No speaker.

ITEM 9: Adjournment at 8:06 pm by common consent.

MEMORANDUM

TO: Public Safety and Services Oversight Commission

FROM: Tonya Gilmore, City Administrator's Office

DATE: February 14, 2019

SUBJECT: Year 2 Measure Z Policing Services Evaluation Report from

Resource Development Associates (RDA)

SUMMARY AND BACKGROUND

The attached report, from Resource Development Associates (RDA), represents the second evaluation of Oakland Police Department (OPD) Measure Z policing services. The report covers the policing services provided by OPD that are funded through the Public Safety and Services Act of 2014 (Measure Z).

In October 2016, the Safety and Services Oversight Commission (SSOC) forwarded a recommendation to the City Council, who subsequently approved a contract in November 2016 with RDA to annually evaluate OPD's Measure Z-funded geographic and community policing services programs. Measure Z legislation requires the evaluation to be conducted by an independent research organization. RDA meets that requirement.

In this report, RDA presents findings and recommendations on the progress and implementation of Measure Z-funded geographic and community policing services, particularly the utilization of Crime Reduction Teams (CRTs) and Community Resource Officers (CROs) in relation to Measure Z's objectives and the larger violence prevention and intervention goals of the City and OPD. The report also addresses the need for tracking tools to help accomplish the CRO goals. While Ceasefire is supported by Measure Z OPD funds, it is not included in this evaluation. A separate evaluation firm has been contracted to do a thorough evaluation of the Ceasefire program and that evaluation report was reported to the SSOC last year.

NEXT STEPS:
This report is presented for SSOC's discussion. This is an opportunity for the SSOC to provide recommendations to the City Council about the Measure Z-funded OPD programs. Any feedback received will be used to inform future evaluation activities. The evaluation findings will be used to inform the implementation of OPD's Measure Z-funded policing services going forward. After an SSOC motion to forward this report (with any recommendations), the report will be presented to the Public Safety Committee of the City Council.

ATTACHMENT:
A: Annual Evaluation of Oakland Measure Z-Funded Policing Services
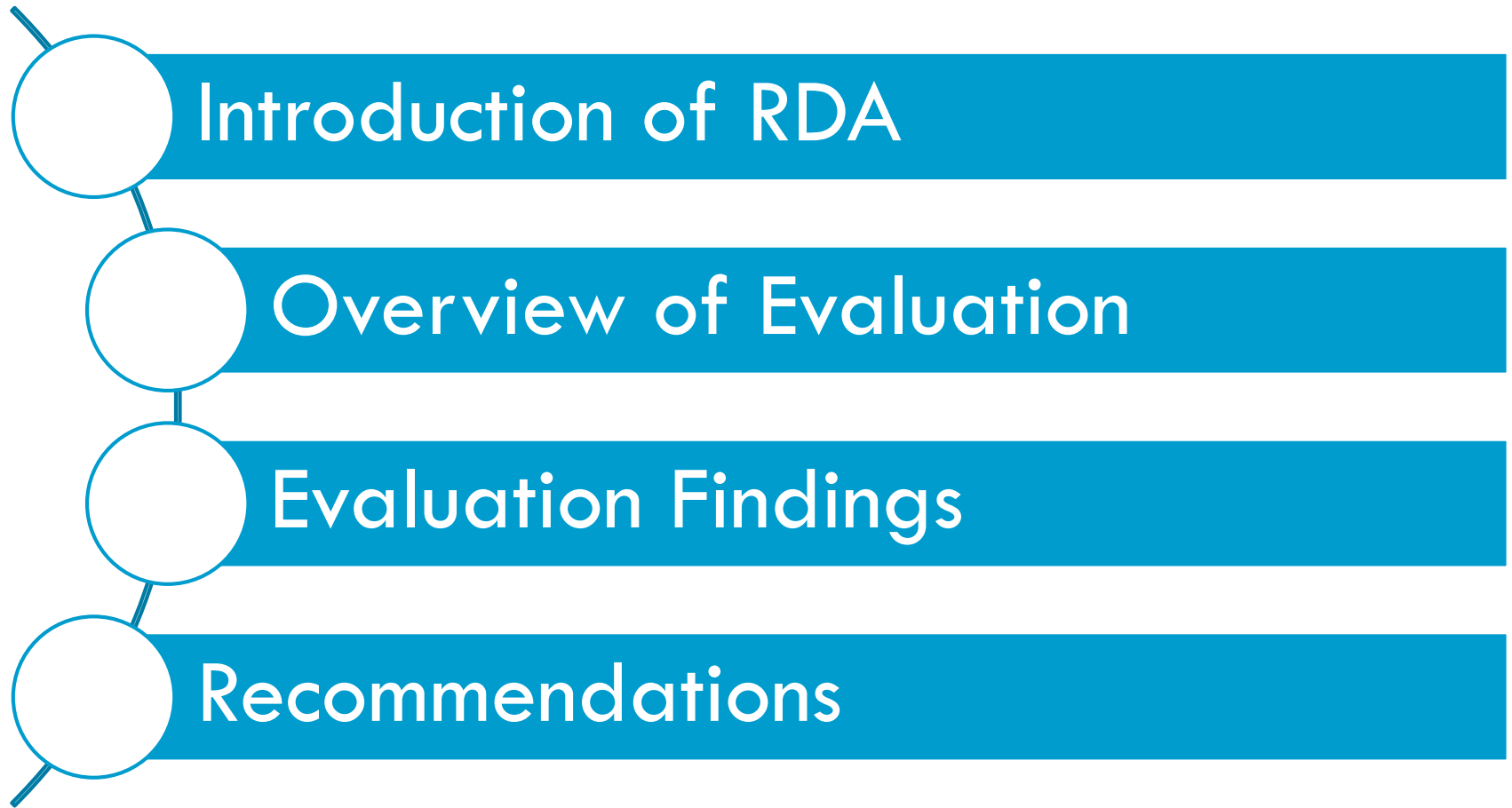
Oakland Measure Z
Policing Services

2018 Annual Report

February 2019

Agenda

Introduction of RDA

Overview of Evaluation

Evaluation Findings

Recommendations

About Resource Development Associates

❑ RDA is a mission-driven consulting firm founded in 1984 in Oakland

❑ We work on several justice-related projects in Alameda County including Oakland ReCAST (Resiliency in Communities after Stress & Trauma) and the evaluation of Alameda County AB 109 Realignment

❑ We offer cross-systems support across the spectrum of social services:

Behavioral Health

Housing

Child Welfare

Adult Education and Workforce Development

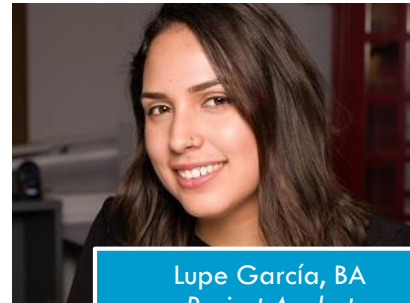Public Health

Justice Systems

The Evaluation Team

4

Thato Ramoabi, MPA
Project Manager

Sarah Garmisa-Calinksy, MPP/MBA
Lead Writer

Lupe García, BA
Project Analyst

Audrey C. Clubb, PhD
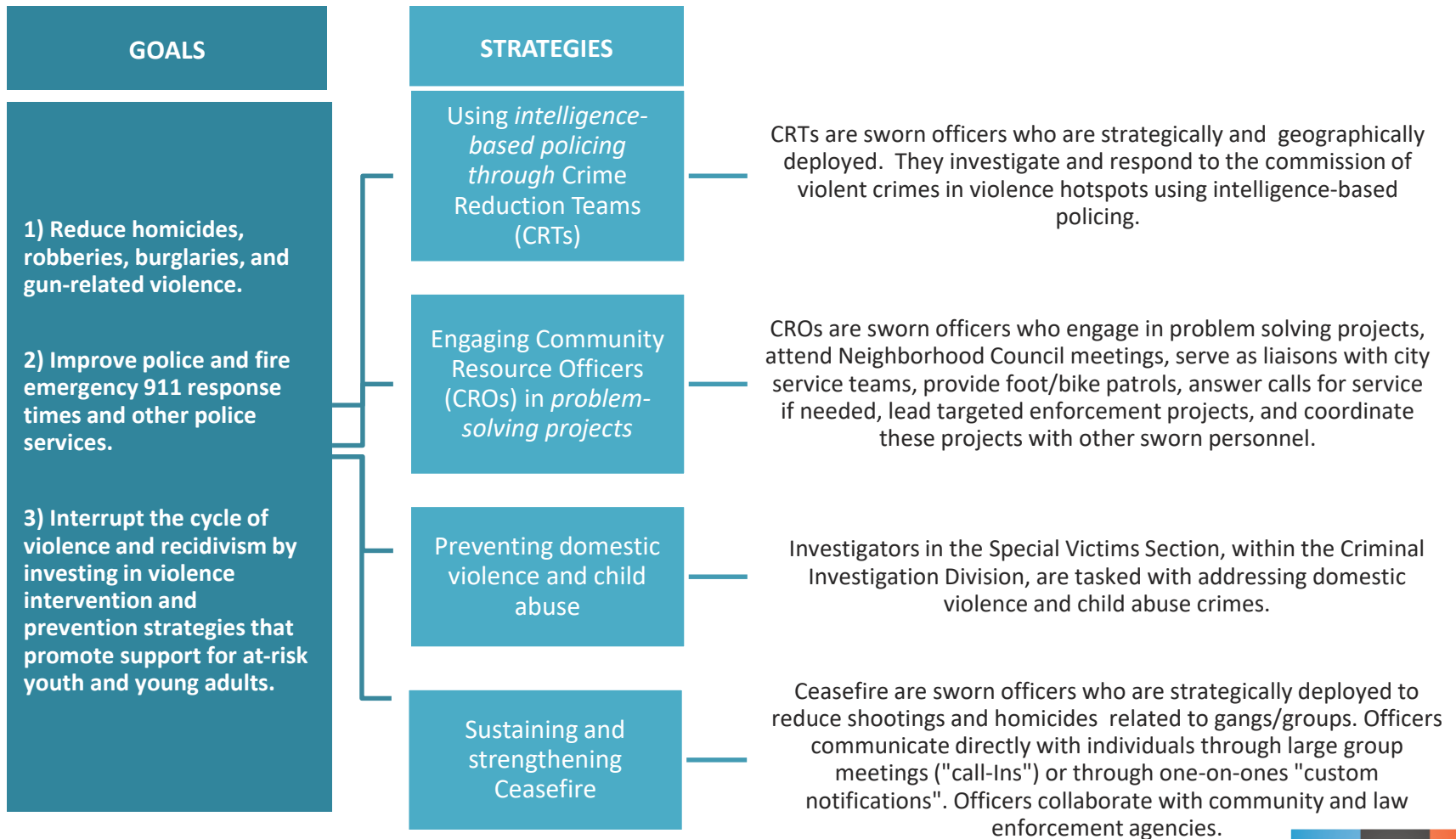*Project Analyst*

Kirsten White, MPP
Project Analyst

Kevin J. Wu, MPH
Project Sponsor

David Onek, JD
Project Sponsor

Measure Z Legislative Goals and Strategies

GOALS	STRATEGIES	
1) Reduce homicides, robberies, burglaries, and gun-related violence. **2) Improve police and fire emergency 911 response times and other police services.** **3) Interrupt the cycle of violence and recidivism by investing in violence intervention and prevention strategies that promote support for at-risk youth and young adults.**	Using *intelligence-based policing through* Crime Reduction Teams (CRTs)	CRTs are sworn officers who are strategically and geographically deployed. They investigate and respond to the commission of violent crimes in violence hotspots using intelligence-based policing.
	Engaging Community Resource Officers (CROs) in *problem-solving projects*	CROs are sworn officers who engage in problem solving projects, attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
	Preventing domestic violence and child abuse	Investigators in the Special Victims Section, within the Criminal Investigation Division, are tasked with addressing domestic violence and child abuse crimes.
	Sustaining and strengthening Ceasefire	Ceasefire are sworn officers who are strategically deployed to reduce shootings and homicides related to gangs/groups. Officers communicate directly with individuals through large group meetings ("call-Ins") or through one-on-ones "custom notifications". Officers collaborate with community and law enforcement agencies.

RDA

6 Overview of Evaluation: Year 2

RDA

Evaluation Overview

☐ The City of Oakland has contracted with RDA for 3 years to provide a process and outcome evaluation of the City's two Measure Z-funded policing services:

Community Resource Officers (CROs)	Crime Reduction Teams (CRTs)

☐ These are RDA's Year 2 evaluation research questions:

Question 1
- **What are the roles and expectations for CROs and CRTs?**

Question 2
- **How are CROs and CRTs furthering the goals of Measure Z?**

Question 3
- **What barriers or conflicts exist to implementing the Measure Z goals?**

RDA

Data Collection Activities

☐ RDA utilized a mixed-methods approach, analyzing quantitative data alongside qualitative data to triangulate and deepen data-driven findings.

Quantitative Data Sources	Purpose
OPD SARAnet database	• Explain how CROs capture data on their project activities. • Describe what activities and projects CROS engage in.
OPD crime data (Part 1 & Part 2)	• Describe the key crime trends in Oakland.

☐ RDA also reviewed and analyzed Measure Z legislation, OPD 2016 Strategic Plan and other documents related to Measure Z.

Data Collection Activities

Qualitative Sources		Purpose	Quantity
Interviews	OPD Leadership	• Understand leaderships expectations of roles & responsibilities. • Describe any changes implemented. • Gather perceptions of alignment between job duties, Measure Z objectives, OPD objectives, and day-to-day assignments.	5 interviews
	Prg Mgr	• Understand Measure Z funding for OPD	1 interview
Focus Groups	CRT & CRO Sgts	• Describe coordination, support, and training provided	1 Sgt group (4)
	CRO & CRT staff	• Describe what changes they have experienced this year. • Understand responsibilities, challenges and opportunities, and levels of job satisfaction.	1 CRT group (8) 1 CRO group (8)
Direct Observation	CRO & CRT staff	• Observe what activities officers engage in • Understand operational changes/challenges during shifts.	CRT: 40 hrs (5 shifts) CRO: 80 hrs (10 shifts)
Survey	CRO staff	• Understand what barriers or challenges CROs encounter. • Gather perceptions of job satisfaction (role & assignment).	56 respondents

OPD & Measure Z Services

OPD's Approaches to Policing
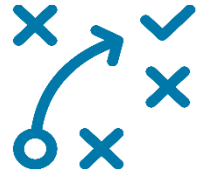
Community Policing	• Focuses on close collaboration with the community to address community problems through relationship and trust building
Intelligence-Led Policing	• Utilizes data and information from numerous sources to make informed decisions and develop effective responses to crime.
Geographic Policing	• Division of the city into smaller geographic areas to design neighborhood-specific strategies and to facilitate more direct engagement with the local community.
Ceasefire	• Coordinates law enforcement, social services, and community members. The overarching goal is to reduce gang/ group-related homicide and shootings.

RDA

Community Resource Officers & Crime Reduction Teams

The idea behind CROs places community trust as the starting point for reducing crime; the idea behind CRTs places crime reduction as the starting point for building community trust. CROs emphasize the development of positive, trusting relationships with community members as a means to reduce crime; CRTs emphasize the interdiction and reduction of crime as means to increase community trust in OPD's ability to keep residents safe.

Scheduling & Compensation

Department Expectations

Training & Personal Development

On the Ground

A Day in the Life

Community Resource Officers

Department Expectations

- Review of draft CRO Deployment Policy and Procedure and informal expectations such as engagement with business leaders/ key community leaders and extensive professional skills.

Training & Professional Development

- Overview of current efforts and CRO school.

SARAnet

- Review of CRO utilization of SARAnet and cited challenges with data entry.

On the Ground

- CROs' understanding of role and responsibilities based on data collection.

A Day in the Life

- Detailed review of ride-along observations including project and patrol activities.

Crime Reduction Teams

Department Expectations

- Overview of responsibilities and expectations including developing Crime Reduction Plans and collaboration with other internal units.

Training and Professional Development

- Review of current required trainings.

On the Ground

- CRTs' understanding of role and responsibilities based on data collection.

A Day in the Life

- Detailed review of ride-along observations including operation-related activities.

CRT & CRO OBSERVATIONS
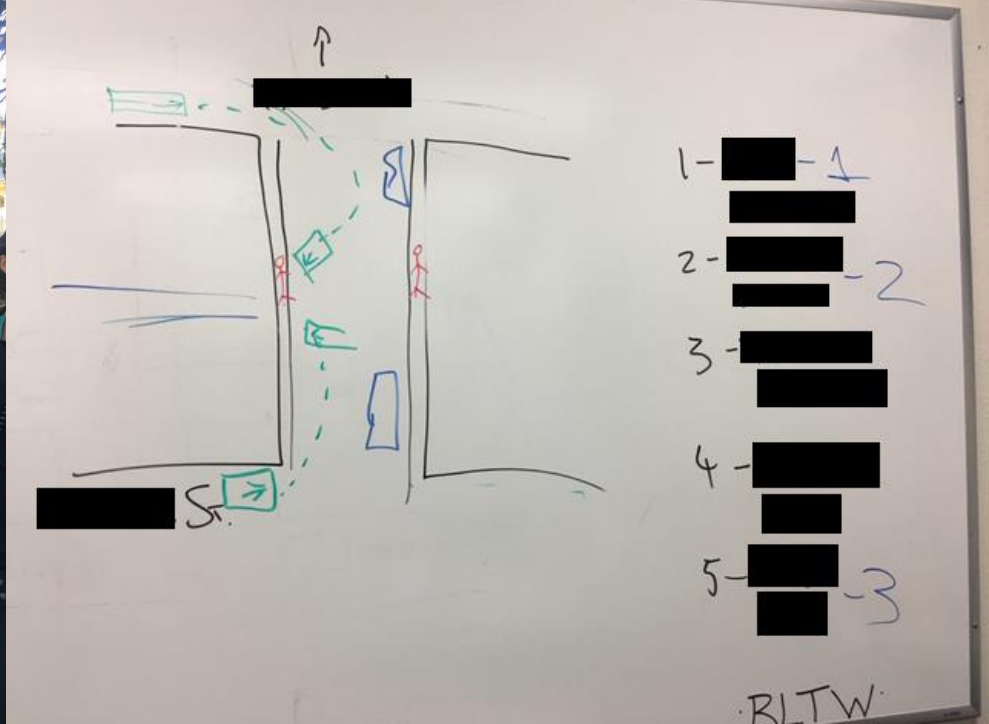
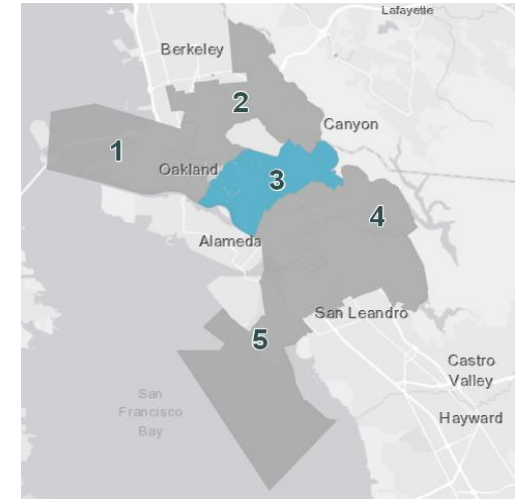# Area Specific Analysis

Areas 1-3: Projects & Crime Rates
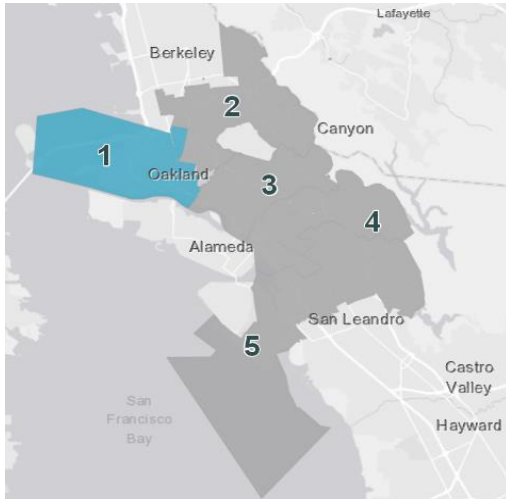
- **Top 3 Projects:** Blight, homeless encampments, operations

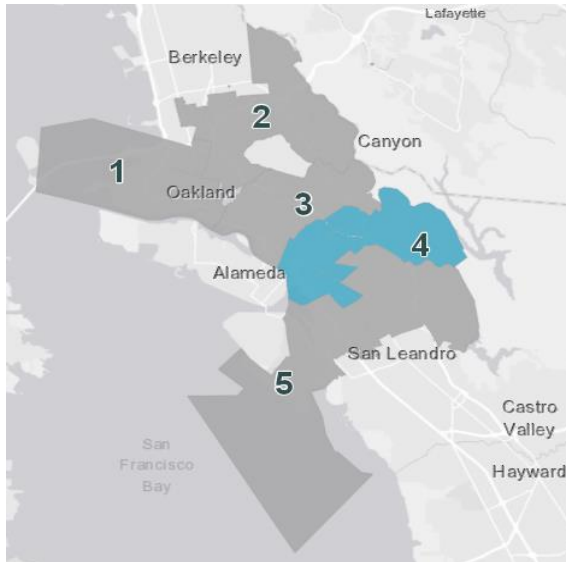- **Crime Rates:** Part 1 and Part 2 crime rates higher than Oakland.
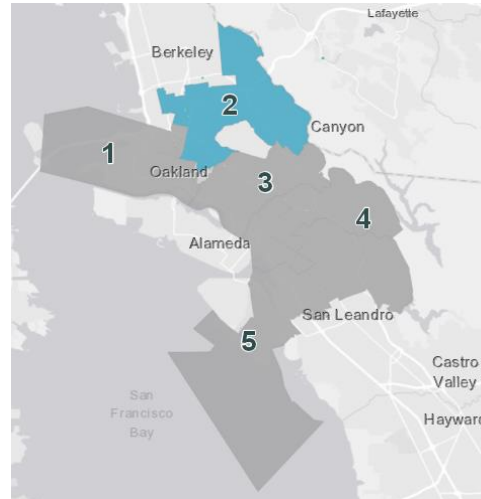
- **Top 3 Projects:** Patrol, homeless encampments, blight

- **Crime Rates:** Violent crime lower than Oakland but Part 1 crime higher than Oakland.


- **Top 3 Projects:** Patrol, community outreach/ engagement, blight

- **Crime Rates:** Part 1 and Part 2 crime rates lower than Oakland but violent crime slightly higher than Oakland.

Areas 4 and 5: Projects & Crime Rates

- **Top 3 Projects:** Patrol, blight, business/ property inquiries

- **Crime Rates:** Part 1 and Part 2 crime rates lower than Oakland. Violent crime slightly higher than Oakland.
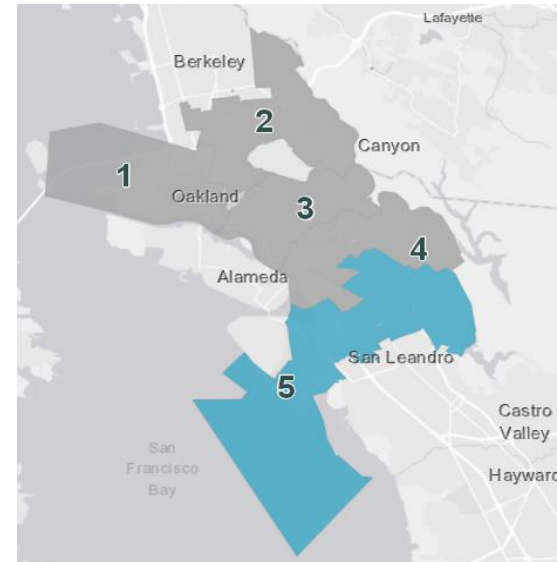
- **Top 3 Projects:** Patrol, blight, business/ property inquiries

- **Crime Rates:** Violent, Part 1 and Part 2 crime rates higher than Oakland.

Findings

Findings

Crime Reduction

FINDING 1. Violent crime is trending down in Oakland.

FINDING 2. Across patrol areas, there is an inverse relationship between violent crime and the number of CRO projects. Area 2 has the lowest crime rates and the highest number of CRO projects. Area 5 experiences the highest rate of violent crime and has lowest number of CRO projects.

## Fostering Community Relationships

FINDING 3. Over the last year, OPD worked to improve community relationships by increasing communication and fostering engagement with stakeholders

FINDING . Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

Findings
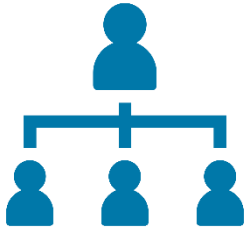
Organizational Excellence

FINDING 5. OPD continues to embrace an intelligence-led, geographic, and community-oriented approach to policing—from leadership to line staff.

FINDING 6. OPD has worked to improve internal collaboration and communication among units, but there are opportunities to better coordinate ground operations, particularly between CROs/CRTs and Ceasefire.

FINDING 7. CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale and retention.

FINDING 8. Staffing and redeployment data were unavailable for evaluation as originally planned.

Findings

Role of CROs

FINDING 9. Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects designed to resolve neighborhood problems.

FINDING 10. Existing data collection tools and data reporting practices do not capture the full extent of CRO work and their impact on communities.

Role of CRTs

FINDING 11. CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs in bordering patrol areas.

FINDING 12. CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs/CRTs in bordering patrol areas.

FINDING 13. CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their performance.

RDA

Recommendations

Recommendations

RECOMMENDATION 1. Continue to broaden the community policing philosophy more widely within the Department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

- Some OPD personnel revealed they understand community policing to be the work of CROs rather than a department-wide strategy to be employed by all officers.

- To develop a more holistic understanding of what community policing is, and to most effectively deploy its principles, OPD should establish an internal communication strategy that frequently highlights any community policing done by all sworn personnel – not just CROs.

Recommendations

RECOMMENDATION 2. Assign an analyst to review data including CRO/CRT scheduling and rescheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling to more efficiently deploy resources.

- Many of the officers in these roles connected abrupt scheduling changes directly to morale issues. Thematically, this emerged consistently throughout internal OPD survey responses as well as through focus groups and interviews

- RDA recommends that the department not only review existing data to better predict resourcing needs, but also that leadership clearly communicate results to the CROs to improve perceptions and morale. Analyzing these data on a regular, ongoing basis will allow leadership to make more informed deployments.

RDA

Recommendations

RECOMMENDATION 3. Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

- The weekly shooting review meeting is one vehicle for collaboration among CRTs, CROs, and Ceasefire.

- OPD can build on the success of this collaborative meeting by streamlining communication among the units to ensure that both units have a clear understanding of ongoing area operations that are related to all violent crime (not only shootings.)

Recommendations

RECOMMENDATION 4. Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals.

- RDA's analysis of projects coded in SARAnet suggests that OPD can better target CRO projects to more explicitly advance the Measure Z goals of reducing violent crime and promoting stronger community relationships**.**

- A way to achieve this is by developing strategic communication that articulates in explicit terms how specific projects are intended to advance Measure Z goals**.**

THANK YOU!

Resource Development Associates

2333 Harrison Street │Oakland, CA 94612

510.488.4345

www.resourcedevelopment.net

Oakland Measure Z Policing Services

2018 Annual Evaluation

DRAFT REPORT

February 2019

CITY OF OAKLAND

Prepared by:

Resource Development Associates

RDA

Oakland Measure Z Policing Services

2018 Annual Evaluation Draft Report

Patricia Bennett, PhD

Thato Ramoabi, MPA

Sarah Garmisa-Calinsky, MPP/MBA

Lupe García, BA

Audrey C. Clubb, PhD

Kirsten White, MPP

Kevin J. Wu, MPH

David Onek, JD

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About Resource Development Associates

Resource Development Associates (RDA) is a consulting firm based in Oakland, California, that serves government and nonprofit organizations throughout California as well as other states. Our mission is to strengthen public and non-profit efforts to promote social and economic justice for vulnerable populations. RDA supports its clients through an integrated approach to planning, grant-writing, organizational development, and evaluation.

Table of Contents

Acknowledgements

We wish to express our appreciation for the support and assistance of Oakland Police Department, specifically the units that welcomed the evaluation team during the observations, Timothy Birch and Tonya Gilmore. We especially wish to express our appreciation for the contributions of Joseph Broadus, whose insight and support was instrumental in the development of this report.

Executive Summary

Evaluation Overview

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City's Violence Prevention and Intervention Initiative, Measure Y. As part of the effort to support the implementation of Measure Z-funded policing services, the Oakland City Administrator's Office hired Resource Development Associates (RDA) to conduct an annual evaluation of these services, assessing both their implementation and their effectiveness in advancing the legislation's objectives and the larger violence prevention goals of the City and the Oakland Police Department (OPD).

This report presents findings from RDA's second year of evaluation activities. In the first year of the evaluation—2017—RDA reported on the progress of Measure Z-funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs. This report builds upon these previous findings and describes where there are remaining institutional or other challenges to implementing the legislation. It concludes by presenting recommendations for how the implementation process might be strengthened to better advance Measure Z objectives.

Methodology

In order to answer the evaluation questions, RDA utilized a mixed-methods approach of data collection and analysis in order to: 1) assess the roles and expectations for CROs and CRTs; 2) examine how CROs and CRTs further the goals of Measure Z; and 3) identify challenges and barriers that may hinder the successful implementation of Measure Z.

RDA gathered qualitative data through interviews with OPD leadership and through focus groups with Measure Z-funded officers and sergeants. RDA also conducted extensive field observations of CROs and CRTs, participating in 120 hours of ride-alongs with the officers over the evaluation period. RDA also reviewed Measure Z legislation, the OPD 2016 strategic plan and other documents related to Measure Z to understand the activities of CROs and CRTs and the goals of the legislation. The document reviewed served to identify where Measure Z strategies and goals align and differ with other OPD priorities and how discrepancies may impact the roles and responsibilities of the CRO and CRT officers.

Evaluation Findings

FINDING 1.	Violent crime is trending down in Oakland.
FINDING 2.	Across patrol areas, there is an inverse relationship between the violent crime rate and the number of CRO projects. Area 2 has the lowest crime rates and the highest number of CRO projects. Area 5 experiences the highest rate of violent crime and has lowest number of CRO projects.
FINDING 3.	Over the last year, OPD worked to improve community relationships by increasing communication and fostering engagement with stakeholders.
FINDING 4.	Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.
FINDING 5.	OPD continues to embrace an intelligence-led, geographic, and community-oriented approach to policing—from leadership to line staff.
FINDING 6.	OPD has worked to improve internal collaboration and communication among units, but there are opportunities to better coordinate ground operations, particularly between CROs/CRTs and Ceasefire.
FINDING 7.	CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale and retention.
FINDING 8.	Staffing and deployment data were unavailable for evaluation as originally planned.
FINDING 9.	Since the implementation of Measure Z, CROs have supported hundreds of community-oriented CRO projects designed to resolve neighborhood problems.
FINDING 10.	Existing data collection tools and data reporting practices do not capture the full extent of CRO work and their impact on communities.
FINDING 11.	CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs/CRTs in bordering patrol areas.
FINDING 12.	OPD provides internal and external training opportunities to CRTs, but CRTs report challenges accessing them.
FINDING 13.	CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their performance.

Conclusion

Overall, it is clear CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z. For example, throughout our data collection, CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z. With due consideration given to the challenges the department faces, RDA provides the following recommendations:

Recommendations

RECOMMENDATION 1.	Continue to broaden the community policing philosophy more widely within the department by initiating regular internal communications that highlight community policing successes from all sworn personnel.
RECOMMENDATION 2.	Assign an analyst to review data including CRO/CRT scheduling and re-scheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling and more efficiently deploy resources.
RECOMMENDATION 3.	Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.
RECOMMENDATION 4.	Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals.

Introduction

The City of Oakland contracted with Resources Development Associates (RDA) to provide a multi-year process and outcome evaluation of the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) funded policing services, specifically, Oakland Police Department's (OPD) CROs and CRTs. This report provides an assessment of OPD's implementation of Measure Z, describes where there are institutional or other challenges to implementing the legislation, and lays out some ideas for how the implementation process might be strengthened to better advance Measure Z objectives.

In the following section, we provide a summary of the Measure Z legislation with a focus on policing services, before moving into an overview of our research methods. We then move into a discussion of the larger context in which Measure Z-funded policing services are implemented, including the policing frameworks that exist within the Oakland Police Department. Lastly, we discuss our evaluation findings and recommendations. The following figure provides an overview of the report and what is discussed in each section.

Figure 1. Overview of Report

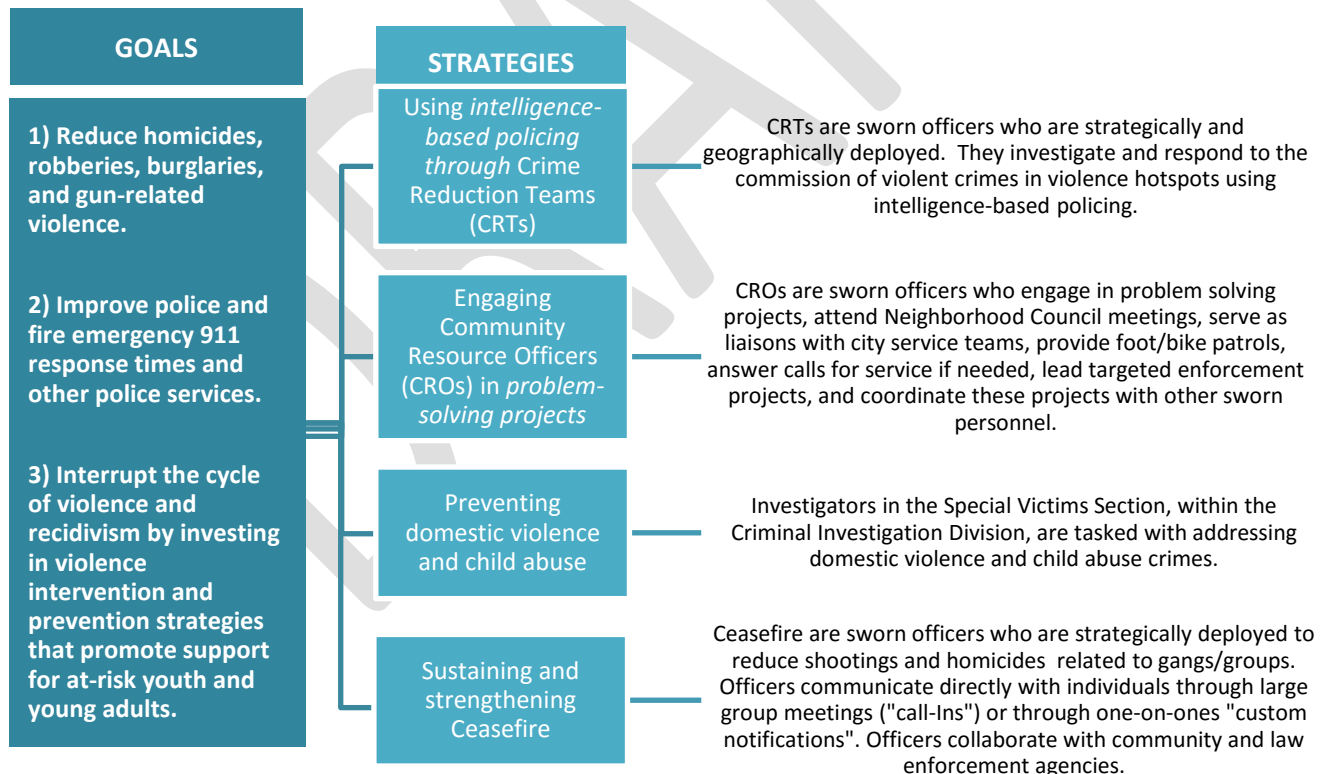|	
Measure Z Legislation	Summary of the legislation, its history, and how it relates to policing services in Oakland.
Evaluation & Methodology	Overview of RDA's multi-year evaluation and description of this year's evaluation approaches, including questions and methods. This section includes a description of data collection activities and evaluation limitations.
Oakland Police Department & Measure Z Services	Description of the local context in which Measure Z exists, with a specific focus on how OPD's organizational structure and policing approaches relate to Measure Z policing services. This section also provides an in-depth description of two core positions funded through Measure Z – CROs and CRTs.
Patrol Area Analysis	Analysis of CRO projects from SARAnet database and crime trends, citywide and by patrol area.
Key Findings & Recommendations	Discussion of key findings and recommendations based on this year's data collection and analysis.

Measure Z Legislation

Beginning in 2004, the Violence Prevention and Public Safety Act of 2004 (Measure Y) provided $13 million in annual funding to support community policing and other violence prevention services in Oakland. This legislation was a community response to increasing violent crime in Oakland and staffing shortages in OPD. In 2014, the Measure Z ballot initiative succeeded Measure Y. Measure Z, like Measure Y, aims to reduce violent crime and improve first responders' response time. This new legislation provides funding to OPD for geographic and community policing services.

Goals and Strategies of Measure Z

The Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. As shown in Figure 2 below, the legislation's goals are to: 1) reduce violent crime, including homicides, robberies, burglaries, and gun-related violence; 2) improve emergency response times for police, fire, and other emergency services; and, 3) interrupt the cycle of violence and recidivism by investing in violence prevention and intervention strategies that support at-risk youth and young adults.

Figure 2: Measure Z Legislative Goals and Strategies

GOALS	STRATEGIES	
1) Reduce homicides, robberies, burglaries, and gun-related violence.	Using *intelligence-based policing through* Crime Reduction Teams (CRTs)	CRTs are sworn officers who are strategically and geographically deployed. They investigate and respond to the commission of violent crimes in violence hotspots using intelligence-based policing.
2) Improve police and fire emergency 911 response times and other police services.	Engaging Community Resource Officers (CROs) in *problem-solving projects*	CROs are sworn officers who engage in problem solving projects, attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
3) Interrupt the cycle of violence and recidivism by investing in violence intervention and prevention strategies that promote support for at-risk youth and young adults.	Preventing domestic violence and child abuse	Investigators in the Special Victims Section, within the Criminal Investigation Division, are tasked with addressing domestic violence and child abuse crimes.
	Sustaining and strengthening Ceasefire	Ceasefire are sworn officers who are strategically deployed to reduce shootings and homicides related to gangs/groups. Officers communicate directly with individuals through large group meetings ("call-Ins") or through one-on-ones "custom notifications". Officers collaborate with community and law enforcement agencies.

Key Terms

Throughout this report, there are frequent references to the terms and acronyms in the table below.

Table 1. Definitions
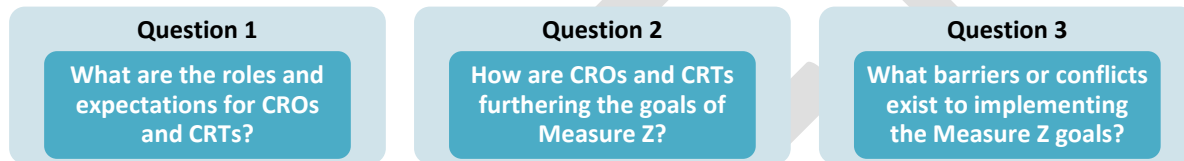
Ceasefire	Oakland's Operation Ceasefire strategy is a violence reduction strategy coordinating law enforcement, social services, and the community. The major goal is to reduce gang/ group-related homicides and shootings. Ceasefire seeks to combine the community, social services, and strategic law enforcement to reduce gun violence.
CRO Projects	CRO Projects, based on the SARA (Scanning, Analysis, Response, and Assessment) model, are proactive problem-solving efforts to prevent crime before it occurs by identifying and addressing specific issues associated with criminal activity. This is a core principle of the community-policing model and an evidence-based practice implemented by OPD. CROs record information and details about their project activities in a database called SARAnet.
Flex Pay	Flex pay provides additional compensation for officers who are required to adjust their schedules on a semi-routine basis to address the evolving nature of operations.
Flex Schedule	Measure Z provides OPD the flexibility to deploy CROs and CRTs as needed which sometimes requires a temporary change of schedule.
Measure Z	The Public Safety and Services Violence Prevention Act of 2014.
Measure Z-funded Officers	Measure Z-funded officers refers to Community Resource Officers (CROs) and Crime Reduction Team (CRT) officers.
Neighborhood Councils	Neighborhood Councils are a citywide and neighborhood-specific community policing effort that allows assigned CROs to meet regularly with local community members to hear residents' concerns and solve problems that can lead to crime.
Part 1 Offenses[1]	Murder, assault with a firearm, rape, robbery, and burglary.
Part 2 Offenses	Simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, runaways, sex offenses, stolen property, vandalism, vagrancy, public drunkenness, and weapons offenses.
Patrol Area	Oakland Police Department has subdivided the city into 5 "areas" called patrol areas. Patrol areas are different from the City Council Districts.
Patrol Beat	Each patrol area is broken down into smaller areas called patrol beats. There are 35 patrol beats in Oakland, and each beat requires a CRO assignment.
SARAnet Database	The SARAnet Database is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD's community policing efforts.
Violent Crime	A subset of Part 1 offenses, including murder, aggravated assault, rape, and robbery.

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[1] Part 1, Part 2 and violent crime definitions are used by OPD, the Department of Justice, the Federal Bureau of Investigation, and most police departments throughout the nation.

Evaluation & Methodology

This report presents findings from RDA's second year of evaluation activities. In the first year of evaluation—in 2017—RDA reported on the progress of Measure Z-funded policing services, highlighting 1) OPD's commitment to the goals and objectives of Measure Z; 2) the activities conducted by CROs and CRTs; and 3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs. To build upon these findings, RDA designed evaluation questions for the second year to gain a more nuanced understanding of the Year 1 findings and to assess OPD's continued progress in advancing the goals of Measure Z. The current year's evaluation questions are shown in Figure 3 below.

Figure 3. RDA's Year Two Evaluation Questions

Question 1	Question 2	Question 3
What are the roles and expectations for CROs and CRTs?	How are CROs and CRTs furthering the goals of Measure Z?	What barriers or conflicts exist to implementing the Measure Z goals?

Methods and Limitations

To answer the evaluation questions, RDA utilized a mixed-methods approach of data collection and analysis that captures a wide range of perspectives and indicators. Our research methods aimed to 1) assess the roles and expectations for CROs and CRTs; 2) examine how CROs and CRTs further the goals of Measure Z; and 3) identify challenges and barriers to implement the goals of Measure Z.

Limitations

As with any evaluation process, limitations to data collection and analysis exist. There are three key limitations that readers of this report should consider. First, it is essential to recognize that this report is a snapshot of Measure Z services taken during a specific time period, from June through October 2018. OPD has been working towards addressing key department-wide challenges and barriers that impact Measure Z services. However, during the period of data collection and writing of this report, some changes either had not yet been implemented or were in such early stages of implementation that their impact was not yet discernable by respondents or the research team. Second, field observations were conducted in only two of the five patrol areas, meaning our findings may not capture all the variation that exists across geographic areas in the City. Finally, there were challenges with the quantitative data requested. These ranged from limited data reliability to lack of access to data.

Qualitative Data

RDA gathered qualitative data through interviews with OPD leadership and through focus groups with Measure Z-funded officers and sergeants. RDA also conducted extensive field observations in which the team observed the activities of CROs and CRTs during ride-alongs for 120 hours. During these ride-alongs, RDA used structured data collection protocols, accompanying officers during their shifts to observe their daily activities, their interactions with residents, and the kinds of challenges CROs and CRTs encountered. RDA also leveraged responses from OPD's internal survey of CROs to strengthen thematic findings.

Table 2. Qualitative Data Collection Activities

Activity	Source	Areas of Inquiry	Quantity
Interviews	OPD Leadership	• What changes were implemented this year? • What are leadership's expectations of CRO and CRT roles and responsibilities? • What is the alignment between CRO and CRT responsibilities, Measure Z objectives, OPD objectives, and day-to-day assignments?	5 interviews
	Program Manager	• What is Measure Z funding for OPD (e.g., full time employees, training, and equipment)?	1 interview
Focus Groups	CRT & CRO Sergeants	• What coordination, support, and training are being provided to CROs and CRTs to reduce violence and increase community policing?	1 focus group with 4 sergeants
	CROs and CRTs	• What responsibilities, challenges or barriers, strengths and opportunities, and levels of job satisfaction do CROs and CRTs have? • What changes have they experienced this year?	1 focus group with 8 CROs, and 1 focus group with 8 CRTs
Extensive CRO & CRT Observation	CRO and CRTs	• What activities do CROs and CRTs engage in? • How do they interact with citizens? • What operational changes or challenges occur over the course of a shift?	CRT: 40 hrs (5 shifts) CRO: 80 hrs (10 shifts)
Survey	CROs	• What barriers or challenges do CROs encounter? • How satisfied are they with their role and assignment?	56 respondents

Quantitative Data

RDA analyzed quantitative data including City of Oakland population data, crime data, SARAnet Database and OPD administrative data to evaluate staff and community demographics, crime rates and SARAnet project trends by geographic area.

Table 3. Quantitative Data Collection Activities

Source	Areas of Inquiry
OPD administrative data (CRT/CRO staffing & personnel)	• What are CRO and CRT demographics by area?
OPD crime data (Part 1 & Part 2)	• What are the key crime trends in Oakland?
OPD SARAnet Database	• How are CROs capturing data during their project activities? • What activities and projects are CROs engaged in?

Documentary Data

RDA reviewed and analyzed Measure Z legislation, the OPD 2016 strategic plan, and other documents related to Measure Z to understand the activities of CROs and CRTs and the goals of the legislation. The document reviewed served to identify where Measure Z strategies and goals align and differ with other OPD priorities and how discrepancies might impact the roles and responsibilities of the CROs and CRTs.

Table 4. Documentary Data

Name	Areas of Inquiry
Measure Z Legislation	• What are the objectives and requirements for use of funds as laid out in Measure Z?
OPD Strategic Plan 2016	• What are the organizational goals and strategies OPD aims to achieve?
OPD Draft CRO/ CRT Policy Procedures Manual	• What are the roles, responsibilities, and expectations of CROs and CRTs?
OPD Annual Report 2016	• What are the accomplishments and challenges of OPD?

Oakland Police Department & Measure Z Services

The following section is intended to provide a closer look into the Department's structure, as well as some of its leading priorities and other factors that may influence departmental performance and outcomes. It is important to note that the Department has been undergoing significant change over the past five years and is continuously working toward addressing factors and barriers that impact organizational excellence.

Organizational Structure

The Department has 1,185[2] budgeted positions operating out of several sites across the City of Oakland. OPD divides operations into 5 geographical divisions called patrol areas and, as of August 2018, the department employed 738 sworn personnel and 391 civilian employees.[3] Figure 4 shows the OPD organizational structure and the way it divides operations among the Office of Chief of Police, Bureau of Field Operations 1, Bureau of Field Operations 2, Bureau of Investigations, and Bureau of Services.

The Measure Z-funded CRT and CRO units are parallel to regular patrol units and are embedded within each patrol area, whereas Ceasefire, also funded in part through Measure Z, is situated under the supervision of the Assistant Chief of Police as show in Figure 4.

**Figure 4. OPD Organizational Chart, 2018**

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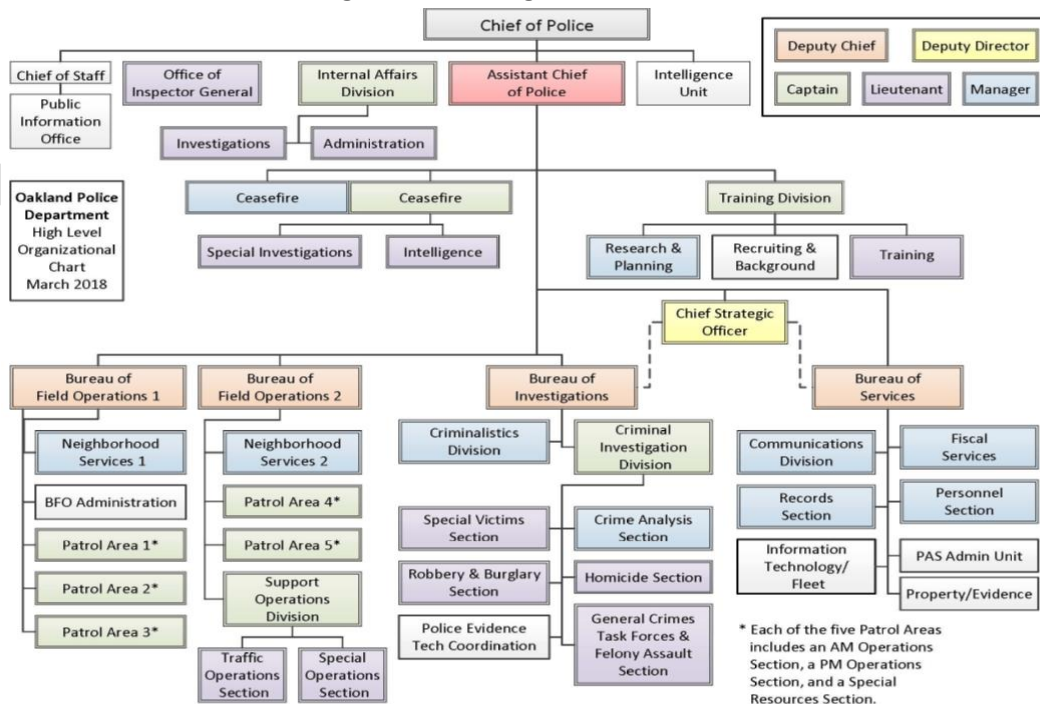
[2] August 2018 OPD Staffing Report
[3] Ibid.

Source: OPD

Figure 5 illustrates the organizational structure within a patrol area. As the figure shows, one Captain is assigned to each patrol area, with the responsibility to design strategies and oversee responses to criminal activity within that area. Serving directly under the captain, are three lieutenants, two of whom oversee the area's patrol functions and one of whom oversees the specialized units in the area, including the CROs and CRTs. Under the Lieutenant assigned to Special Resources are two Sergeants, one that oversees the CRO units and the other that oversees the CRT units within the patrol area.

Figure 5. Organization by Patrol Area
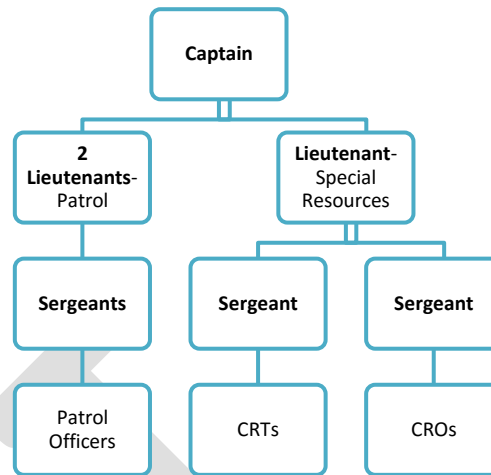
Organizational Priorities and Challenges

As noted in previous RDA reports, OPD's Measure Z-funded services are just one component among a range of OPD initiatives and priorities. In addition, the services are being implemented within the context of a unique set of challenges that OPD faces related to community engagement, staffing and retention. While Measure Z services complement and reflect a broader conversation taking place in Oakland and nationwide around 21st Century Policing, the evaluation team remains mindful of the ways in which competing priorities and institutional challenges may affect consistent implementation the services. Below, we briefly touch upon a few of these priorities and challenges and the ways in which they complement or conflict with Measure Z service delivery.

Strategic Priorities

In 2016, OPD formally released a comprehensive strategic plan to revise their values, mission, vision and goals. This plan was built upon a series of research, reports, and policy analysis that had been commissioned over the prior three years, including President Obama's *Task Force on 21st Century Policing* report. The goals laid out in OPD's 2016 Strategic Plan closely align with the goals and objectives described in Measure Z from 2014 and Measure Y from 2004. One main commonality is the focus on the relationship between strengthening community trust and reducing crime. The strategic plan has three overarching goals and six pillars listed below:

Figure 6. OPD Strategic Plan Goals and Pillars

OPD Goals	1) Reduce Crime
	2) Strengthen Community Trust and Relationships
	3) Achieve Organizational Excellence
21st Century Policing Task Force Pillars	1) Build Public Trust and Legitimacy
	2) Policy and Oversight
	3) Technology and Social Media
	4) Community Policing and Crime Prevention
	5) Training and Education
	6) Officer Wellness and Safety

Leading Challenges

In addition to the other strategic goals and priorities OPD emphasized during the evaluation period, it is also important to note a few of the key challenges the Department has faced as an institution. A significant challenge faced is their fraught relationship with the local community and, in particular, with local communities of color. OPD's history with the community has involved considerable tension and civil unrest going back decades. In the 1960s, for example, the Black Panther Party was formed in Oakland with a primary focus of monitoring the behavior of OPD officers and challenging police brutality. More recently, the Riders Case,[4] has contributed to a deep mistrust of police in many Oakland communities, particularly communities of color.

Over the past decade, OPD has increasingly focused on community policing in an attempt to rebuild trust with the community, and department leadership were cognizant of the hurdles the department faced in establishing positive relationships in some communities. As a challenge and as a priority, though, the improvement of community relationships is undoubtedly a leading concern within the department. And while it is outside the scope of this report to assess the department's success in this area, we do provide findings related to community outreach efforts in the *Key Findings* section.

Separate from its challenges related to community engagement, OPD has also faced other significant staffing challenges for a number of years. According to the FBI Uniform Crime Reporting data, in 2016, OPD had about 18 sworn officers per 10,000 residents. These numbers are slightly below the national average[5] for cities with 200,000-500,000 residents (Oakland has 425,195 residents) and well below the average for cities with 500,000 or more residents[6]. It is important to note that OPD also has the highest number of violent crimes handled per officer in the nation. According to OPD data, the rate of violent crimes was 7.42 per officer in 2017. Based on data provided by OPD, as of August 2018, the department was authorized to have 794 sworn staff, but only 735 positions were filled.

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[4] December 2000 - Delphine Allen et al. v. City of Oakland (Riders Case) was a civil rights lawsuit regarding police misconduct in OPD that involved 119 plaintiffs. The plaintiffs alleged that four veteran OPD officers, known as the Riders, kidnapped, planted evidence and beat them, while OPD turned a blind eye to the misconduct. In 2003, the parties entered a financial settlement for the plaintiffs and requirement of the ODP to comply with 51 reforms.
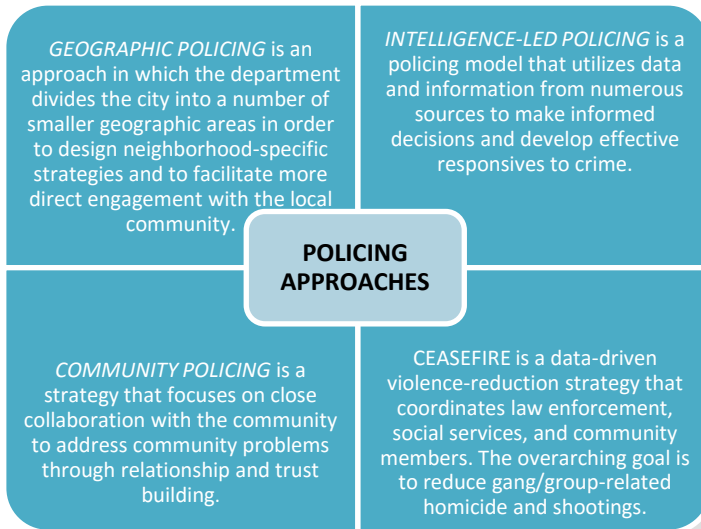
[5] The average is 19 officers per 10,000 residents.

[6] The average is 24 officers per 10,000 residents

Oakland Police Department's Approaches to Policing

This section provides a brief overview of key policing concepts and descriptions of how OPD applies them to prevent and address violence, deploy officers efficiently, and cultivate relationships with the City's many diverse communities and neighborhoods.

Figure 7. Contemporary Policing Approaches

GEOGRAPHIC POLICING is an approach in which the department divides the city into a number of smaller geographic areas in order to design neighborhood-specific strategies and to facilitate more direct engagement with the local community.

INTELLIGENCE-LED POLICING is a policing model that utilizes data and information from numerous sources to make informed decisions and develop effective responsives to crime.

POLICING APPROACHES

COMMUNITY POLICING is a strategy that focuses on close collaboration with the community to address community problems through relationship and trust building.

CEASEFIRE is a data-driven violence-reduction strategy that coordinates law enforcement, social services, and community members. The overarching goal is to reduce gang/group-related homicide and shootings.

The authors of both Measure Y and Measure Z based their legislative efforts on principles aligned with the four approaches detailed in Figure 7, believing that OPD can and should work simultaneously to both reduce violent crime using data and to restore community trust in the department through community building. Measure Z states that investing in "a coordinated system of early intervention, community policing, and violence-prevention efforts before injury occurs will reduce economic and emotional costs and will be a fiscally responsible use of taxpayer dollars." OPD has sought to implement these goals in a few specific ways which are the focus of this report; but all of its efforts exist as part of a broader approach to policing that aims to 1) move services and crime response closer to the local community by de-centralizing core services to five area hubs throughout the city; 2) utilize data and intelligence to detect patterns and prevent crime rather than simply respond to it; 3) enlist community support and trust through local problem-solving projects and a focus on customer services; and 4) prevent violent crime through initiatives and strategies such as Ceasefire. Each of these approaches are briefly discussed in turn in this section; for comparison, we have also provided a brief description below of a more "traditional" policing framework.

"Traditional" Policing

Under the "traditional" model of law enforcement, the police department is a highly centralized, hierarchical organization responsible for several key jobs: responding to 911 calls, apprehending and arresting suspects, completing crime reports, and filing documents to move cases into the court system. There is not necessarily a strong emphasis on prevention or on strategic deployment intended to interrupt criminal activity; the use of data and intelligence systems and community engagement are limited.

While these traditional policing responsibilities remain standard for any contemporary police force, in and of itself this model is outdated. It does not accurately represent the entirety of the work performed by most mid-to-large size police departments that leverage information and data for a range of purposes that help address crime. OPD embraces the four contemporary, data-driven practices in law enforcement described in detail in the following pages.

Geographic Policing

OPD uses geographic information, including population and crime trends, to deploy resources effectively. Geographic policing aims to move Department services closer to the community in order to establish stronger relationships between community members and their local police officers. The idea is that a city can be subdivided into a set of "zones" or "areas," and that Department initiatives, projects, deployments, and strategies can thus be directed according to the particular needs of each local area.

Figure 8. OPD Patrol Areas
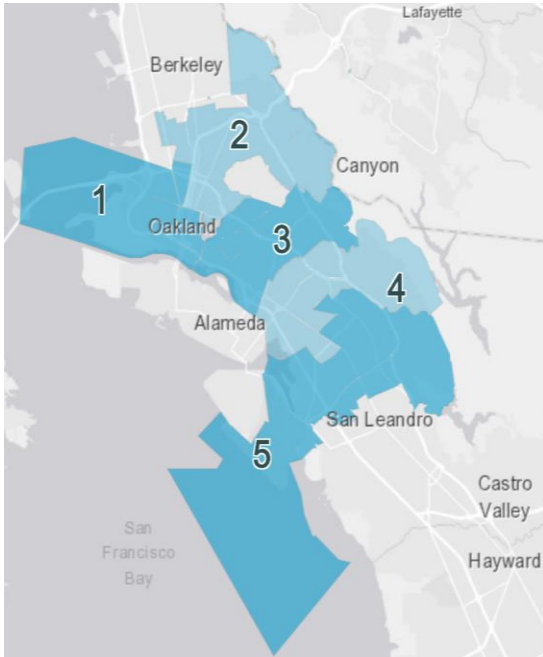
Figure 9.Oakland Patrol Beats
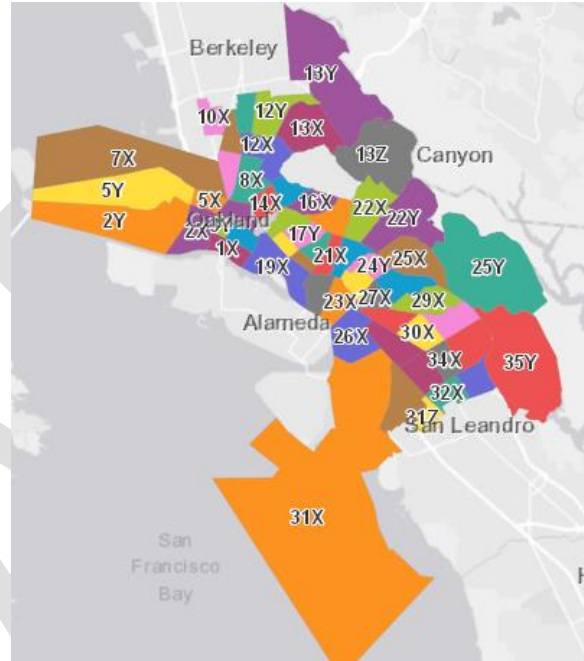
Figure 8 shows OPD's five geographic patrol areas, and Figure 9 shows the patrol beats within each area. As mentioned previously, patrol officers and CROs/CRTs are organized in each patrol area.

Intelligence-Led Policing

Many major police departments, including Oakland, have increasingly placed emphasis on using sophisticated data collection and analysis procedures – including human intelligence, technology, and software systems – to track local crime trends, neighborhood characteristics, and criminal networks. "Intelligence-led policing" certainly refers to a broad category of police work, but common elements include the use of data sharing between police and other public agencies; in-depth analysis of local, state, and national crime trends; and crime projections, predictions, and patterns that may not emerge from service calls and crime reports alone.

"We want all officers to be as precise as possible. Random efforts produce random outcomes. If you go into a community without knowing what the problem is, that can lead to the issue of over-policing." – OPD Leadership

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Intelligence-led policing activities supplement, rather than replace, standard policing procedures for collecting crime-scene evidence and cultivating human intelligence with witnesses, informants, and community collaboration. The "intelligent" aspect is that these connections and activities are utilized at nearly every stage of the deployment, patrol, and investigatory process.

Traditional policing is imprecise by nature. An historic consequence of imprecise policing is that specific communities – especially Black and Latino communities – are disproportionately over-policed. As outlined in OPD's Strategic Plan, and through the use of the strategies described above, OPD is institutionalizing an intelligence-led approach to reduce the disparate impact on historically over-policed communities and to improve community relationships. Figure 10 highlights key strategies OPD has implemented in recent years to strengthen intelligence-based policing efforts.

Figure 8: OPD's Intelligence-Led Policing Strategies

Crime Analysis Section	To strengthen the Department's ability to perform crime and intelligence analysis effectively, a centralized Crime Analysis Section was established. This increases the Department's capacity to support units such as Ceasefire and Patrol with dedicated crime analysis including social network analysis beyond homicide and aggravated assault cases. Other supports include temporal reporting, hot spotting, identification of crime patterns and series, and potential suspects and recommendations on enforcement action. [Source: OPD Strategic Plan 2016]
Intelligence Unit	The Intelligence Unit is responsible for gathering information from all sources in a manner consistent with the law in support of efforts to provide tactical or strategic information on the existence, identities, and capabilities of criminal suspects and groups. The Intelligence Unit disseminates the information received to anticipate, prevent or monitor criminal activity. [Source: OPD Annual Report 2016]
Professional Development Trainings - Stop Data	In 2016, the OPD Office of Inspector General (OIG) established an in-service training regarding aggregate stop data trends and patterns for all commanders and supervisors. This training was designed to evaluate stop data statistics, outcomes, and trends in line with the Department's mission, goals, and values. This class was offered to all officers in 2017. OIG is also continuously working towards addressing potential organizational influences that may lead to racially disparate results. [Source: OPD Annual Report 2016]
Shooting Review	OPD instituted a weekly shooting review with commanders and other key staff directly involved in reducing violent crime. Shooting review is facilitated by the Ceasefire commander and focuses on gathering and disseminating actionable intelligence. Shooting review is also an opportunity to resolve duplicative efforts, address conflicts, and improve operational communication. Up to 40 people individuals attend each weekly shooting review, including representatives from the Criminal Investigation Department (CID), Crime Lab, DEA, District Attorney's Office, Oakland Housing Authority, and BART Police Department. [Source: Qualitative Data Collection]
Intel-Based Stops	Through RDA's qualitative data collection process, specifically within the CRO unit, the evaluation team noted officers were instructed by leadership to reduce non-intel led stops such as equipment stops and instead focus on intel-based stops. OPD defines intel-led stops as "officers possess knowledge, which can be linked to an articulable sources, leading to the initiation of a stop. The source may be very specific such as a named person, or information about a recent crime trend or pattern tied to a specific location or area". [Source: Qualitative Data Collection]

Community Policing and Problem-Oriented Policing

At its core, Measure Z is intended to articulate the citywide priority that OPD should carry out enforcement and violence reduction operations in a way that is responsive to community needs and that uplifts local communities through an emphasis on service and problem-solving. This vision is representative of a broad trend in policing toward "community policing" and "problem-oriented policing." These distinct but related philosophies both emphasize the importance of building strong bonds between the police department and the community. These bonds are achieved by developing more

> OPD describes *community policing* as a strategy and philosophy that places a high value on responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies and the community.

neighborhood relationships and focusing more attention on solving the kinds of local problems that can give rise to crime (e.g., blight, inadequate lighting, "hot spots" for drug sales or gang conflicts that have the potential to escalate), rather than focusing solely on enforcement. The theory is that a proactive problem-solving focus will interrupt the behaviors and activities that can escalate to crime. The stronger bonds that result from focusing on developing trusting relationships with community members lead to greater cooperation reporting and investigating crimes and ultimately, safe neighborhoods.

"We are more cognizant of enforcing crimes that are serious and working collaboratively with the community and partners to come up with solutions." – OPD Leadership

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Over the last three decades, consensus has increased around what constitutes "best practices" in community policing. In a 2013 report, RDA and the Warren Institute detailed key components of these best practices to provide the City and OPD with recommendations regarding the implementation of Measure Y. These broad guidelines still hold true in 2019 and later sections of this report will describe ways that OPD is presently operating in alignment with these goals as well as current areas for improvement. These best practices are outlined in Figure 9 below.

Figure 9: Best Practices in Measure Y Implementation (2013, Warren Institute and RDA)

Form community partnerships with a wide-range of partners, above and beyond active resident groups	Increase the Department's accessibility to the residents it serves	Train personnel at every level of the Department in best practices in community policing	Work towards increasing officer buy-in about the benefits of the community policing philosophy
Prioritize sustained and meaningful commitment by the Department's leadership to the community policing philosophy	Integrate community policing activities into performance evaluation systems	Continue to support systematic and standardized problem-solving approaches	

SARA (Scanning, Analysis, Response, Assessment) Model & Database

The SARA model is a common approach to implementing principles of community policing and problem-oriented policing. SARA is an acronym of the four steps, outlined in Figure 10 below, for solving localized crimes while also addressing the particular local conditions or problems that gave rise to those crimes in an area. OPD has embraced this approach, and sees it as a vital component in the work that CROs and CRTs are doing, as well as the Department as a whole.

> The **SARAnet Database** is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD's community policing efforts.

Figure 10: SARA Model
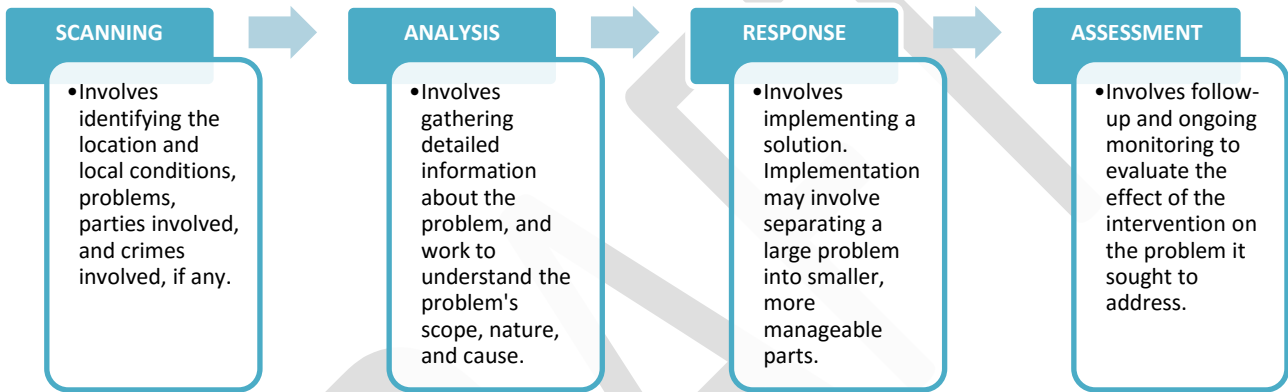
Within OPD, CROs apply the SARA model through beat-based projects (referred to as CRO projects) they initiate, manage, and close. CROs are required to have two ongoing CRO projects at any given time. One project must address specific, identified issues related to an OPD priority while the other must address a community priority. Community priorities are areas or issues of concerns identified by community members that OPD can address or support such as blighted property, series of auto/business burglaries, or nuisance. Typically, community priorities are generated by attendees of the Neighborhood Councils,[7] however they can also come from a variety of sources such as email messages and discussions with community members. OPD's SARA model ensures projects serve a larger set of members of the patrol beat rather than just one individual.

As the SARA model states, projects must be specific, measurable, achievable, relevant, and time bound with set due dates or evaluation dates. Since 2009, CROs have used SARAnet, a data system designed to track CRO projects and the steps taken to address them. SARAnet is further discussed in the *OPD's Measure Z Services: CROs & CRTs* and *Patrol Area Analysis* sections.

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[7] See Table 4 for more information

Ceasefire Strategy

Finally, there are a broad array of coordinated law enforcement and violence prevention efforts all over the country that utilize the name "Ceasefire." The Ceasefire model was developed in Boston in 1996 in response to high levels of gun violence and gang activity. Like the Boston Gun Project (Ceasefire's original name), Oakland's Ceasefire brings together a network of law enforcement officials, youth service providers, clergy and street outreach workers with the goal of developing a unified strategy for combating violent crime. A key part of the approach involves the sharing of perspectives on the causes and consequences of violent crime in order to generate a spirit of trust and collaboration. Working group members also share information about individuals known to be involved in gangs and/or at high risk of committing gun violence. In almost all variations of the Ceasefire models in place today, a standard element of the approach is the "call-in," where identified individuals considered to be disproportionately responsible for violent crime (who are also often at the highest risk of becoming victims of violent crime) are brought together in a safe and neutral space. Once in this space, these individuals receive the message that they have been identified for their criminal contacts and/or behavior, that there are a range of support services waiting for them if they choose to take advantage of them, and that they will be aggressively prosecuted if they instead choose to participate in violent criminal activity.

> *"We have a Ceasefire unit but it is a department-wide strategy. It's a concept of how do you focus on individuals that are likely or at risk of being victims of violent crimes or committing them." – OPD Leadership*

The Boston Gun Project and subsequent studies of Ceasefire models have shown the coordinated violence prevention efforts to be tremendously successful when well-implemented.[8] Variations of the Ceasefire model have been replicated in many cities around the country. OPD has devoted substantial resources to support and institutionalize its own Ceasefire strategy. Four units (Special Investigations Unit 1, Special Investigations Unit 2, Ceasefire, and Gang and Gun) work fulltime on the most active individuals within gangs/groups that have been identified through data and analysis to be the most involved in shootings and homicides. Unlike CROs and CRTs, these enforcement teams are not limited to a beat or police district. Instead, they move throughout the City to focus on these active individuals within gangs/groups.[9] Ceasefire also facilitates the weekly shooting review (see Figure 10 for more details) that allows different units within the department to collaborate and exchange data and strategies to ensure minimal duplicative and/or conflicting efforts and maximize use of resources.

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[8] In 2017-18, Oakland's Ceasefire was evaluated with a focus on gun homicide and non-fatal shootings in the City of Oakland. The study concluded that Ceasefire was associated with a 32% reduction in citywide shootings that seemed distinct from trends in most other California cities. http://www2.oaklandnet.com/w/OAK071457
[9] OPD 2016 Annual Report:
http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak066735.pdf

OPD's Measure Z Services: CROs & CRTs

The CRO and CRT officer positions are unique within OPD. They are the two of three OPD strategies funded through Measure Z that reflect two interrelated approaches to policing and police legitimacy. The idea behind CROs places community trust as the starting point for reducing crime; the idea behind CRTs places crime reduction as the starting point for building community trust. CROs emphasize the development of positive, trusting relationships with community members as a means to reduce crime; CRTs emphasize the interdiction and reduction of crime as means to increase community trust in OPD's ability to keep residents safe.

This section offers a brief, high-level description of the role of Community Resource Officers (CRO) and Crime Reduction Team (CRT) officers. Measure Z explicitly mandates these positions, so it is essential to understand how the roles are described in the legislation, envisioned by the department, and carried out in the field. The examples in *A Day in the Life: CRO* and *A Day in the Life: CRT* sections are drawn from observations in two patrol areas, but key identifying details have been removed due to the sensitivity of ongoing operations.

While CROs and CRTs each have distinctive roles within OPD, there is substantial overlap in their day-to-day activities and collaboration. During the evaluation focus groups, CRTs said that they often leverage CRO support in their operations and consult with them to support their investigation work, because they view CROs as the community experts on their beats. Similarly, CRTs offer support to CROs, assisting with their CRO projects – especially when CROs are short staffed. RDA did not observe patrol officers; therefore, this section does not discuss similarities and differences between CROs/CRTs and patrol officers.

CRO/CRT Scheduling and Compensation

Measure Z provides OPD the flexibility to deploy CROs and CRTs "as needed" which sometimes requires a temporary change of schedule, which we will refer to as redeployment. Due to this flexible scheduling need, CROs and CRTs are paid a premium, referred to as flexible pay, over patrol officers. Unlike patrol officers, these roles require considerable schedule flexibility, particularly for CROs, and commitment to designing and cultivating long-term, neighborhood-specific projects.

It is important to note that throughout the data collection process, CROs and CRT officers and leadership staff shared that because of the flexible scheduling allowance in their positions, they sometimes experience abrupt redeployment. CROs and CRTs suggested to RDA that this unpredictability in their schedules has a detrimental effect on their morale and on staff retention. Furthermore, Measure Z officers and leadership, specifically CROs, shared that they are sometimes redeployed to meet staffing needs such as crowd management, violence reduction or similar patrol-related activities, which they feel impedes their ability to successfully address community concerns and complete longer-term neighborhood-focused projects.

Role of the Community Resource Officer (CRO)

Measure Z is the successor to Measure Y, which provided funding for similar services. Measure Y required the Department to assign officers to geographic-based "problem-solving" roles known as Problem-Solving Officers (PSOs). OPD only required PSOs to serve residents of their assigned beats. The Measure Z legislation re-envisioned and re-established the PSO position as the Community Resource Officer (CRO) with an expanded set of responsibilities.

> *CROs* engage in problem-solving projects (CRO projects), attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with CRTs, patrol units, and other sworn personnel.

Department Expectations

As this report was being drafted, OPD was in the process of developing a Community Resource Officer Deployment Policy and Procedure, finalizing the policy that governs the job of CRO. According to publicly available draft of the policy, the specific expectations and responsibilities for CROs include, but are not limited to the following:[10]

- ➢ Build community support for OPD through positive customer service;
- ➢ Be visible to and engage with the community;
- ➢ Assist their assigned Neighborhood Councils in establishing appropriate priorities based on crime data;
- ➢ Research and identify three locations generating the highest calls for service on their Community Policing beat and, as appropriate, open projects aimed at reducing these calls for service;
- ➢ Identify the most critical problem property on their Community Policing Beat; open a project aimed at abating problems associated with property;

These responsibilities may change once the policy is finalized, but are included here to provide a sense of the way OPD outlines job expectations, objectives, and standards for CROs. In addition, the Department also expects CROs to assist each other with onboarding and transitions into the job; to maintain ongoing knowledge of local crime hot spots; to organize and present at a range of community meetings; and to facilitate coordination with an array of other city agencies and community service providers.

RDA also learned many of the informal expectations of CROs through reviewing OPD's CRO survey, conducting focus groups with Measure Z-funded officers, and conducting interviews with Department leadership. For example, CROs are expected to be familiar with and engage business leaders and key community leaders in their assigned beats. CROs are also expected to demonstrate extensive professional skills supporting their community-building work, including social-emotional skills to help them successfully

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[10] Department leadership stressed that the policy language they are working on is intended to go beyond the basic legislation in order to lay out procedures toward the broader goals of improving police-community relations, enhancing citywide problem-solving efforts, reducing violent crime, and enhancing the community's sense of safety.

engage with communities during monthly presentations at Neighborhood Council meetings and other community interactions. Staff and leadership shared that these "soft" skills are job expectations for CROs,

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"I don't care about the number of arrests [CROs] make and citations they make. I care if I go into a business and they don't know [the CRO]. Then we have a problem." – OPD Leadership

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who are required to attend community events at least once a month.

Training & Personal Development

As part of ongoing efforts to strengthen the professional development and skills of CROs, OPD provides formal Measure Z-funded training for all CROs. According to the draft policy RDA received, CROs are expected to complete trainings on each of the following subjects:

- ❖ CRO-specific responsibilities
- ❖ Problem-orientated or problem-solving training using SARA model
- ❖ Search warrants
- ❖ Undercover and crime reduction operations

- ❖ Ceasefire notifications
- ❖ Community relations and customer service
- ❖ Tactical training
- ❖ Procedural justice

Earlier this year, OPD reinstated CRO-specific training referred to as the CRO school with curriculum tailored to the professional development needs of CROs. Officers expressed satisfaction with the CRO School, stating that it assisted with onboarding into their new roles as CROs. The CRO School also helped to clarify job expectations from OPD leadership as well as expectations from their assigned beats and neighborhoods. Despite the reinstatement of the CRO School, some CROs expressed the need for additional training opportunities and a standard, comprehensive onboarding process to strengthen community engagement approaches. Some CROs reported to RDA that they receive weeks of shadowing and mentoring on a new assignment, while others reported that they receive none. Starting in 2018, OPD anticipates offering CRO School regularly.

> ***CRO School*** is dedicated training time for CROs to further develop their skills. The school took place in the winter and fall of 2018 with total instruction time of 24 hours. The topics that were covered range from improving police efficacy and building community trust, to best practices for CRO projects and the SARA process.

SARAnet

As mentioned in earlier sections, CROs utilize the SARAnet Database to track and manage CRO projects. However, in RDA's focus groups and observations over the evaluation period, many CROs shared that SARAnet's design does not allow them to track and record all of the information they view as being important to their communities. OPD designed this system to record and measure evidence-based

community policing work, but some CROs noted that the system does not allow them to capture important crime prevention activities if those activities are not connected to their official CRO projects. OPD looks at performance data, including the numbers of projects that have started and completed. CROs shared that this performance metric encourages some officers to prioritize entering projects that are shorter and can be more easily closed, rather than longer (and potentially more impactful) community projects. To the degree that this is a widespread practice among CROs, existing data collection processes and database tools for community policing cannot fully capture the work OPD is doing to advance the goals of Measure Z.

As shared with RDA, CROs are expected to input daily updates in SARAnet to capture project progress. While nearly all staff appreciate the value of using data to drive decision-making, some CROs perceive the data entry as burdensome. For example, some CROs do not consistently annotate their project work in SARAnet. These data input practices impact data reporting and the ability to accurately highlight the projects and activities performed by the CROs. These inconsistencies and limitations are further discussed below.

On the Ground

Based on observations and focus groups, it was evident that CROs overall understand their responsibility of engaging with their local community and solving problems important to community members and that may give rise to crime. Many CROs expressed their commitment to improving community relations by addressing community members' concerns and providing what they described as "good customer service." In fact, many interviews with OPD leadership described CROs as OPD's "community-facing officers" and the first point of contact with community members. As noted during the evaluation observations, CROs activities and interactions were focused on developing and maintaining positive relationships with community members and businesses as well as identifying solutions to issues that satisfy both community members and OPD standards. For example, a CRO shared that one of their project goals was to reduce the frequency of shoplifting within a business district. To meet this goal, the CRO said that they conduct regular check-ins with often-burglarized business owners. In particular, the CRO discussed the importance and process of reporting such incidents to OPD with these business owners.

RDA's discussions with staff from all levels of the department made clear that the CRO community work is highly valued. Department leadership shared that all officers—not only CROs—are expected to foster positive community engagement and establish cooperative and trusting relationships with key stakeholders, but that CROs often go "above and beyond" their requirements by, for example, using their own time and money to support community events and do things like coach youth sports.

A Day in the Life: CRO

As part of the data collection process, two members of the RDA evaluation team shadowed a different CRO for one full shift, for an entire work week (Monday through Thursday). Each evaluation team member observed each CRO in the unit for a total of 80 hours of observations. The goal of the observations was to obtain a deeper, on-the-ground understanding of the types of activities CROs engage in, how they interact

with community members, changes in officer operations over the course of the shift and any challenges encountered. Team members also attended daily area meetings (also known as lineups) in which leadership discussed instructions and priorities for CROs. The following section provides a description of the activities and interactions the evaluation team observed throughout the week. Activities are synthesized to highlight what typical activities CROs engage in.

Based on the observations, the following graphic highlights a typical day.

| 1:00-1:30 pm | **Shift Begins** |

The review and briefing session, also known as the joint lineup, takes place in the Oakland Police Administration Building (PAB) with area officers. Leadership shares the priorities for that week, including increasing the Department's presence in coffee shops to deter laptop robberies, planning for the upcoming First Friday and National Night Out events, and sharing information on suspects to be on the lookout for and vehicles that are known to have been involved in recent robberies. The group is informed of upcoming training opportunities, reminded of procedures for filing project information in SARAnet, and told by either their sergeant or lieutenant that they may be called in to support a gang-related investigation in the coming week.

| 1:30-2:30 pm | **Admin/Emails** |

After line-up, the CROs respond to emails and conduct research needed for their SARAnet projects or for following up on the line-up discussion. As the observation took place on a Monday, the CROs noted that their admin work was particularly heavy since they needed to catch up on email messages that had come in over the weekend.

| 2:30 pm | **Beat Patrol & Investigations** |

Beat patrol occupies most of a CRO's day and generally begins with a security check on beat hot spots. Most of these locations had open CRO projects associated with them. Examples from this Monday included a check on a parking lot where robberies are common and a check on a local homeless encampment.

When they were not conducting follow-up work on various projects or conducting ongoing area patrols and outreach, CROs would respond to calls for service or file reports. However, if a member of their unit called for support or if a patrol officer was unable to respond to a crime within their beat, CROs ensured they responded to the request or called for service. Throughout the day, CROs would also actively search for identified suspects, check license plates of vehicles with identified association with either a suspect or crime. During observations, CROs took minimal breaks.

| 9:00 pm | **End of Shift** |

CROs stop patrolling the streets around 9:00 pm to allow time to complete administrative duties before concluding work for the day. Once CROs arrive back at OPD, they finish incident reports for the day and complete SARAnet data entry. The sergeant holds a quick debrief about activities of the day with the unit.

Throughout the field observations, the RDA team noted how CROs engage in various activities that pertain to their CRO projects and activities that do not. Activities that were not directly related to their CRO projects were typically in response to calls for service or other law enforcement needs.

CRO Project Activities

• **Homeless Encampment Checks.** In Area 2, homeless encampments are an ongoing concern. During one shift, a CRO shared that community members had reported a man in a local encampment who was violent toward community members. The CRO conducted a routine check-in. During the observations, the CRO checked in but the man was not there. During another shift with a different CRO, the CRO shared they have a CRO project focused on clearing a homeless encampment in a community park. During observations, the CRO was instructed to clear the encampment. However, the CRO was unable to clear the encampment due to time constraint (CRO had a scheduled community event). CROs identified those present and issued them a warning.

• **Respond to Nuisance Report.** CROs typically respond to nuisances reported by community members within their beats**.** During a shift with a CRO, the CRO shared there is a resident who complains repeatedly about a group of older males drinking and smoking in public. As a response to the resident's complaint, CRO shared that they would drive by the area to ensure the activity was not ongoing. During observations, the CRO spotted the group of men drinking and spoke to the men about the complaints. CRO shared since this was not the first time they discussed the complaints with the group, they were cited. CRO shared this reported nuisance is a CRO project due to its continuity.

• **Business Burglary.** In Area 2, business burglaries are a top concern for community members and OPD. During a shift with a CRO, the CRO shared that they have CRO projects focused on businesses frequently burglarized. Project activities focus on the prevention of future burglaries and identification of suspects. During the shift, the CRO wanted to collect more information about a suspect who regularly steals from a local store. CRO engaged with the manager and attained photos taken from surveillance videos. Although there have been multiple incidents, only one report has been filed because the business manager felt the police were not helpful. As observed, the CRO discussed with the manager about the importance of filing a report.

• **Neighborhood Council Meeting.** CROs are required to attend monthly Neighborhood Council meetings. During a shift, the team observed a CRO attend their beat's Neighborhood Council Meeting. During the meeting, the CRO introduced themselves, discussed what they do, reviewed beat priorities and local crime stats, and asked if any priorities should be added or changed. Meeting participants discussed current concerns and concluded the current priorities were accurate.

•**Robbery.** During a shift, a CRO responded to a robbery in another beat due to proximity of location. Since a vehicle was identified, the CRO patrolled the nearby area.

•**Cover Staffing Shortage.** During the observations, there was no CRO assigned to one specific beat so throughout the week, all CROs took turns patrolling the area. During a shift, the CRO shared that a beat priority in that area is speeding cars, so the CRO pulled over and monitored traffic.

•**Call for Back-Up.** CROs respond to calls for service when deemed necessary. During the week of observations, CROs were called in to support other CROs or patrol officers. During a shift, a CRO received a call to help handle a situation with a man bothering a film crew at OPD. Upon arrival, the man was no longer in sight. Officer filed an incident report.

•**National Night Out.** Every year, CROs participate in the citywide community events, National Night Out, as an opportunity to familiarize themselves with their area. National Night Out took place during the week of observations. CROs stopped by several block parties to engage with community members. Officers introduced themselves and discussed important issues in that community with community members. Across all areas, CROs spent five hours of their shift participating in this event.

•**First Friday.** During line-up, OPD leadership shared that the safety of First Friday participants and businesses is a top priority. During a shift with a CRO, the CRO engaged with business owners that are involved in or impacted by First Friday. Business owners shared concerns regarding rampant drug dealing that occurs during First Friday around their businesses.

•**Civilian Support.** During a shift, a CRO noticed three vehicles stopped in the street and blocking street lanes. One needed to get jumped so other cars were parked to try to help the vehicle. The CRO redirected traffic and pushed the vehicle to a safer location.

Role of the Crime Reduction Team (CRT)

> *Crime Reduction Teams* are sworn police personnel strategically and geographically deployed to investigate and respond to violent crimes in hot spots.

Similar to CROs, the roles and expectations for CRT officers are formally laid out in the department's policies and procedures; and as with the CRO position, the CRT position policy language was under revision as this report was being drafted. Early versions reflect that CRTs are expected to 1) develop and carry out both department-wide and area-specific crime reduction plans; 2) conduct investigations; 3) serve arrest warrants and make arrests; and 4) conduct crowd-control efforts requiring flexible schedules.[11]

In addition, these staff are specifically required to file weekly reports documenting their activities, record the number and type of arrests made and investigations conducted, and provide general descriptions of other activities (such as intelligence-led stops, operations, and crowd management incidents.)

CRT officers also receive premium compensation for the shift flexibility required of them and for their expanded job duties. CRTs are expected to perform directed enforcement and operations, to conduct basic to intermediate-level investigations, to administer search and arrest warrants, to locate and arrest suspects, and to respond to crowd management events. Snapshots of the daily work of CRTs are detailed in the following section.

Department Expectations

Similar to CROs, CRTs respond to emerging crime patterns and trends. However, unlike CROs, CRTs do not have CRO projects. Instead, CRTs develop Crime Reduction Plans that aim to address criminal activity within their area. These plans drive intelligence-based projects that CRTs conduct in collaboration with their unit, Area CROs, and/or with other Area CRTs. CRTs shared that they are also supported by the Criminal Investigations Division (CID) and other divisions within the department. During the data collection process, CRTs described some of their activities as involving surveillance such as social media tracking, investigation of shootings, and arrests of suspects.

Training & Professional Development

Currently, CRTs are required to receive the following training:

- ❖ Undercover operations
- ❖ Basic narcotics enforcement
- ❖ Advanced procedural justice
- ❖ Search warrant
- ❖ Crime reduction field operations

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[11] CRT officers are required to attend one community event every three months. Patrol officers have been recently required to engage in one community building project per squad per year, as well as host and attend community events and living room meetings.

On the Ground

RDA's observations and direct conversations with staff throughout the organization revealed that there is a shared understanding of the Department's objectives for CRTs. As one officer put it, "[CRTs] do a lot of intel-based projects. [CRTs] do surveillance in certain areas, base projects on what is currently happening in crime and by locations too. [CRTs] also talk to people for investigations which is intel-based or help out other cases and investigations and identify people involved in crimes."

"We develop plans, see it through, and write a search warrant. If we get who we're looking for that is what success is."- CRT

During the week of observations, CRTs engaged in several operations and other activities that support the goals of Measure Z. Operations are centered on the approach of targeted enforcement and require a level of knowledge and understanding of the area in which they are conducted. Similar to CROs, CRTs are familiar with the composition of their assigned area, including community members and leaders. CRTs also described engaging with Confidential Informants (CIs). CIs in the community are used frequently to support investigations or planned operations.

A Day in the Life: CRT

As part of the data collection process, a member of the evaluation team shadowed a CRT unit for one full shift, for an entire work week (Monday through Thursday). CRTs were observed in the field for a total of 40 hours. The goal of the observations was to attain a deeper, on-the-ground understanding of the types of activities CRTs engage in, how they interact with community members, the kind of operational changes that occur over the course of the shift, and the kind of challenges officers typically encounter. Team members also attended daily meetings (also known as lineups) in which leadership discussed instructions and priorities for CRTs. During the week of observations, CROs also participated in the lineups. The following section provides a description of the activities and interactions the evaluation team member observed throughout the week. Activities are synthesized to highlight what typical activities CRTs engage in.

Based on the observations, the following graphic highlights a typical day.

12:15-1:00 pm **Shift Begins**

The shift on this day begins with a joint lineup with area CROs to review priorities, discuss recent shootings, and review names and information on suspects. Multiple incidents (club and gang-related shootings and robberies) had occurred over the previous week, so the bulk of the discussion was focused on identifying and finding suspects. Oftentimes, investigators from the Criminal Investigation Division (CID), such as members of the Homicide Section or the Robbery, Burglary & Felony Assault Section, participate in the lineups to inquire about any information officers may have on suspects. CRTs spend the first part of their shift completing administrative investigative tasks, such as gathering information about identified gang members that were tied to recent shootings.

Ongoing **Area Patrol**

Unlike CROs, CRTs take an area-wide approach. Activities of CRTs depend on the priorities of the week, including planning and carrying out operations. Throughout the day, CRTs focus on patrolling different gang territories and hot spots for violent crime. Officer presence in known gang territories increases when there is a gang-related incident such as a shooting or homicide. CRTs typically ride with a partner for safety and call in for backup whenever an arrest is conducted.

Ongoing **Joint Operations**

During the week of observations, a joint operation with CROs was conducted. The joint operation involved a week-long investigation in which CRTs gathered information on a suspect involved in the sale of illegal weapons. The CRTs and CROs strategized and reviewed the details of the operation including scenario planning. Other activities included communicating with the suspect and requesting a search warrant. After retrieving a search warrant, officers began searching for illegal weapons at the suspect's home and associated locations. However, the operation was called off due to it becoming dark outside.

11:00 pm **End of Day Debrief**

Similar to the CROs, CRTs typically report to the PAB to debrief with the unit and complete administrative tasks such as paperwork and incident reports. Sergeants also use this time to share announcements with the team. For example, during the week of observations a schedule change was shared with the officers.

•**Back up:** Typically, officers call in for support when conducting a search or arrest to ensure officer safety. For example, during observations, an officer was called in to support another unit conducting a search of a vehicle that was pulled over because it had no license plates. The car owner was on probation so he was cited and released. In another instance, an officer called in for a female officer to conduct a search on a female suspect.

•**Search Warrants/ Suspect Search:** CRTs are asked to look out for individuals with arrest warrants within their areas. Information regarding search warrants are disseminated through the joint lineups or communication from leadership such as Sergeants and Lieutenants. However, based on current projects or operations, a CRT may also request a search warrant. In some instances, if the suspect is on probation or parole, CRTs will reach out to the probation or parole officer for information and collaboration. Throughout the week of observations, CRTs actively searched for identified suspects such as a youth associated with a robbery in the area as well as a drug-dealing suspect involved in another investigation. CRTs gathered and analyzed intel from various sources to support investigations. One of these investigations led to an arrest.

•**Arrests:** While CRTs do conduct arrests, felony drug arrests must be approved by the unit's Sergeant. During the observations, an officer had to confirm and receive approval from the Sergeant. In a few instances, the evaluation team observed stops that led to arrests either due to issued arrest warrants or violations of probation. For example, officers arrested a female on probation who violated the terms of her supervision for possession of narcotics and paraphernalia.

•**Dispatch Calls**: CRTs activities also include response to real-time crime that occur in their area. During the week of observations, a unit received a call regarding a potential shooter at a youth center. Officers responded to the scene to investigate. After searching the center and surrounding area, it was determined there was no presence of a potential shooter.

•**Increased Patrolling**: Officers are instructed to increase their presence following a violent incident. During the week of observations, a gang-related homicide occurred inside an apartment complex known to be gang-affiliated, so CRTs were instructed to increase police presence and maintain strong police visibility around the area. CRTs patrolled the impacted area throughout the week.

Patrol Area Analysis

This section discusses OPD's progress toward the crime reduction and community engagement goals of Measure Z. First, we present data on crime trends citywide. Then, we provide a count of the current number of CROs and CRTs by area. We move on to offer brief profiles of each of the five patrol areas. Crime trends, specifically trends for violent crime, are used to illustrate progress toward crime reduction, while an analysis of CRO projects in the SARAnet Database is used to communicate the levels and intensity of community engagement. While these analyses cannot capture the totality of OPD's actions toward advancing Measure Z goals, they do provide helpful context and highlight how crime reduction and community engagement efforts are deployed across the patrol areas.

CROs/CRTs Across the Department

In June 2018, the time in which the ride-alongs took place, there was a total of 37 CROs and 33 CRTs. The table below provides a breakdown of how many CROs and CRTs were assigned to each patrol area during this time period. Note that this data is captured from a point in time and may reflect a different count from other months during 2018.

Table 5. CROs and CRTs by Area

Area	CROs	CRTs
Area 1	9	7
Area 2	7	7
Area 3	8	6
Area 4	6	6
Area 5	7	7

Crime Trends

Overall, violent crime is on the decline in Oakland. Between 2014 and 2017, there was an 11% overall reduction in violent crime citywide (see Figure 13). Rates of Part 1 and Part 2 crimes decreased slightly during this same period. Part 1 crime occurred more frequently across all areas compared to Part 2 crime. Although violent crime has decreased citywide, rates fluctuate among the patrol areas (see

Figure **12**). Area 5 (the Southern part of East Oakland furthest from Downtown) consistently experienced the highest rate of violent crime each quarter and Area 2 (Uptown and North Oakland) experienced relatively lower crime rates, including both Part 2 crime and violent crime.
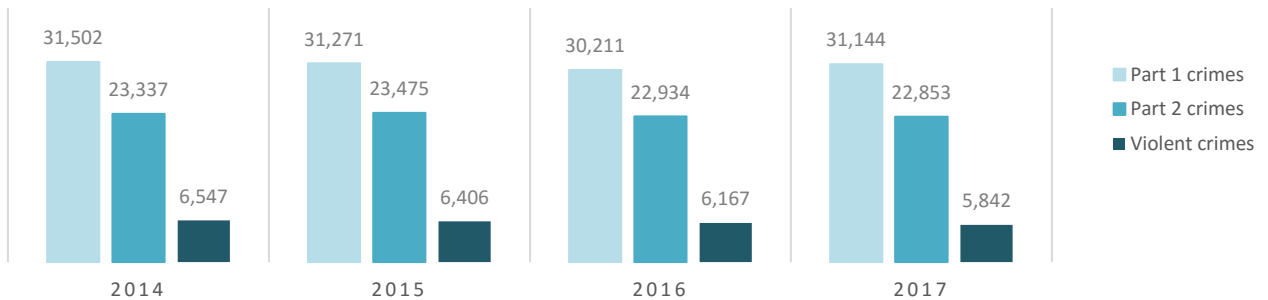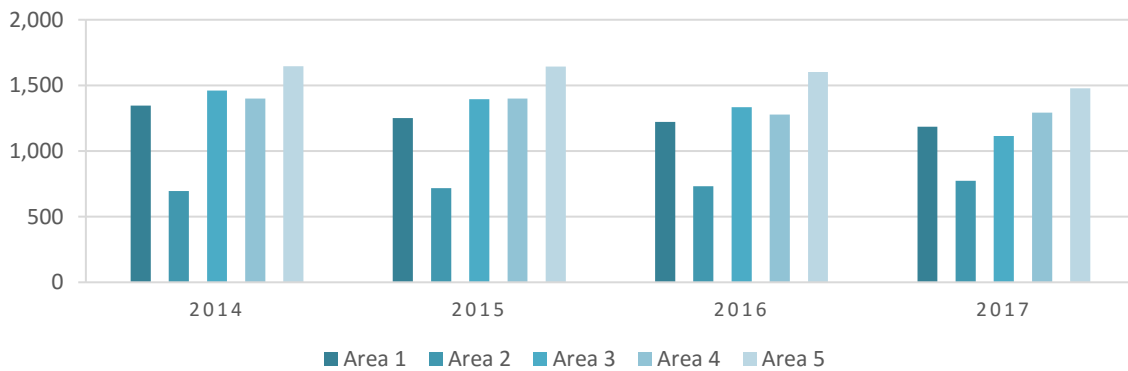
Figure 11. Crime in Oakland by Type, 2014-2017

Part 1 crimes
Part 2 crimes
Violent crimes

Figure 12. Violent Crime in Oakland by Patrol Area, 2014-2017

Area 1 Area 2 Area 3 Area 4 Area 5

Source: OPD

In 2017, crime trends remained consistent as the previous years. Violent crime decreased from 2016 (with decreases observed across three of the five areas), while Part 1 crime overall increased slightly. Part 2 crime remained relatively consistent. Notably, one of the most significant changes in violent crime was in the number of robberies. Robbery decreased in 2017, dropping by 23% from 2014. However, other violent offenses such as aggravated assault have steadily increased between 2014 and 2017.

CRO Projects Analysis

RDA analyzed project data available through the SARAnet Database to identify both the number of projects and trends among project types across areas. However, as RDA noted in the Year One evaluation report, there is both limited and inconsistent use of SARAnet among CROs. Therefore, this SARAnet analysis is limited in terms of how well it captures the full extent of community engagement activities. See Appendix A for the coding analysis that was used to classify project types. Figure 13 below shows CRO projects by count and patrol area. As the figure shows, both project counts and project types vary by area,

with the most projects initiated in Area 2 (n=147) and the fewest in Area 5 (n=85). Common project types include patrol, blight, and encampment.[12]

Figure 13. Project Counts by Type and Patrol Area, 2014-2018

Source: OPD
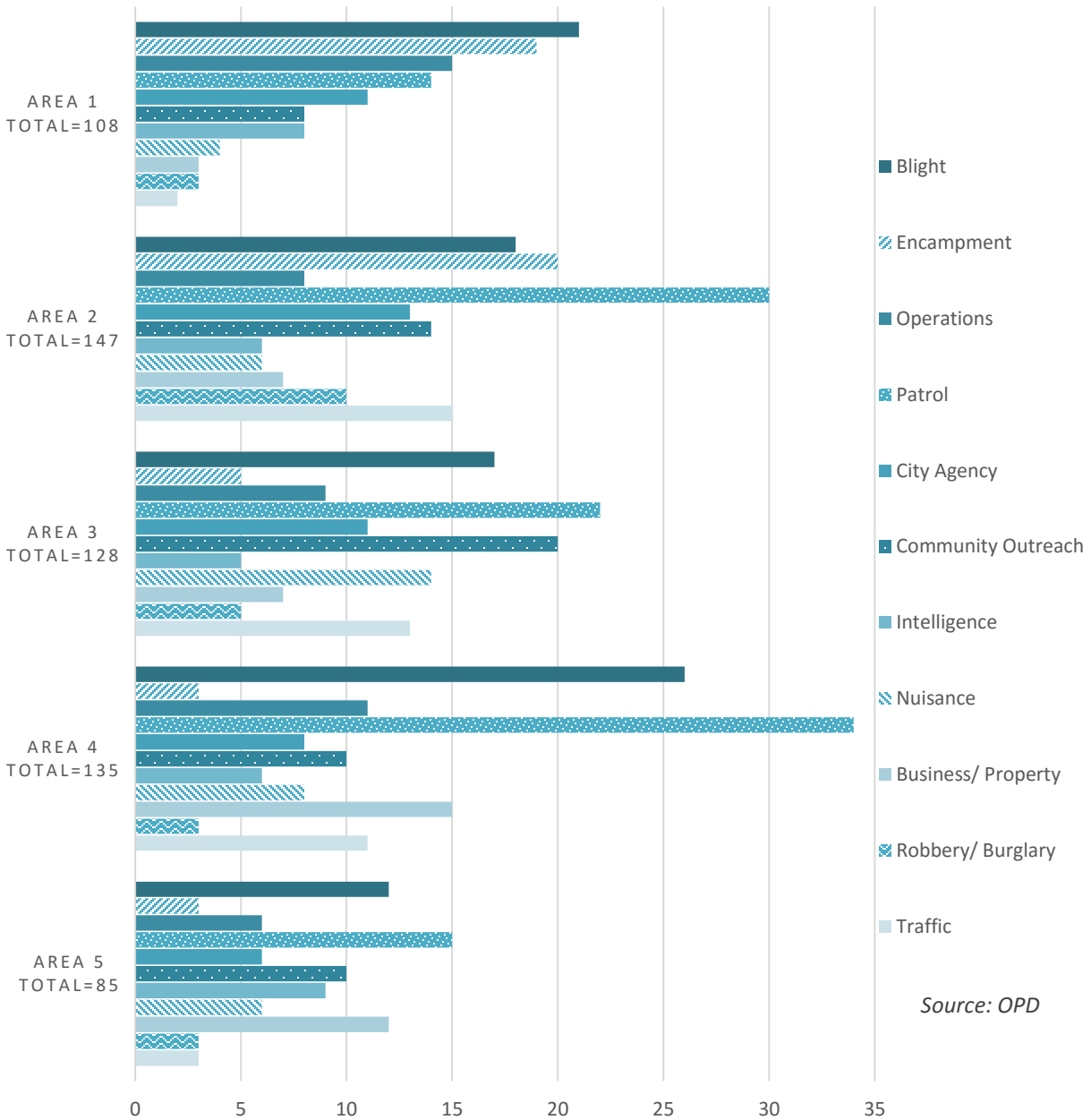
Areas 1 and 5 had the fewest CRO projects but the most projects related to police operations, such as surveillance, arrests, and undercover operations. Areas 2 and 4 had the highest number of traffic-related

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[12] Only projects with a "Project Goal," "Project Task," or both entered as part of the project description in SARAnet are included in the analysis. For this reason, the analysis figures may not reflect all projects CROs have worked on. See Appendix A for more detail on the kinds of activities coded under each category.

projects, and Areas 1 and 2 had the highest number of projects related to homeless encampments. Area 5, which is the part of East Oakland furthest from Downtown, had the fewest number of projects overall in a single year. Citywide, there was a slight dip in the number of CRO projects in 2017, but generally the trend has remained consistent; the number of projects initiated so far in 2018 is on track with 2014-2016 levels.

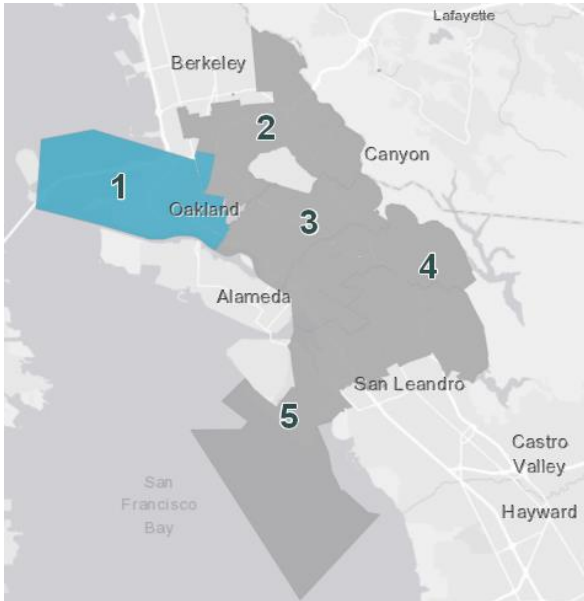## Area 1: Downtown and West Oakland

Figure 14: OPD Area 1

Table 6. CRO Projects, Area 1

Blight	21 projects
Homeless Encampments	19 projects
Operations	15 projects
Patrol	14 projects
City Agency/ Other Collaboration	11 projects
Community Outreach/ Engagement	8 projects
Intelligence Gathering	8 projects
Nuisance	4 projects
Business/ Property Inquiries	3 projects
Robbery/ Burglary	3 projects
Traffic	2 projects

Figure 15: Area 1 Annual Crime Rates, 2014-2017

Violent Crime: Area 1 = 1248, Oakland = 1251
Part 2 Crime: Area 1 = 5298, Oakland = 4630
Part 1 Crime: Area 1 = 6519, Oakland = 6206

Area 1 consists of downtown and West Oakland. In June 2018, there were 9 CROs and 7 CRTs. Compared with the city overall, crime in Area 1 is relatively high. In particular, this part of the city faces challenges with larceny, simple assault, vandalism, drug crimes, and other Part 2 crimes. Figure 15 above offers a snapshot of the average annual crime rate in Area 1 over the analysis period of 2014-2017. As the figure shows, Part 1 and Part 2 crime is slightly higher than the city average, with violent crime roughly equivalent to the citywide average

From 2014-2018, projects related to blight and homeless encampments were the most common. Blight-related projects typically involved towing of abandoned vehicles, deterrence of illegal dumping, removal of trash, and alleviation of loitering and squatting. The majority of encampment projects focused on reducing or removing homeless encampments. These types of projects typically involved conducting security checks, increasing patrol presence, and collaboration with other city agencies such as Public Works and the Homeless Outreach Unit.

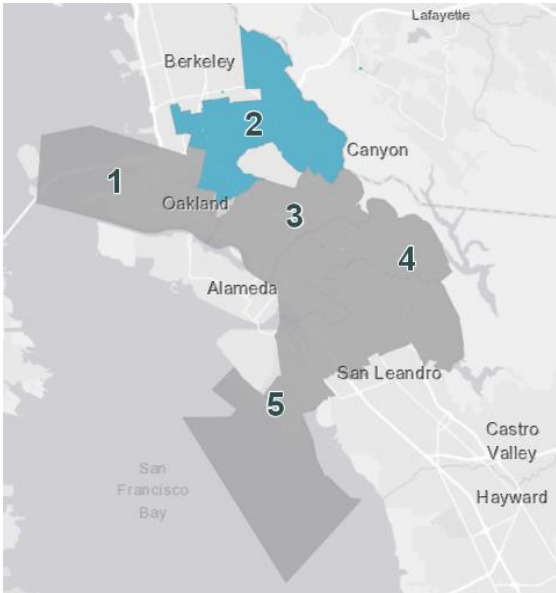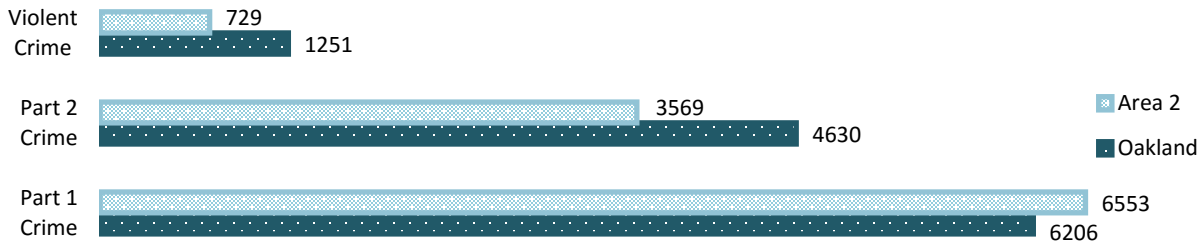### Area 2: Uptown and North Oakland

Figure 16: OPD Area 2

Table 7. CRO Projects, Area 2

Patrol	30 projects
Homeless Encampments	20 projects
Blight	18 projects
Traffic	15 projects
Community Outreach/ Engagement	14 projects
City Agency/ Other Collaboration	13 projects
Robbery/ Burglary	10 projects
Operations	8 projects
Business/ Property Inquiries	7 projects
Intelligence Gathering	6 projects
Nuisance	6 projects

Figure 17: Area 2 Annual Crime Rates, 2014-2017

Violent Crime: Area 2: 729, Oakland: 1251

Part 2 Crime: Area 2: 3569, Oakland: 4630

Part 1 Crime: Area 2: 6553, Oakland: 6206

Area 2 consists of Uptown and North Oakland. In June 2018, there were seven CROs and seven CRTs. Compared with the city overall, crime in Area 2 is the lowest in the city, with the biggest problems in this area taking the form of larceny, fraud, forgery and counterfeiting, and vandalism. Figure 17 above offers a snapshot of the average annual crime rate in Area 2 over the analysis period of 2014-2017. As the figure shows, Part 1 crime is slightly higher than the city average (driven in large part by high larceny rates compared with the rest of the city), but Part 2 crimes and violent crimes are below the city average.

Patrol-related projects were the most common, followed by projects focused on homeless encampments. Most patrol-related projects entailed conducting security checks on homeless encampments or properties recently burglarized/robbed as well as increasing police presence to deter auto burglaries. Projects focused on homeless encampments described using Operation Dignity (provides mobile street outreach and linkages to supportive services) and collaboration with Public Works.

Area 3: San Antonio, Fruitvale, and the Lower Hills
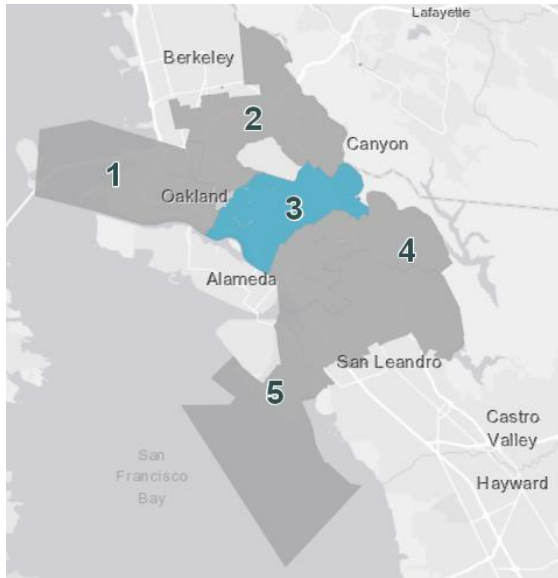
Figure 18: OPD Area 3

Table 8. CRO Projects, Area 3

Patrol	22 projects
Community Outreach/ Engagement	20 projects
Blight	17 projects
Nuisance	14 projects
Traffic	13 projects
City Agency / Other collaboration	11 projects
Operations	9 projects
Business/ Property Inquiries	7 projects
Intelligence Gathering	5 projects
Robbery/ Burglary	5 projects
Homeless encampment	3 projects

Figure 19: Area 3 Annual Crime Rates, 2014-2017
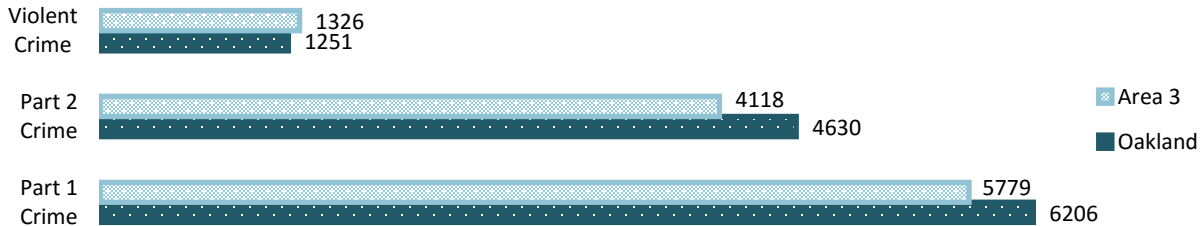
Area 3 consists of San Antonio, Fruitvale, and the Lower Hills. In June 2018, there were eight CROs and six CRTs. During the analysis period, crime in Area 3 approximated the citywide average. Violent crime in Area 3 was slightly above the city average, with robbery and rape rates in particular being relatively high compared to the rest of the city. Table 10 above shows the average annual crime rate in Area 3 over the analysis period of 2014-2017. Both Part 1 and Part 2 crime rates are slightly below the city average, and the violent crime rate is slightly above the city average (Figure 21).

Similar to Area 2, patrol-related projects were the most common in Area 3. Unlike Areas 1 and 2, projects related to homeless encampments were the lowest in Area 3. Most patrol projects in Area 3 involved proactive policing to reduce illegal activity such as burglaries. Other patrol projects focused on enforcement activities such as citing and arresting individuals. Most of the projects coded as community outreach/engagement were focused on educating business owners on how to prevent burglaries of their businesses. Other CRO projects included educating community members on public safety precautions, how to report prostitution activity, vehicle burglary prevention, and traffic safety.

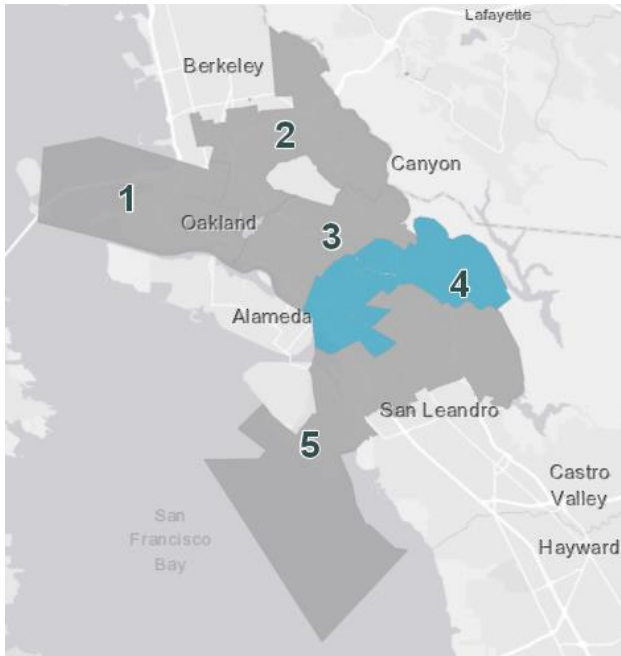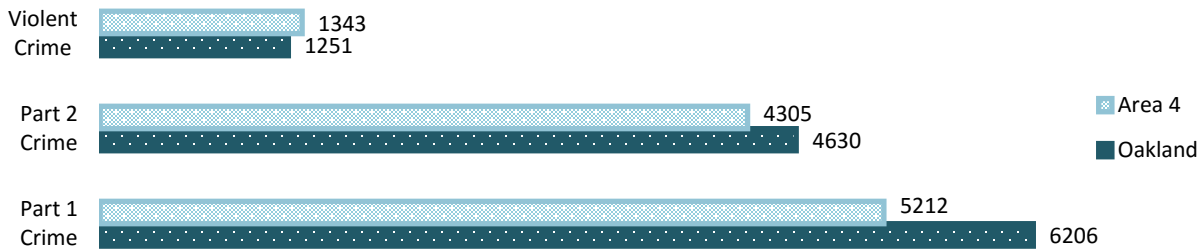**Area 4: East Oakland, Mills, and Leona**

Figure 20. OPD Area 4

Table 9. CRO Projects, Area 4

Patrol	34 projects
Blight	26 projects
Business/ Property Inquiries	15 projects
Operations	11 projects
Traffic	11 projects
Community Outreach/ Engagement	10 projects
City Agency / Other collaboration	8 projects
Nuisance	8 projects
Intelligence Gathering	6 projects
Homeless encampment	3 projects
Robbery/ Burglary	3 projects

Figure 21: Area 4 Annual Crime Rates, 2014-2017

Violent Crime: Area 4 1343; Oakland 1251
Part 2 Crime: Area 4 4305; Oakland 4630
Part 1 Crime: Area 4 5212; Oakland 6206

Area 4 consists of the northern part of East Oakland, Mills, and Leona. In June 2018, there were six CROs and six CRTs. Crime in Area 4 during the analysis period was fairly close to the city average, with violent crime rates slightly above average and Part 1 and 2 crime rates slightly below (Figure 23). Compared with the rest of Oakland, Area 4 has particular challenges in the form of robberies, motor vehicle theft, simple assault, weapons and drug crimes, and runaway minors. Table 9 shows the average counts for each crime type in Area 4 over the analysis period of 2014-2017.

From 2014-2018, Patrol and Blight were the most common project types in Area 4 and homeless encampment projects were the least common project type. Most patrol-related projects focused on traffic enforcement and safety (i.e. sideshow[13]) followed by narcotic activity. The majority of blight projects involved towing abandoned vehicles, elimination of illegal dumping, and the removal of squatters.

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[13] "Sideshow" is reckless driving within large crowds of spectators, often involving the discharge of firearms.

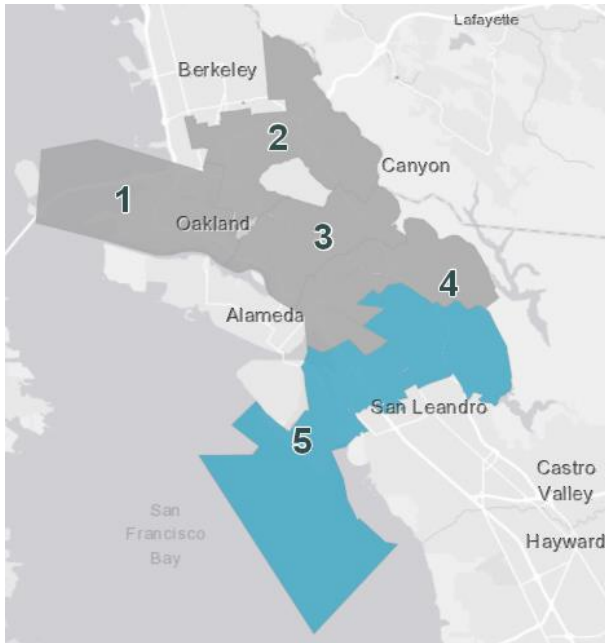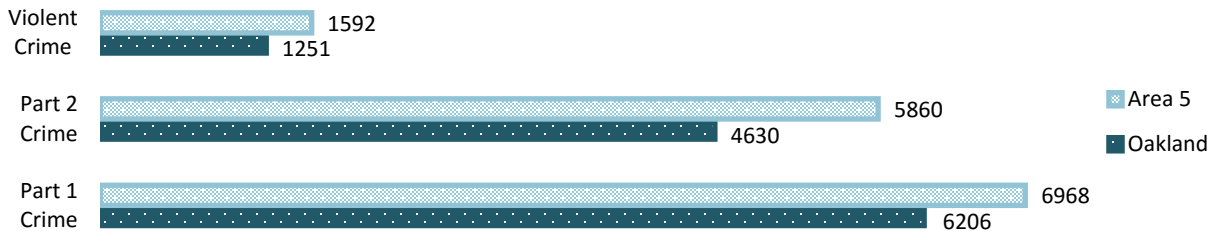### Area 5: East Oakland and Knowland Park

Figure 22. OPD Area 5

Table 10. CRO Projects, Area 4

Patrol	15 projects
Blight	12 projects
Business/ Property Inquiries	12 projects
Community Outreach/ Engagement	10 projects
Intelligence Gathering	9 projects
City Agency / Other collaboration	6 projects
Nuisance	6 projects
Operations	6 projects
Homeless encampment	3 projects
Robbery/ Burglary	3 projects
Traffic	3 projects

Figure 23: Area 5 Annual Crime Rates, 2014-2017

Area 5 consists of the southern part of East Oakland and Knowland Park. In June 2018, there were seven CROs and seven CRTs. Area 5 experienced the highest violent crime rate in the city during the analysis period and higher than average Part 1 and 2 crimes (Figure 25). Among other challenges, Area 5 faces particular problems with weapons violations, offenses against family and children, simple and aggravated assault, burglary, and motor vehicle thefts.

In Area 5, patrol, blight, and business/ property inquiries were the top project types while homeless encampments, robbery/ burglary and traffic projects were the least frequent. Similar to Area 4, patrol-related projects involved security checks to deter illegal activity and reduce the calls for service. Most of blight-related projects were described as having the goal to reduce the sale of narcotics and other illegal activities by towing abandoned vehicles and removing trash/debris. As with Area 4, business/property-related projects aimed to remove squatters from abandoned properties.

Key Findings

Following the framework of OPD's Strategic Plan, our key findings and recommendations are organized around OPD's overarching goals: 1) Reduce crime; 2) Strengthen community trust and relationships; and 3) Achieve organizational excellence. By organizing our key findings and recommendations this way, OPD has an opportunity to align its ongoing efforts (as laid out in the Strategic Plan) with our recommendations.

Crime Reduction

FINDING 1.   Violent crime is trending down in Oakland.

Citywide crime decreased by 11% between 2014 and 2017. Across the full analysis timeframe (January 2014 – September 2018), violent crime peaked in the third quarter of 2015 and hit a low in the third quarter of 2018. While violent crime is down across the City,[14] actual rates fluctuate among patrol areas.

FINDING 2.   Across patrol areas, there is an inverse relationship between violent crime and the number of CRO projects. Area 2 has the lowest crime rates and the highest number of CRO projects. Area 5 experiences the highest rate of violent crime and has lowest number of CRO projects.

RDA observed an inverse relationship between the rates of violent crime and the rates of CRO projects within each patrol area. As noted earlier in Figure 13, Areas 2, 3, and 4 have the most CRO projects documented, whereas Areas 1 and 5 have the fewest. Area 2 experiences the lowest crimes rates of all the patrol areas, including both Part 2 crime and violent crime, and Areas 3 and 4 have lower crime rates than Areas 1 and 5. RDA's observation shows an inverse correlation but, and this is important to note, the relationship is not necessarily causal; there are many factors impacting CRO projects.

Fostering Community Relationships

FINDING 3.   Over the last year, OPD worked to improve community relationships by increasing communication and fostering engagement with stakeholders.

In alignment with a recommendation from RDA's Year One Evaluation Report, OPD has improved community outreach and engagement activities in 2018. The Department's broad-based communication strategy with external stakeholders highlighted positive stories through social media and other channels, focusing on relationship-building within the community. OPD has worked to improve social media connections within the Oakland community, publishing positive stories about police/community collaboration and projects. In support of this goal, OPD provided social media training to some of its officers.

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[14] According to the Pew Center, violent crime in the U.S. has fallen sharply over the past quarter century. Based on FBI numbers the violent crime rate fell 49% between 1993 and 2017. http://www.pewresearch.org/fact-tank/2019/01/03/5-facts-about-crime-in-the-u-s/

FINDING 4. Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

OPD is making efforts to incorporate community policing goals into all public-facing assignments to effectively implement Measure Z goals. CROs and CRTs spend most of their time in their assigned communities, which means they hold deep neighborhood connections and understand both current and evolving neighborhood-level needs. CROs demonstrate extensive professional tools to support their community-building work, including soft social-emotional skills that help them successfully engage with communities during monthly presentations at Neighborhood Council meetings. Staff and leadership shared that these soft skills are job expectations for CROs, who are required to attend community events at least monthly. CRT officers are required to attend one community event every three months – and patrol officers have been recently required to engage in one community building project per squad per year, as well as host and attend community events and living room meetings. In addition, all OPD personnel are completing two phases of procedural justice training. To be the most effective, it is best practice for community policing and relationship building to permeate all aspects of departmental operations and leadership.

Organizational Excellence

FINDING 5. OPD continues to embrace an intelligence-led, geographic, and community-oriented approach to policing—from leadership to line staff.

OPD continues to embrace many core principles of intelligence-led policing, geographic policing, and community-based policing. Tenured staff noted that OPD's approach today is considerably more strategic, coordinated, and responsive to community needs than it has been in the past. For example, CROs and CRTs use several data sources to triangulate information – including crime statistics, social media, community intelligence, and technology to locate gun shots – when making strategic decisions. Several stakeholders who spoke with RDA attributed OPD's improved precision during operations to these intelligence-led and geographic policing approaches. Improving precision reduces the "policing footprint" in neighborhoods that have been historically over-policed. OPD leadership shared that these strategies reflect their efforts to improve police/community relationships.

FINDING 6. OPD has worked to improve internal collaboration and communication among units, but there are opportunities to better coordinate ground operations, particularly between CROs/CRTs and Ceasefire.

OPD is successfully working to improve internal communication, collaboration, and coordination in a variety of ways, including daily interactions between CRTs/CROs and robbery/homicide investigators and participating in the weekly shooting review meetings led by Ceasefire. These shooting reviews support intra-departmental coordination by providing a joint forum for all units to discuss departmental priorities and local issues in real-time. Despite these successes, CRO and CRT officers report barriers to effective

coordination with Ceasefire, such as inconsistent sharing of information between these units. Because CRTs and CROs rely on information-sharing to prevent local crime and help solve projects, this barrier to communication impedes their effectiveness. Officers report that some Areas once held joint line-ups with the Ceasefire units, but no longer do. According to staff on the ground, the lack of consistent communication has led to some conflicting and overlapping operations among different units.

FINDING 7.   CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale and retention.

CROs and CRTs reported frequent and unpredictable changes to both their assignments and their schedules, especially for special events like street festivals, concerts, sideshow, club detail, etc. OPD leadership shared that the Department aims to provide advance notice as early and as often as possible, but, at the same time, acknowledges that CROs and CRTs are the first personnel to be redeployed when operational needs evolve rapidly due to their position's flexible schedule. Officers and some OPD leadership agreed that unplanned assignment changes can impede CROs' and CRTs' ongoing, longer-term community work, especially when temporary re-deployment take officers into other patrol areas. Stakeholders also mentioned that workweeks stretching up to eight consecutive days can lead to physical and mental fatigue, and generally low morale.

Despite cited high levels of collaboration between CROs and CRTs, officers shared that abrupt scheduling changes limit the amount of overlap between CRO and CRT shifts within an area. This limits potential opportunities for joint activities, which affects the types of operations that an area pursues.

FINDING 8.   Staffing and redeployment data were unavailable for evaluation as originally planned.

The Department was unable to provide the evaluators with access to staffing data such as reliable data to calculate retention and turnover for Measure Z staff. This limited the degree to which RDA could include staffing levels and retention analyses in the current evaluation. Furthermore, as described in other sections, OPD is not capturing redeployment data. Maintaining accurate, reportable staffing data is critical to this evaluation process as well as to organizational processes internally.

Role of Community Resource Officers

FINDING 9.   Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects designed to resolve neighborhood problems.

CROs initiated and documented 503 projects between January 2014 and October 2018. CRO staff demonstrated deep knowledge of local needs and patterns of criminal activity in their assigned geographic communities. They successfully utilize this knowledge to assist and support local community members, which is a core part of the community policing model. CROs work on CRO projects that address community priorities and neighborhood-level needs. While CROs initiated and documented hundreds of community-oriented CRO projects, there are disparities in the number of projects implemented across each patrol area, as noted above in Finding 2.

FINDING 10.   Existing data collection tools and data reporting practices do not capture the full extent of CRO work and their impact on communities.

Despite widespread buy-in for data-informed policing strategies, CROs are not consistently and thoroughly capturing their project and project activities in SARAnet. During the analysis of SARAnet data, RDA experienced difficulty analyzing all projects inputted in SARAnet due to inconsistency across each component (Scanning, Analysis, Response, and Assessment) and incomplete fields. This led to the omission of a significant number of projects from this report's analysis. RDA highlighted this finding in the Year One evaluation report. Without reliable information from SARAnet about the successes of CRO activities, performance is difficult to evaluate.

Furthermore, the SARAnet database currently does not capture all of CROs' daily activities that are community driven and promote public safety. Some activities observed were not part of a project but contribute to meeting the goals of Measure Z. For example, during the observations, a CRO officer pulled over to assist a car that needed to be pushed out of the street. After supporting the civilian, the CRO shared with RDA the importance of promoting a positive image of officers through small actions.

Role of Crime Reduction Team Officers

FINDING 11.   CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs in bordering patrol areas.

CROs and CRTs within each patrol area have collaborative meetings on a weekly basis—called joint lineups—to discuss OPD priorities and coordinate their policing activities such as operations. These meetings are also opportunities to ensure that CROs and CRTs are not duplicating efforts or utilizing the same resources.

FINDING 12.   CRTs are successfully collaborating with CROs within the same patrol area and are also collaborating with CROs/CRTs in bordering patrol areas.

CRT staff report that when there are planned trainings, squads frequently have the opportunity to send up to two officers. Because coverage needs on the ground prevent the entire unit from being able to attend the same training, officers use a "train the trainer" practice of reporting in order to transfer the new knowledge to the entire unit after a training. CRTs expressed appreciation for these opportunities, and also expressed a desire for more frequent opportunities to deepen their skill sets.

Officers shared that, previously, new CRT assignments would have mentorship opportunities from tenured staff. But, the current trends of low officer retention and high turnover mean fewer opportunities for this kind of onboarding support. Though Measure Z allocates funds specifically for training, some CRTs report that the process for requesting and accessing these resources is both unclear and challenging.

FINDING 13.   CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their performance.

Similar to CROs in Finding 10 above, CRTs demonstrated sophisticated knowledge of neighborhood histories, prominent community members, and networks operating in their assigned patrol area. This knowledge supports them in carrying out their operation activities effectively. Despite this observation, measuring and evaluating success is challenging because CRT units are not capturing CRT-specific activity reports. Shooting review provides OPD with the ability to track CRT activities connected to an ongoing shooting investigation. While some units shared that they maintain internal accounts of their "successes," without a consistent record of activities or performance data, progress cannot be evaluated. Without clear performance metrics, the impact of CRT efforts are difficult to quantify and demonstrate.

Conclusion

Overall, it is clear CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z. For example, throughout our data collection, CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRTs expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z. With due consideration given to the challenges the department faces, RDA provides the following recommendations:

Recommendations

RECOMMENDATION 1. Continue to broaden the community policing philosophy more widely within the Department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

According to the fourth pillar of the *President's Task Force on 21st Century Policing* report, community policing requires the active building of positive relationships with members of the community. RDA's extensive observations suggest that OPD can continue to foster growth in this area by encouraging all personnel to develop stronger community relationships. As it is now, some OPD personnel revealed they understand community policing to be the work of CROs rather than a department-wide strategy to be employed by all officers. To develop a more holistic understanding of what community policing is, and to most effectively deploy its principles, OPD should establish an internal communication strategy that frequently highlights any community policing done by all sworn personnel – not just CROs.

RECOMMENDATION 2. Assign an analyst to review data including CRO/CRT scheduling and rescheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling to more efficiently deploy resources.

With an acknowledgement of OPD's ongoing efforts to maintain predictability and regularity in CRO and CRT schedules, many of the officers in these roles connected abrupt scheduling changes directly to morale issues. Thematically, this emerged consistently throughout internal OPD survey responses as well as through focus groups and interviews. OPD should analyze existing information to identify ways to build more predictability around rescheduling and to minimize unnecessary use of the "flex" scheduling that draws these officers away from their community work. RDA recommends that the department not only review existing data to better predict resourcing needs, but also that leadership clearly communicate results to the CROs to improve perceptions and morale. Analyzing these data on a regular, ongoing basis

will allow leadership to make more informed deployments. Perhaps more importantly, this analysis will allow leadership to communicate to officers the steps being taken to reduce the abrupt scheduling changes impacting their morale.

RECOMMENDATION 3. Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

The weekly shooting review meeting is one vehicle for collaboration among CRTs, CROs, and Ceasefire. However, this meeting is narrowly focused on fostering effective communication to address shootings. OPD can build on the success of this collaborative meeting by streamlining communication among the units to ensure that both units have a clear understanding of ongoing area operations that are related to all violent crime (not only shootings.)

RECOMMENDATION 4. Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals.

RDA's analysis of projects coded in SARAnet suggests that OPD can better target CRO projects to more explicitly advance the Measure Z goals of reducing violent crime and promoting stronger community relationships. One way to achieve this is by developing strategic communication that articulates in explicit terms how specific projects are intended to advance Measure Z goals.

Appendix A: SARAnet Project Coding Key

Code	Key Words
Blight	Dumping, clean, tow, loiter, abandon, special enforcement, illegally parked, tag
Business/ Property Inquiries	Owner, employees, trespassing, business, property, squat, landlord, manager, illegal business, eviction
City Agency / Other Collaboration	Partnership, department, Caltrans, coordinate, homeless outreach unit, arrange, request, City, schedule, Operation Dignity, Public Works, signage, City Administrator's Office, Oakland Department of Transportation, work with
Community Outreach/ Engagement	Meeting, contact, educate, education, advise, disseminate information, outreach, communicate, awareness, CPTED
Homeless Encampments	Homeless, encampment, clean up, Operation Dignity, tent
Intelligence Gathering	Identify, learn, observation, statistical analysis, gather, inspect, evaluate, security video
Nuisance	Nuisance, excessive noise, drinking, disturbing the peace, loitering
Operations	Operation, surveillance, search warrants, drug/ narcotic, prostitution, undercover, gang
Patrol	Visible presence, patrol, security check, police presence, (code) enforcement
Robbery/ Burglary	Robbery, burglary, CPTED, street light
Traffic	Traffic, crosswalk, pedestrian, vehicle code, OPD traffic, CHP, stops, cyclists, sideshow

TO:	**SAFETY & SERVICES OVERSIGHT COMMISSON (SSOC)**
FROM:	**Kirsten LaCasse**
SUBJECT:	Measure Z - Public Safety and Services
DATE:	January 28, 2019

Attached to this cover sheet is the staff Agenda Report for the Measure Z - Public Safety and Services Violence Prevention Act of 2014 Independent Audit Report scheduled for Public Safety Committee on February 19, 2019.

For questions, please contact Kirsten LaCasse at klacasse@oaklandnet.com or 510-238-6776.

AGENDA REPORT

CITY OF OAKLAND

TO:	Sabrina B. Landreth City Administrator	**FROM:**	Katano Kasaine Finance Director
SUBJECT:	Measure Z – Public Safety and Services Violence Prevention Act of 2014 Audit Report	**DATE:**	January 22, 2019

City Administrator Approval   Date:

RECOMMENDATION

Staff Recommends That The City Council Receive The Measure Z – Public Safety and Services Violence Prevention Act Of 2014 Audit Report For The Year Ended June 30, 2018.

EXECUTIVE SUMMARY

The Finance Department is pleased to present to the City Council the attached Measure Z – Public Safety and Services Violence Prevention Act of 2014 Audit and Program Status Report for Fiscal Year (FY) 2017-18.

Measure Z, Part 1, Section 3.4 and Part 2, Section 1, as well as Government Code Section 50075.3 (a) and (b), require the Chief Financial Officer to present to the governing board an annual report identifying: (a) the amount of funds collected and expended and (b) the status of any project required or authorized to be funded.

Williams, Adley & Company-CA, LLP, an independent accounting firm and subcontractor to Macias, Gini & O'Connell, the City's external auditor, performed the Measure Z – Public Safety and Services Violence Prevention Act of 2014 financial audit for the year ending June 30, 2018 **(Attachment A)**. This report also provides the annual program status report for the Measure Z programs (Community and Neighborhood Policing, Violence Prevention Services with an Emphasis on Youth and Children, Fire Services, Program Audit and Oversight), for Fiscal Year (FY) 2017-2018 in accordance with Government Code Section 50075.3 (b).

The Independent Auditor's Report for fiscal year ended June 30, 2018 did not contain any findings and did not identify any deficiencies in internal controls.

BACKGROUND / LEGISLATIVE HISTORY

On November 2, 2004, Measure Y was passed by Oakland voters, providing approximately $20 million per year for 10 years to fund violence prevention programs, additional police officers, and fire services from a parcel tax and parking tax surcharge. In November 2014, Oakland voters approved the City's Public Safety and Services Violence Prevention Act of 2014 (Measure Z) which renewed the parcel tax at the same rate of Measure Y per property unit and parking tax of 8.5 percent for 10 years.

Measure Z requires the City to maintain a minimum of 678 sworn police officers unless some sudden, unforeseen event sharply affects the City's financial status. If the City fails to budget for at least this many officers in any given year, the City would be prohibited from levying either the parcel tax or the parking tax. In accordance with Government Code sections 50075.1 and 50075.3(a), and City of Oakland Resolution No. 78734 C.M.S., an independent audit shall be performed to assure accountability and the proper disbursement of the proceeds of the tax and the status of Measure Z programs.

ANALYSIS AND POLICY ALTERNATIVES

The Measure Z audit report reflects the independent auditor's opinion that the Measure Z financial schedule of revenues and expenditures fairly presents, in all material respects, Measure Z activities, in conformity with United States generally accepted accounting principles, and in compliance with the purposes for which Measure Z was approved by the voters. The audit disclosed no instances of noncompliance or other matters that are required to be reported under Government Auditing Standards.

The Measure Z expenditures for FY 2017-18 by program are summarized below, along with a description of each program. The audit report provides further details on program deliverables during FY 2017-18.

Measure Z revenues collected totaled $26.8 million in FY 2017-18 and were generated mainly from the parcel tax ($16.5 million) and parking tax surcharge ($10.3 million). Expenditures for FY 2017-18 totaled $28.4 million. At June 30, 2018, Measure Z fund balance was $4 million. Table 1 provides a summary of Measure Z expenditures by program.

Table 1: Measure Z Summary by Program

Program	Program Description	FY 2017-18 Expenditures
Community and Neighborhood Policing	Hire and maintain at least a total of 63 officers assigned to the following specific community policing areas: neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention, and officer training and equipment.	$ 16,573,157
Violence Prevention Services with an Emphasis on Youth and Children	Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.	$ 8,970,812
Fire Services	Maintain staffing and equipment to operate 25 fire engine companies and seven truck companies, expand paramedic services, and establish a mentorship program at each station.	$ 2,000,000
Program Audit and Oversight	*Evaluation:* Not less than one percent or no more than three percent of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved. *Audit/Administration*: In addition to the evaluation amount, tax proceeds may be used to pay for the audit specified by Government Code Section 50075.3.	$ 847,901
TOTAL		**$ 28,391,870**

FISCAL IMPACT

This is an informational report only; there is no fiscal impact.

PUBLIC OUTREACH / INTEREST

This item did not require any additional public outreach other than the required posting on the City's website.

COORDINATION

This report was prepared in coordination with the Oakland Police Department, Oakland Fire Department, Human Services, City Administrator's Office, and the City Attorney's Office.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

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

Social Equity: There are no social equity opportunities associated with this report.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council receive the Measure Z – Public Safety and Services Violence Prevention Act of 2014 Audit Report for the year ended June 30, 2018.

For questions regarding this report, please contact Kirsten LaCasse, Controller, at (510) 238-6776.

Respectfully submitted,

_____
KATANO KASAINE
Finance Director
Finance Department

Reviewed by:
Kirsten LaCasse
Controller
Finance Department, Controller's Bureau

Prepared by:
Stephen Walsh,
Assistant Controller

Attachment (1):

A: Measure Z – Public Safety and Services Violence Prevention Act of 2014 Independent
    Auditor's Report and Budgetary Comparison Schedule For the Year Ended June 30, 2018

CITY OF OAKLAND - MEASURE Z

Measure Z - Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule and Other Information

Year Ended June 30, 2018

(With Independent Auditor's Report Thereon)

WILLIAMS ADLEY

WILLIAMS, ADLEY & COMPANY-CA, LLP

Certified Public Accountants / Management Consultants

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule and Other Information
Year Ended June 30, 2018

Table of Contents

INDEPENDENT AUDITOR'S REPORT

To the Honorable Mayor and Members of the City Council
City of Oakland, California

Report on the Financial Schedule

We have audited the accompanying budgetary comparison schedule of the City of Oakland's (City) Measure Z – Public Safety and Services Violence Prevention Act of 2014 (Measure Z), a fund of the City, for the year ended June 30, 2018, and the related notes to the budgetary comparison schedule, which collectively comprise the financial schedule.

Management's Responsibility for the Financial Schedule

Management is responsible for the preparation and fair presentation of the financial schedule in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of a financial schedule that is free from material misstatement, whether due to fraud or error.

Auditor's Responsibility

Our responsibility is to express an opinion on the financial schedule based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedule is free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial schedule. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the financial schedule, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial schedule in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial schedule.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Opinion

In our opinion, the financial schedule referred to above presents fairly, in all material respects, the revenues and expenditures of Measure Z for the year ended June 30, 2018 in conformity with the basis of accounting described in Note B.

Emphasis of Matter

The financial schedule was prepared to present the total revenues and expenditures of the Measure Z fund, as described in Note B, and does not purport to, and does not, present fairly the changes in the City's financial position for the year ended June 30, 2018 in conformity with accounting principles generally accepted in the United States of America. Our opinion is not modified with respect to this matter.

Other Matters

Other Information

Our audit was conducted for the purpose of forming an opinion on the financial schedule as a whole. Measure Z Annual Reporting on pages 11 through 18 is presented for purposes of additional analysis and is not a required part of the financial schedule.

Measure Z Annual Reporting information has not been subjected to the auditing procedures applied in the audit of the financial schedule and, accordingly, we do not express an opinion or provide any assurance on it.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we have also issued our report dated December 18, 2018, on our consideration of the City's internal control over financial reporting as it pertains to Measure Z and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control over financial reporting and compliance.

Williams, Adley & Company-CA, LLP

Oakland, California
December 18, 2018

2

Measure Z - Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Budgetary Comparison Schedule (On a Budgetary Basis)
Year Ended June 30, 2018

	Original Budget	Final Budget	Actual	Positive (Negative) Variance
Revenues:				
Parcel tax	$ 16,260,883	$ 16,260,883	$ 16,536,305	$ 275,422
Parking tax surcharge	10,387,475	10,387,475	10,253,257	(134,218)
Total revenues	26,648,358	26,648,358	26,789,562	141,204
Expenditures:				
Community and Neighborhood Policing				
Salaries and employee benefits	13,149,518	14,949,169	15,568,823	(619,654)
Other supplies and commodities	-	118,671	109,144	9,527
Other contract services	1,154,059	789,941	621,559	168,382
Other expenditures	-	290,980	273,631	17,349
Total Community and Neighborhood Policing expenditures	14,303,577	16,148,761	16,573,157	(424,396)
Violence Prevention with an Emphasis on Youth and Children				
Salaries and employee benefits	1,963,226	2,560,549	1,969,391	591,158
Other supplies and commodities	9,300	67,425	39,336	28,089
Other contract services	7,364,743	9,875,817	6,832,800	3,043,017
Other expenditures	248,952	316,558	129,285	187,273
Total Violence Prevention expenditures	9,586,221	12,820,349	8,970,812	3,849,537
Fire Services				
Salaries and employee benefits	2,000,000	2,000,000	2,000,000	-
Evaluation	717,240	1,440,378	540,408	899,970
Administration	41,320	41,320	307,493	(266,173)
Total expenditures	$ 26,648,358	$ 32,450,808	28,391,870	$ 4,058,938
Excess (deficiency) of revenues over expenditures			(1,602,308)	
Change in fund balance, on a budgetary basis			(1,602,308)	
Items not budgeted:				
Investment income			121,230	
Change in fund balance, on a GAAP basis			(1,481,078)	
Fund balance, beginning of year			5,519,805	
Fund balance, end of year			$ 4,038,727	

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2018

NOTE A – DESCRIPTION OF REPORTING ENTITY

The Oakland City Council (the City Council) approved Resolution No. 78734 on July 20, 2004 submitting the Public Safety and Services Violence Prevention Act of 2004 – Measure Y (Measure Y) and the citizens of the City of Oakland (the City) approved Measure Y in November 2004.

In November 2014, voters in the City of Oakland approved the City's Measure Z which replaced Measure Y starting from July 1, 2015. Measure Z renews a parcel tax ranging between $51.09 and $99.77 per property unit and a parking tax of 8.5 percent for ten years. It requires the City to maintain a minimum of 678 sworn police officers unless some sudden, unforeseen event sharply affects the City's financial status. If the City fails to budget for at least this many officers in any given year, the City would be prohibited from levying either the parcel tax or the parking tax.

The parcel tax is collected with the annual Alameda County property taxes, beginning on July 1, 2015. The annual parcel tax is levied to pay for all activities and services for Measure Z (see below) in accordance with the terms and conditions outlined in the approved ballot measure. Measure Z shall be in existence for a period of ten (10) years. Beginning in Fiscal Year 2015-2016, and each year thereafter, the City Council may increase the tax imposed based on the cost of living for the San Francisco Bay Area, as shown on the Consumer Price Index (CPI). The percentage increase of the tax shall not exceed such increase, using Fiscal Year 2014-2015 as the index year and in no event shall any adjustment exceed 5% (five percent).

Measure Z provides for the following services:

1.   *Community and Neighborhood Policing* – Hire and maintain at least a total of 63 officers assigned to the following specific community- policing areas: neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention, and officer training and equipment. For further detail of the specific community- policing areas see Oakland City Council Resolution No. 85149.

2.   *Violence Prevention Services With an Emphasis on Youth and Children* – Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training. For further detail of the social services see Oakland City Council Resolution No. 85149.

3.   *Fire Services* – Maintain staffing and equipment to operate 25 (twenty-five) fire engine companies and 7 (seven) truck companies, expand paramedic services, and establish a mentorship program at each station with an amount not to exceed $2,000,000 annually from funds collected under Measure Z.

4.   *Evaluation* – Not less than 1% or no more than 3% of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2018

NOTE B – SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Basis of Presentation

The accompanying financial schedule presents only the revenues and expenditures of the Measure Z activities and does not purport to, and does not present fairly the changes in the City's financial position for the year ended June 30, 2018 in conformity with accounting principles generally accepted in the United States of America.

A special revenue fund (governmental fund) is used to account for the City's Measure Z activities. The measurement focus is based upon the determination of changes in financial position rather than upon the determination of net income. A special revenue fund is used to account for the proceeds of specific revenue sources that are legally restricted to expenditures for specified purposes.

Basis of Accounting

In accordance with the provisions of the City Charter, the City adopts an annual budget for Measure Z activity, which must be approved through a resolution by the City Council. The budget for Measure Z is prepared on a modified accrual basis.

Measure Z activity is reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recorded when "susceptible to accrual" (i.e., when they become both measurable and available). "Measurable" means that the amount of the transaction can be determined, and "available" means that revenues are collected within the current period or soon enough thereafter to pay liabilities of the current period. Revenues susceptible to accrual include the parcel tax and parking tax surcharge. The City considers the parcel tax revenues and the parking tax surcharge revenues to be available for the year levied and if they are collected within 60 and 120 days, respectively, of the end of the current year. Expenditures are recorded when a liability is incurred, as under accrual accounting.

Use of Estimates

The preparation of financial statements is in conformity with generally accepted accounting principles requires management to make certain estimates and assumptions that affect the reported amounts and disclosures. Accordingly, actual results may differ from those estimates.

NOTE C - BUDGET

Measure Z – Public Safety and Services Violence Prevention Act of 2014, as approved by the voters in November 2014, requires the adoption of an annual budget, which must be approved by the City Council of the City. The City budgets annually for Measure Z activities. The budget is prepared on the modified accrual basis, except that the City does not budget for charges for services or investment earnings on Measure Z investments.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Notes to the Budgetary Comparison Schedule
Year Ended June 30, 2018

NOTE C – BUDGET (continued)

When the budget is prepared, the City allocates the funds to each program in accordance with the Measure Z Ordinance. Thus, the City ensures that of the total proceeds spent on programs enumerated in the *Community and Neighborhood Policing* and the *Violence Prevention Services with an Emphasis on Youth and Children* sections above, no less than 40% of such proceeds is allocated to programs enumerated in *the Violence Prevention Services with an Emphasis on Youth and Children* section each year Measure Z is in effect.

Budgetary control is maintained at the fund level. Line item reclassification amendments to the budget may be initiated and reviewed by the City Council, but approved by the City Administrator. Any shifting of appropriations between separate funds must be approved by the City Council. Annual appropriations for the budget lapse at the end of the fiscal year to the extent that they have not been expended. At year-end, unobligated appropriations may lapse and remain within the authorized program.

Supplemental budgetary changes made to Measure Z throughout the year, if any, are reflected in the "final budget" column of the accompanying budgetary comparison schedule.

INDEPENDENT AUDITOR'S REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING AND ON COMPLIANCE AND OTHER MATTERS BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE WITH *GOVERNMENT AUDITING STANDARDS*

To the Honorable Mayor and Members of the City Council
City of Oakland, California

We have audited, in accordance with the auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the budgetary comparison schedule of the City of Oakland's (City) Measure Z – Public Safety and Services Violence Prevention Act of 2014 (Measure Z), a fund of the City, for the year ended June 30, 2018, and the related notes to the financial schedule which collectively comprise the financial schedule and have issued our report thereon dated December 18, 2018.

Internal Control over Financial Reporting

In planning and performing our audit of the financial schedule, we considered the City's internal control over financial reporting (internal control) as it pertains to Measure Z, to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinion on the financial schedule, but not for the purpose of expressing an opinion on the effectiveness of the City's internal control. Accordingly, we do not express an opinion on the effectiveness of the City's internal control over financial reporting as it pertains to Measure Z.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial schedule will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or, significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

7

WILLIAMS ADLEY

Compliance and Other Matters

As part of obtaining reasonable assurance about whether the City's Measure Z financial schedule is free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial schedule amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit, and accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

Purpose of this Report

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the City's internal control or on compliance as it pertains to Measure Z. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the City's internal control and compliance as it pertains to Measure Z. Accordingly, this communication is not suitable for any other purpose.

Williams, Adley & Company-CA, LLP

Oakland, CA
December 18, 2018

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Schedule Of Findings And Responses
Year Ended June 30, 2018

There were no findings reported in the current year.

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Status of Prior Year Findings and Recommendations
Year Ended June 30, 2018

There were no findings reported in the prior year.

SUPPLEMENTARY INFORMATION

CITY OF OAKLAND – MEASURE Z
Measure Z – Public Safety and Services Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Annual Reporting
Year Ended June 30, 2018

The following pages provide the financial and program status reports for Measure Z - Public Safety and Services Violence Prevention Act of 2014 for the year ended June 30, 2018 in accordance with Measure Z, Part 1 Section 3.4 and Part 2, Section 1; and Government Code Section 50075.3 (a) and (b).

The program status report is provided for each of the four sections of Measure Z:

a.   <u>Community and Neighborhood Policing:</u> $16,573,157

Hire and maintain at least a total of 63 officers assigned to the following specific community policing areas: Neighborhood beat officers, school safety, crime reduction team, domestic violence and child abuse intervention and officer training and equipment.

b.   <u>Violence Prevention Services with an Emphasis on Youth and Children:</u> $8,970,812

Expand preventive social services provided by the City of Oakland, or by adding capacity to community-based nonprofit programs with demonstrated past success for the following objectives: Youth outreach counselors, after and in school program for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.

c.   <u>Fire Services:</u> $2,000,000

Maintain staffing and equipment to operate 25 fire engine companies and seven (7) truck companies, expand paramedic services, and establish a mentorship program at each station.

d.   <u>Program Audit and Oversight:</u> $847,901

Evaluation: Not less than 1% or no more than 3% of funds appropriated to each police service or social service program shall be set aside for the purpose of independent evaluation of the program, including the number of people served and the rate of crime or violence reduction achieved.

Audit / Administration: In addition to the evaluation amount, tax proceeds may be used to pay for the audit specified by Government Code Section 50075.3.

CITY OF OAKLAND
Measure Z-Public Safety and Services/ violence Prevention Act of 2014
(A Fund of the City of Oakland)
Oakland Police Department Annual Report
Fiscal Year 2017-2018

POLICE DEPARTMENT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2017-2018

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z language)	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	17-18 Status Completed	On-Going	Outcomes	Comments (Program achievements, issues, etc.)
Geographic Policing (OPD)					**Services Performed**	**NOTES:**
Crime Reduction Team (CRT) Program	$ 9,361,936.00	37.00		XX	Strategically geographically deployed officers to investigate and respond to the commission of violent crimes in identified violence hot spots using intelligence-based policing.	
Community Resource Officers (CRO) Program	$ 5,187,018.59	20.50		XX	Engage in problem solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrol, answer calls for service if needed, lead targeted enforcement projects and coordinate these projects with CRTs, Patrol units and other sworn personnel.	
Intelligence-base Violence Suppression Operations Program	$ 1,518,151.78	6.00		XX	Conduct intelligence-based violence suppression operations such as field interviews, surveillance, undercover operations, high visibility patrol, probation/parole compliance checks, search warrants, assist Community Resource Officers projects, violent crime investigation and general follow-up.	
Domestic Violence and Child Abuse Intervention Program				XX	Officers to team with social service providers to intervene in situations of domestic violence and child abuse, including sexual exploitation of children.	
Operation Ceasefire Strategy Program	$ 506,050.60	2.00		XX	Sustaining and strengthening of the City's Operation Ceasefire strategy, including project management and crime analysis positions.	
Subtotal Comm & Neigh Policing - FY16-17	*$ 16,573,156.97*	*65.50*				

12

FIRE DEPARTMENT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2017-2018

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Y language)	Dollar Amount Expended	City Sworn Personnel Employed (FTEs for Full Year)	17-18 Status Completed	On-Going	Outcomes — Services Performed: Number of fire companies retained, paramedic and mentorship services provided	Number of People Served During the Year	Comments (Program achievements, issues, etc.)
Fire Services (Fire)							
Minimum staffing and equipment	$ 2,000,000			xx	25 engines, 7 trucks 26 Advance Life Support (ALS) units, 6 Basic Life Support (BLS) units	2,252 fire response calls, 1,744 of which were confirmed fires. 56,934 EMS response calls 12,931 Other response calls including "good-intent", false alarms, non-fire hazardous	The figures for people served through Oakland Fire Department is a department-wide number. OFD does not distinguish between Measure Z fire department personnel and non-Measure Z fire department personnel. Sworn city personnel employed in FY 2017-18 averaged 455.
Paramedic services	*included in above*			xx	129 total licensed Paramedics (filled by 93 Firefighter Paramedic and 36 Support Paramedic staff)		
Mentorship program	*included in above*			xx	In a total of 593 on-site education training, fire safety education, and careers in fire service		
Subtotal Fire Svcs - FY17-18	$ 2,000,000	455.00					

CITY OF OAKLAND
Measure Z-Public Safety and Services/Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Human Services Department Annual Report
Fiscal Year 2017-2018

HUMAN SERVICES DEPARTMENT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2017-18

A. Status Report ("status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z language)	Dollar Amount Expended	City Personnel Employed (FTEs for Year)	Outcomes: Grantees Providing Services During the Year under Each Category*	Number of People Served During the Year*	Comments, Program achievements, issues etc.
Youth Life Coaching					
1003655	90,000.00		Alameda County Probation	NA - Coordination Services	Engage youth pre-release from the Juvenile Justice Center and facilitate successful re-engagement in school through coaching and mentoring, system navigation, advocacy, and connection to needed resources.
1003655	198,747.00		East Bay Agency for Children	55	
1003655	285,000.00		East Bay Asian Youth Center	67	
1003655	155,000.00		MISSSEY	43	
1003655	200,000.00		OUSD Alternative Ed - Case Mgmt	61	
1003655	80,000.00		OUSD JJC Referral Site	NA - Coordination Services	
1003655	100,000.00		The Mentoring Center	29	
1003655	180,000.00		Youth Alive	49	
Youth Education/Employment Support					
1003657	184,422.31		Alameda County Office of Education	52	Strengthen high risk youth's economic self-sufficiency and career readiness through subsidized summer and after-school work opportunities, wraparound and academic support.
1003657	113,711.29		Bay Area Community Resources	28	
1003657	230,000.00		Youth Employment Partnership	83	
1003657	122,999.00		Youth Radio	29	
Young Adult Life Coaching					
1003670	143,512.81	1.00	HSD Outreach Developer/Lead Life Coach		Re-direct highest risk young adults towards healthy participation in their families and communities through coaching and mentoring, system navigation, advocacy, and connection to needed resources.
1001372-G484767	171,507.90	3.00	HSD Case Managers/Life Coaches	75	
1003671	64,981.62		Participant Incentives/Stipends	NA	
1000572-G484856	24,215.37				
1003656	350,000.00		California Youth Outreach	94	
1003656	116,000.00		NOHA Aboelata - Roots Health Ctr	31	
1003656	350,000.00		The Mentoring Center	73	
1003656	115,932.56		Abode Services	37	
Young Adult Education/Employment Support					
1003658	82,873.78		Beyond Emancipation	42	Enhance the long-term employability of high-risk young adults through the development of skills and education, with a focus on subsidized work experience, successful placement and retention.
1000572-G484852	8,182.26		BOSS	85	
1003658	199,500.00		Center For Employment	220	
1003658	320,000.00		Civicorps	56	
1003658	250,000.00		Oakland Private Industry	54	
1003658	158,079.77				
Crisis Response: Victims of Family Violence and Commercially Sexually Exploited Children					
1003662	450,000.00		Family Violence Law Center	2090	Provide legal, social, and emotional support services to victims of family violence, including young children. Conduct outreach to commercially sexually exploited youth and work to end their exploitation through wraparound support and transitional housing access.
1003661	80,000.00		MISSSEY	85	
1003661	71,000.00		Bay Area Women Against Rape	92	
Crisis Response: Homicide and Shooting Victims					
1003659	100,000.00		California Youth Outreach	38	Provide response and support, including social-emotional support, for those who have lost a loved one to gun violence in Oakland, or who have themselves been injured by gun violence or other serious physical assault. Reduce retaliatory violence by helping high risk youth and young adults mediate conflicts and connecting them to appropriate services and resources.
1003659	300,000.00		Catholic Charities of the East Bay	659	
1003660	315,142.52		Building Opportunities for Self (BOSS)	74 individual, 3037 event participants	
1003660	789,999.37		Youth Alive (Street Outreach)	155 individual, 2835 event participants	
1003659	125,000.00		Youth Alive (Hospital Response)	150	
1003672	143,820.18	1.00	HSD Street Outreach Services Liaison	NA - Coordination Services	
1003674	170,114.02	1.00	HSD Violence Prevention Coordinator	NA - Coordination Services	

14

CITY OF OAKLAND
Measure Z-Public Safety and Services/Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Human Services Department Annual Report
Fiscal Year 2017-2018

Program Name & Description (According to Measure Z language)	Dollar Amount Expended	City Personnel Employed (FTEs for Year)	Outcomes		Comments, Program achievements, issues etc.
			Grantees Providing Services During the Year under Each Category*	Number of People Served During the Year*	
Community Asset Building and Innovation Fund					
1003668	138,540.07	1.00	Community Engagement Coordinator		Provide training, education, and resources to participants, grantees, and residents impacted by violence to increase their leadership capacity and involvement in violence prevention efforts. Provide innovative approaches to violence intervention such as juvenile diversion through restorative justice approaches and school community climate improvement efforts.
1003669 - Salaries	101,509.22				
1003669- Supplies/Other	23,541.67				
1000572-G484852- G484873-Salaries	17,715.61	2.00	Community Engagement Staff	1915 event participants	
1000572-G484852 - Supplies/Stipend	10,896.67				
1001372-G484752-Supplies	4,363.52				
1001372-G484750 -Salaries	84,813.35				
1000001-Mayor's org 01111	65,950.58	1.00	Venus Denise Johnson	NA - Coordination Services	
1003663	99,500.00		Community Works West Inc.	35	
1001372-G484773	48,166.34		Youth Employment Partnership	24	
1003663	100,000.00		Seneca Family of Agencies	63	
1003665	200,000.00		Bright Research Group	270 event participants	
1001372-G484770	49,999.75				
1003665	25,062.50		Pathways Consultants	NA - Coordination Services	
1001372-G484760	12,981.25		Urban Strategies Council	NA - Coordination Services	
1000572-G484860	500.00		The Mentoring Center	26	
1003664	170,000.00				
Supporting All Categories					
1003654 - Salaries	137,692.67	5.85	HSD Administrative Personnel		
1003654 - Supplies	2,747.02				
1003654- Other	14,471.63				
1003654-Salaries	574,209.22				
1000572-G484850 - Salaries	110,150.84	2.00			
1001372-G484750-Salaries	11,132.09				
1001362-G491510/Salaries	39,317.09	0.40	HSD Support of MZ Evaluation		
1001362-G491510/Other	240.84				

Subtotal Violence Prev Svcs - FY17-18   *8,970,811.89*   *18.25*

*NOTES:
FY17-18 contained one contract period that began in July 2017 and continued through June 2018. Outcomes reflect individual services unless noted.
Some grantees received funding for the same contract, in the same strategy, through two project codes (MZ 15-16 or MZ 16-17 carryforward funds).
Grantees that received funding from both project codes for the same contract/strategy are listed next to one another, and outcomes are the same for both funding sources in that strategy.
Please note also that some grantees are funded in multiple strategies; in this case, outcomes are reported separately for the relevant agency in each strategy.

15

CITY OF OAKLAND
Measure Z-Public Safety and ServicesVfiolence Prevention Act of 2014
(A Fund of the City of Oakland)
Human Services Department Annual Report
Fiscal Year 2017-2018

Summary	Administration	Service Strategies	MZ-Evaluation	MZ- Mayor's Allocation
Salaries	827,846.97	951,463.51	39,317.09	150,763.93
Supplies	3,222.38	38,898.21		
Contracts	-	6,832,799.70		
Other	14,572.01	111,687.25	240.84	0
Total	845,641.36	7,934,848.67	39,557.93	150,763.93

Detail	Salaries	Supplies	Contracts	Other	Total
1001372-G484750	11,132.09				11,132.09
1000572-G484850	104,812.99	475.39		100.38	105,388.76
1003654	711,901.89	2,746.99		14,471.63	729,120.51
Sub-total Administration	827,846.97	3,222.38		14,572.01	845,641.36
G491510 -MZ-Evaluation	39,317.09	-	-	240.84	39,557.93
1001372-G484750				84,813.35	84,813.35
1000001-Mayor's org 01111				65,950.58	65,950.58
Sub-total MZ- Mayor's office				150,763.93	150,763.93
1000572	22,477.06	10,405.07	8,682.26	24,707.00	66,271.39
1001372	59,981.62	4,363.52	116,147.34	-	180,492.48
1003655			1,288,747.00		1,288,747.00
1003656	-		931,932.56		931,932.56
1003657			651,132.60		651,132.60
1003658			1,010,453.55		1,010,453.55
1003659		-	525,000.00		525,000.00
1003660	-		1,105,141.89		1,105,141.89
1003661	-		151,000.00		151,000.00
1003662	-		450,000.00		450,000.00
1003663	-		199,500.00		199,500.00
1003664			170,000.00		170,000.00
1003665			225,062.50		225,062.50
1003668	138,540.07				138,540.07
1003669	101,509.22	15253.67	-	8,288.00	125,050.89
1003670	143,512.81				143,512.81
1003671	171,507.90	8875.95		78,692.25	259,076.10
1003672	143,820.81		-		143,820.81
Sub-total Service Strategies	951,463.51	38,898.21	6,832,799.70	111,687.25	7,934,848.67
Total	1,818,627.57	42,120.59	6,832,799.70	277,264.03	8,970,811.89

16

CITY OF OAKLAND
Measure Z-Public Safety and Services/Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Program Audit and Oversight Department Annual Report
Fiscal Year 2017-2018

PROGRAM AUDIT AND OVERSIGHT

MEASURE Z ANNUAL REPORTING - FISCAL YEAR 2017-18

A. Status Report ("Status of projects required or authorized to be funded")

Program Name & Description (According to Measure Z language)	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	FY 17-18 Completed	FY 17-18 On-Going	Outcomes	Comments (Program achievements, issues, etc.)
EVALUATION						
	105,569			X	Resource Development Associates Amendment 1 extended from 12/31/17 to 12/31/18 for the amount of $125, 261.00 for the annual evaluation of the Police Department's geographic and community policing programs. The evaluation of OPD's Geographic and Community Policing services will focus on assessing the extent to which OPD is implementing both, the Crime Reduction Team (CRT) and the Community Resource Officer (CRO) programs as intended and in alignment with the 2016 OPD Strategic Plan. In particular, the process evaluation will focus on the following high level domains: Recruitment and Training, Prioritization of Policing Activities, and Best Practices. The outcome evaluation will focus on an annual basis on the impact of Measure Z funding policing activities, presents findings and recommendations on the progress and implementation of Measure Z-funded geographic and community policing services, particularly the utilization of Crime Reduction Teams (CRTs) and Community Resource Officers (CROs) in relation to Measure Z's objectives and the larger violence prevention and intervention goals of the City and OPD. The report also addresses the need for tracking tools to help accomplish the CRO goals. The purpose of the Year 2 Evaluation is examine the conflict identified in the Year 1 Evaluation between the statutory objectives and Measure Z, expectations of CRO and CRT officers, and the measured objectives of Measure Z success. To accomplish this, the Year 2 Evaluation will consist of a process evaluation comprised of an in-depth examination the roles and responsibilities of the CRO and CRT officers, CRO and CRT activities and assignments, OPD strategic goals, Measure Z objectives, and outcome measurements.	Provides an annual evaluation of the Police Department's geographic and community policing programs
	25,000			X	Cityspan provided the City with a hosted web-based contract management and client-level tracking system to support the City's Measure Z-funded programs. The contract management system assisted the City with managing grantee background information, scopes of work, budgets, progress reports and cost reimbursement requests. Independent evaluators used data entered by grantees in the database developed by Cityspan to conduct detailed participation and outcome analyses, and for statistical reports that summarize grantee services.	A web-based contract management and client service tracking system that supports oversight and evaluation of the City's Measure Z-funded programs administered by Oakland Unite.
	401,741			X	MATHEMATICA POLICY RESEARCH INC Reso 86487 Professional Service to evaluate select Oakland Unite strategies and programs. Annual end-of-year strategy reports for the strategy level evaluation, and annual comprehensive evaluation memos for each of the first three years of the study will be provided. The second year of the project (January 1, 2018—December 30, 2018) includes the design of and fielding of participant surveys, continued development of MOUs and data requests, continued data cleaning and additions to the database, analysis and reporting, and application to the IRB. The timeline and deliverables are contingent on obtaining data within the projected time frame and coordinating with the City of Oakland to meet reporting needs for the City Council. In this memo, we present the project timeline and deliverables for year 2. Final Comprehensive Evaluation Report produced in December 2020. The comprehensive evaluation report will present the results of each stage of the analysis and also discuss overarching findings.	To evaluate select Oakland Unite strategies and programs , to estimate program impacts.

17

25

CITY OF OAKLAND
Measure Z-Public Safety and Services/Violence Prevention Act of 2014
(A Fund of the City of Oakland)
Program Audit and Oversight Department Annual Report
Fiscal Year 2017-2018

Program Name & Description (According to Measure Z language)	Dollar Amount Expended	City Personnel Employed (FTEs for Full Year)	FY 17-18 Completed	FY 17-18 On-Going	Outcomes	Comments (Program achievements, issues, etc.)
EVALUATION: TAX ASSESSMENT ENGINEERING SERVICES	11,844			X	Determine the special tax assessment for Msr Z and update in the secure property tax roll to the Alameda County Assessor. Serve as the assessment engineer answering inquiries about the special tax assessment. Provides the City with the estimated consumer price index annual increase and updated property tax roll database.	
ADMINISTRATION	633		X		Expense to Golden Squirrel - Food expense (02111) 6/30/18 Safety & Services Oversight Commission retreat 6/30/18	Food purchase for SSOC retreat on 6/30/18
	248		X		JV02071SDC00002 KTOP Pmt for SSOC meeting coverage (02111)	
	2,155		X		Facilities usage cost P01-18 and P02-18 (02111)	
	2,600		X		SEEDS Community Resolution Center Community Policing Advisory Board Facilitator (Org 70111)	Facilitator for the SSOC Commission Retreat 6/30/18
	2,330		X		Swanson Sound - Rental of sound equipment for the Safety and Services Oversight Committee meeting at Castlemont High School 9/25/17 and McClymonds High School 10/23/17	Provided sound equipment for SSOC meetings.
	133		X		Nancy Marcus reimburse food expenses for SSOC meeting at McClymonds High School 10/23/17	Purchased food for SSOC meeting on 10/23/17 at McClymonds High School
	552,252					
STAFF OVERSIGHT (CAO)					Services Performed: Provided staff assistance to the SSOC by preparing reports, coordinating staff for presentations at the SSOC meetings, noticing meetings, and preparing agendas and minutes. Prepared staff reports, contracts, and coordinated the agenda process for Measure Z related items for the Public Safety Committee. This is supported by an Assistant to the City Administrator, there is no Eval Project funding associated with this position.	Staff support provided to the SSOC to hold monthly public meetings. Meet directly with Measure Z funded departments as program issues arose.
AUDIT (CONTROLLER'S BUREAU)	23,320	-		X	Measure Z annual financial audit is in process	
	272,329			X	Administration fees (County of Alameda)	
Subtotal Oversight & Evaluation - FY 17-18	847,901	-				

CITY OF OAKLAND
HUMAN SERVICES DEPARTMENT
Helping our City grow strong!

150 FRANK OGAWA PLAZA • 4ᵀᴴ FLOOR • OAKLAND, CA 94612

MEMORANDUM

TO: Public Safety and Services Oversight Commission
FROM: Peter Kim, Interim Director, Department of Violence Prevention
DATE: January 28, 2019
SUBJECT: DVP update

The purpose of this memo is to update the Safety and Services Oversight Commission on progress of the Department of Violence Prevention (DVP).

As background, in July 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.

In June 2018, the City engaged Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder engagement and convening process, including a community-based Participatory Research component, that will culminate in a community leadership summit. The themes and recommendations that come out of the Participatory Research process and community leadership summit will further inform the planning and implementation of DVP strategic planning and operations.

Attached is a PowerPoint presentation *(Attachment A)* that was delivered to Life Enrichment Committee (LEC) on 1/15/19 by David Harris, President of Urban Strategies Council (USC), that offers a status report on the Participatory Research process and community leadership summit, including a presentation on the highlights from the quantitative and qualitative data analyses completed thus far and initial findings. For a video of that LEC meeting including Mr. Harris' full presentation, visit http://oakland.granicus.com/player/clip/3048?view_id=2 (begins at 58:05).

USC will complete its first report of quantitative findings and landscape analysis by the end of January 2019, and complete its second report of qualitative findings, including data from the Participatory Research interviews and focus groups by the end of February 2019. The culminating Community Leadership summit is now projected to take place in the Spring, potentially after the Chief of Violence Prevention has been selected and hired.

MEMO: Spending Plan Timeline and Preliminary Thoughts

Finally, with respect to the status of the hiring of a new Chief of Violence Prevention. In November and December 2018, The Hawkins Company conducted multiple stakeholder engagement meetings and based on the information gathered has drafted a job profile that was released on January 14, 2019 with the first review of applications starting in late February.
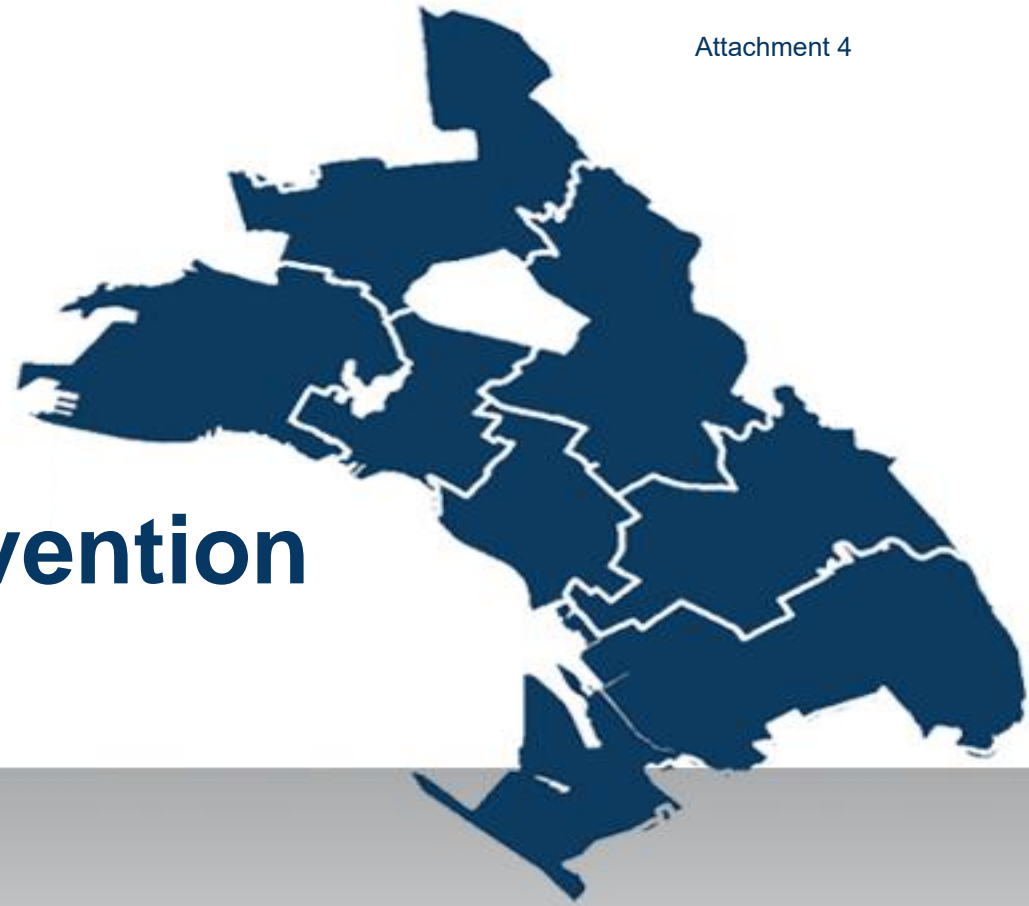
Rethinking Violence Prevention in Oakland, CA

November 2018

Research Methodology

Quantitative Data

Open Source Data

Primary Data

Secondary Data

Qualitative Data

27

Community Research Fellows

Impacted by Violence

527

Surveys, Focus Groups, Interviews

Comparative Analysis

7 in California
(Long Beach, East Palo Alto, Richmond, Los Angeles, San Jose, Salinas, Stockton)

6 National
Baltimore, MD
Boston, MA
Milwaukee, WI
Minneapolis, MN
New Orleans, LA
Washington, DC

2

Highlights from Quantitative Data Analysis

Oakland

What Does Violence Look Like in Oakland?

Majority of incidents in past 90 days were theft (3593), least were homicides (17)

From 2008 until 2017, homicides & robberies declined but reports of rape increased,

In 2017, firearms were the most common weapons used in robberies (45%)

2013 - 2015 OUSD study finds that student gang activity is a problem at schools

In 2016-17, an OUSD Black student was 8 times more likely to be suspended than a White student

Violence / Homicides Over a Ten-year Period, 2008 to 2017

Total # of shootings declined between 2010 and 2017
Gang-involved: 324 to 149 … non gang-involved: 263 to 195

Total # of homicides declined between 2008 (129) and 2017 (73)

Gun homicides have fallen between 2010 (75) and 2017 (63)
Non-fatal gun shootings have declined by almost half: 530 to 277

Annually, majority of homicide victims were Blacks; men, youth and young adults

Typically, homicides occurred on Sunday nights after 8:00 pm

On the streets or sidewalks, flatlands, around gang territories

5

What Does DV and CSEC Look Like in Oakland?

There were over 3000 DV-related calls for assistance every year over the past 10 years (3778 in 2008 & 3070 in 2017)

Reports of rape have increased between 2008 and 2017 from 297 to 383

Using weapons in DV has declined over the years:
Perpetrators typically use their hands and/or legs or knives

AC study, 48% of incidents were committed by someone known to victim

Acquaintances	7%
Intimate Partners	2%
Family Members	5%
Other, Known to Victim	34%
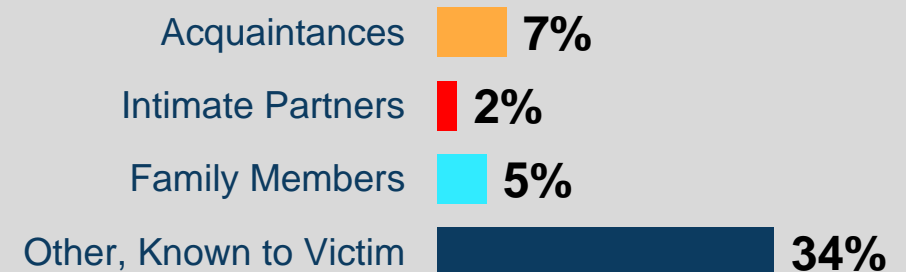
From 2011 to 2016, OPD pursued 454 human trafficking cases, rescued 273 children through 258 operations, leading to 660 arrests

6

Highlights from Qualitative Data Analysis

Who Participated

Oakland

Who Participated

527 Oakland residents impacted by violence

482 Completed a self reported demographic sheet

Race

- Other* 10%
- Multi-racial 4%
- Asian 7%
- Hispanic 10%
- White 13%
- Black 56%

Age

Age	Percentage
65+	11%
56 - 65	16%
46 - 55	9%
36 - 45	19%
26 - 35	13%
18 - 25	13%
12 - 17	18%

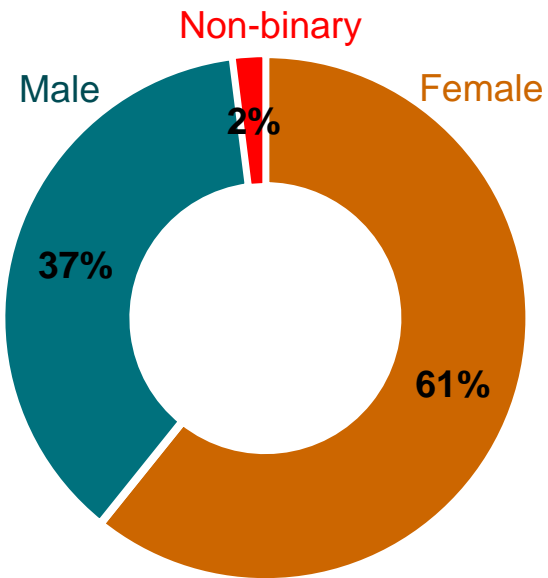26% youth and young adults
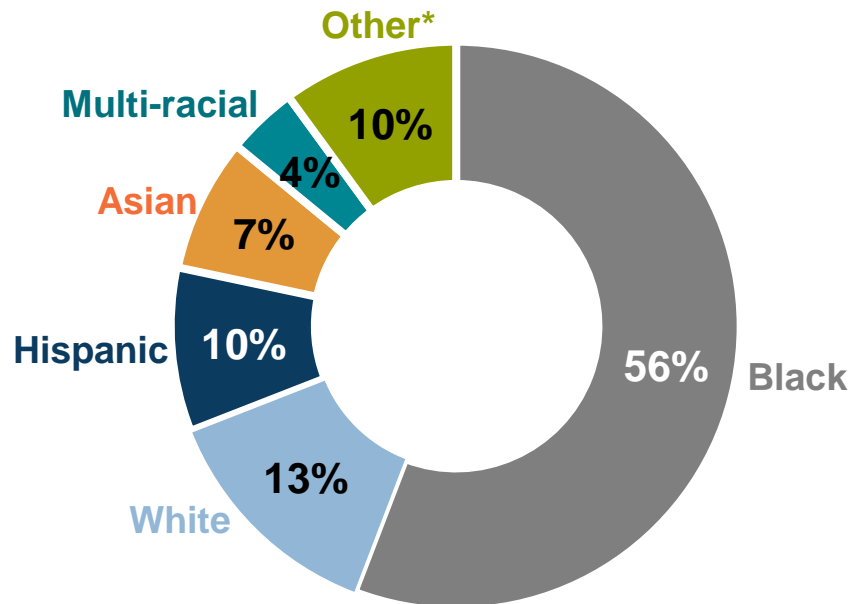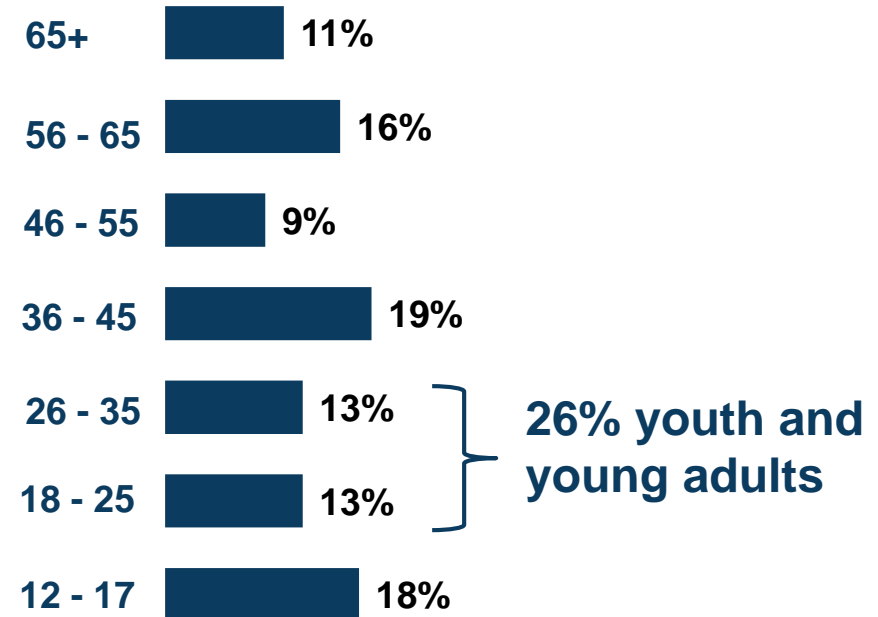
Other includes races of Middle-eastern, Russian, Native Am, Native Ha, and African National/ Caribbean
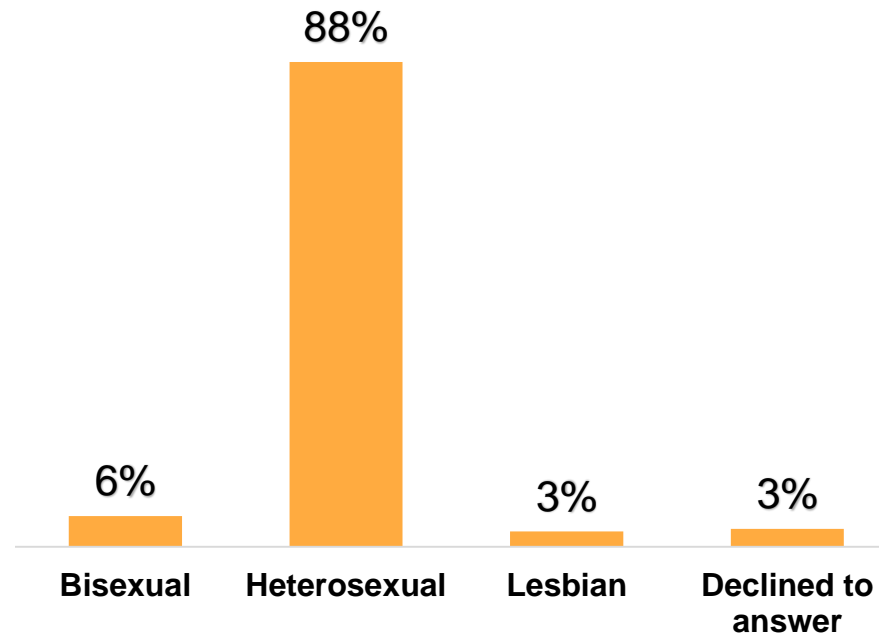
8

Who Participated

527 Oakland residents impacted by violence

482 Completed a self reported demographic sheet
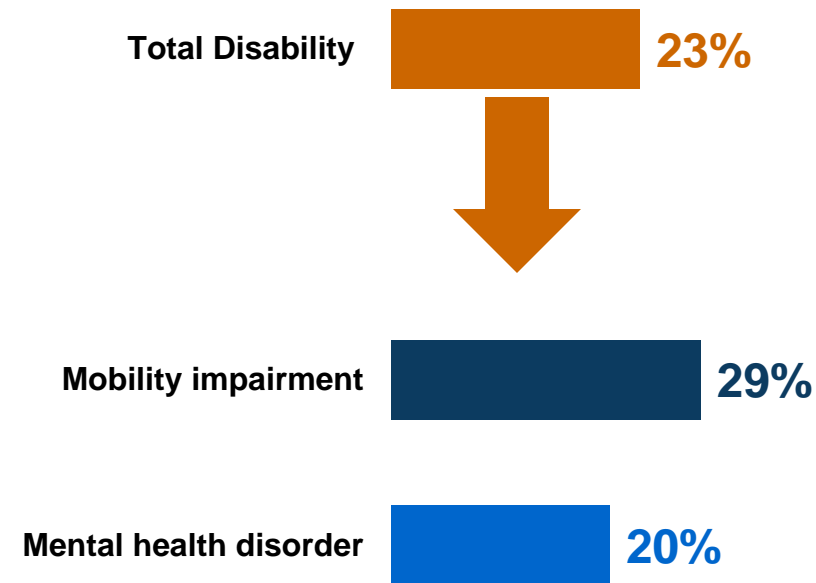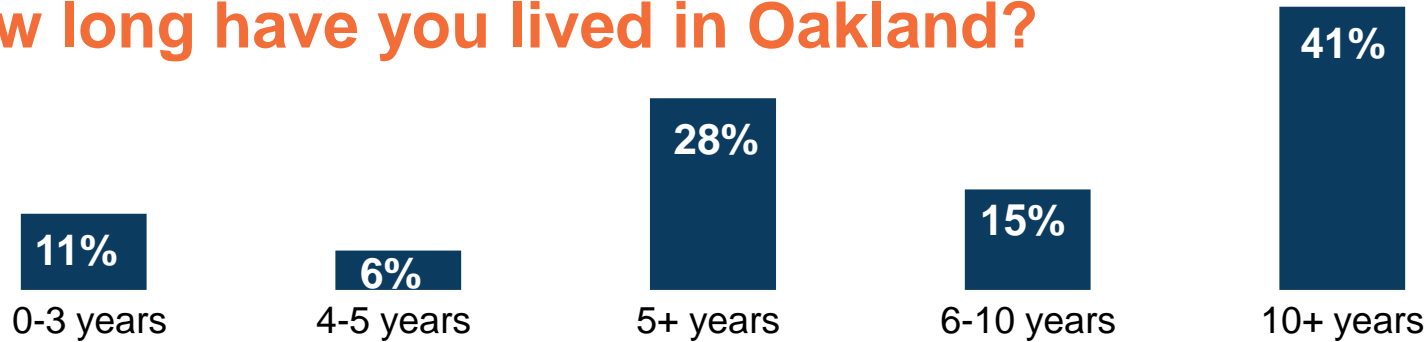
Gender

Non-binary
Male
Female
2%
37%
61%

Sexual Orientation

88%

6%
3%
3%

Bisexual
Heterosexual
Lesbian
Declined to answer

Disability

Total Disability — **23%**

Mobility impairment — **29%**

Mental health disorder — **20%**

Who Participated

How long have you lived in Oakland?

0-3 years	4-5 years	5+ years	6-10 years	10+ years
11%	6%	28%	15%	41%

Majority of participants live in West & East Oakland

What type of violence did you experience?

Gun Violence	Domestic Violence	Sex Trafficking	Other
63%	36%	12%	43%

Bullying/fights

Street violence/fights

Drug related

Robbery

10
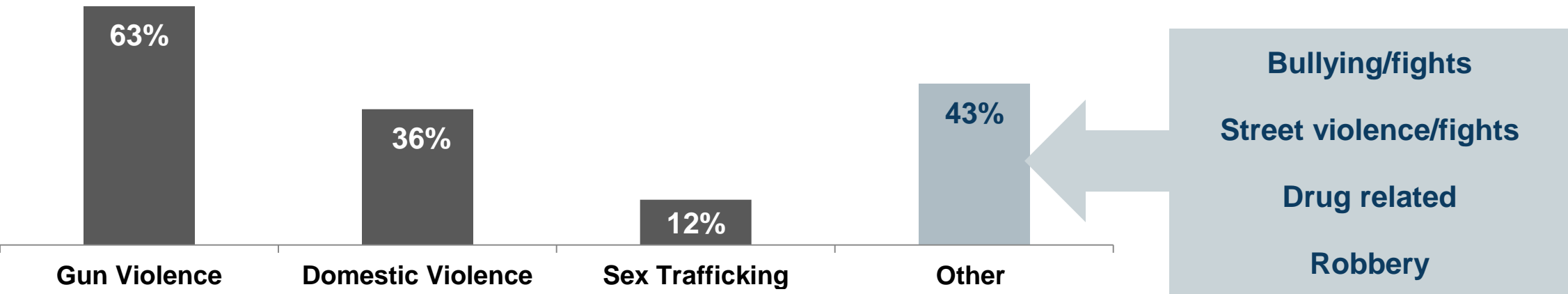
17 Mini Grantees

- **Bay Area Women Against Rape (BAWAR)**
- **Young Women's Freedom**
- **No More Tears**
- **Adamika Village**
- **A Safe Place**
- **Community & Youth Outreach (CYO)**
- **Global Communication, Education and Art**
- **Communities United for Restorative Youth Justice (CURYJ)**
- **Changing Criminal Behaviors**
- **Cata's Polished Act**
- **Resident Action Council**
- **Asian Prisoner Support Committee**
- **Youth Alive**
- **Men of Influence**
- **Community Christian Church**
- **Saving Shorty**
- **Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSSEY)**

11

Highlights from Qualitative Data Analysis

Preliminary Results

Oakland

Preliminary Qualitative Data Analysis Results

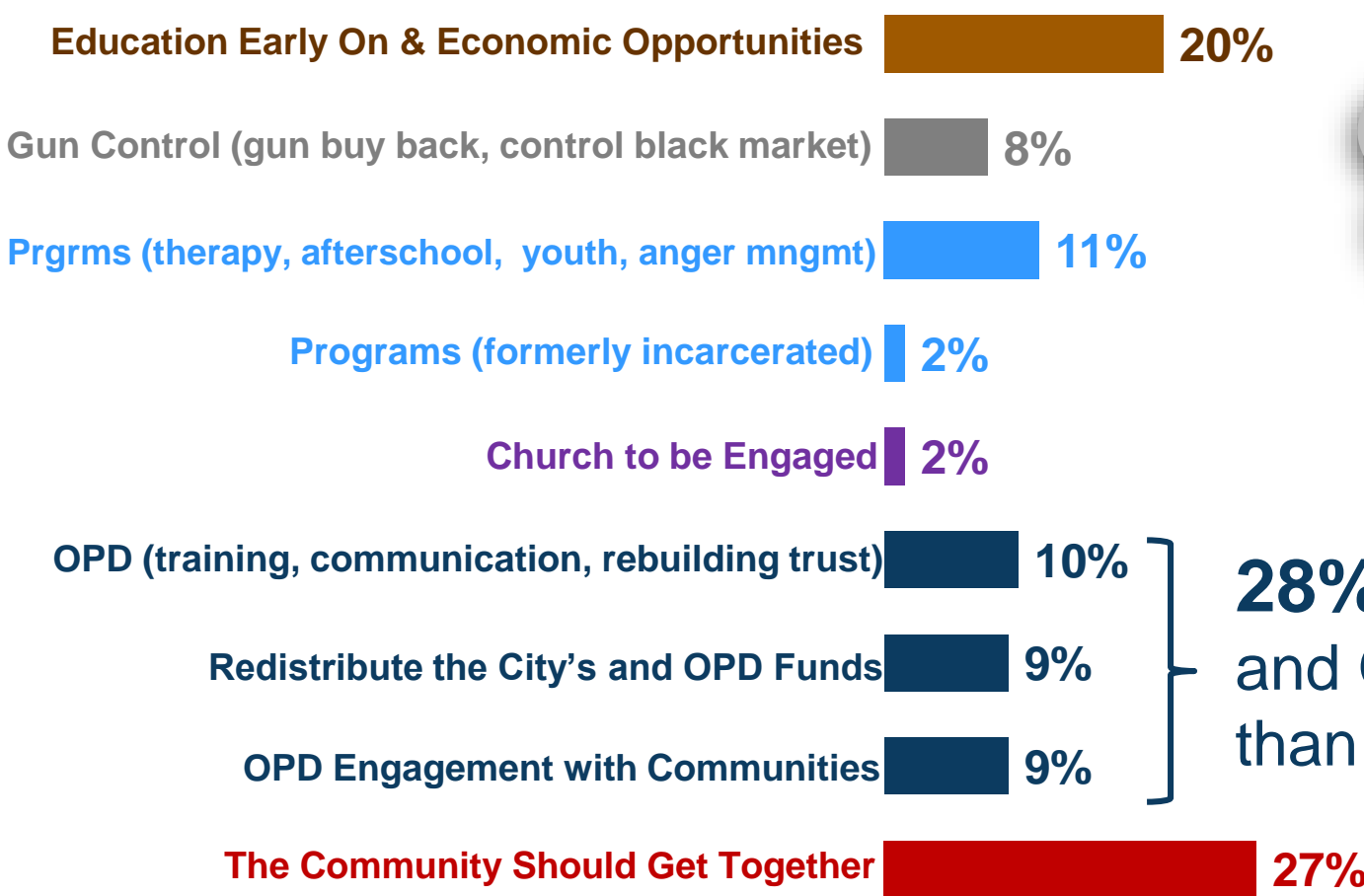**60%** experienced violence at public places

55% experienced police misconduct

55% did NOT report incidents

64% do NOT know about or use any City services

52% see a personal role in violence prevention

13

15

What are the best ways, given the current situation in Oakland, to reduce violence?

Education Early On & Economic Opportunities — 20%

Gun Control (gun buy back, control black market) — 8%

Prgrms (therapy, afterschool, youth, anger mngmt) — 11%

Programs (formerly incarcerated) — 2%

Church to be Engaged — 2%

OPD (training, communication, rebuilding trust) — 10%

Redistribute the City's and OPD Funds — 9%

OPD Engagement with Communities — 9%
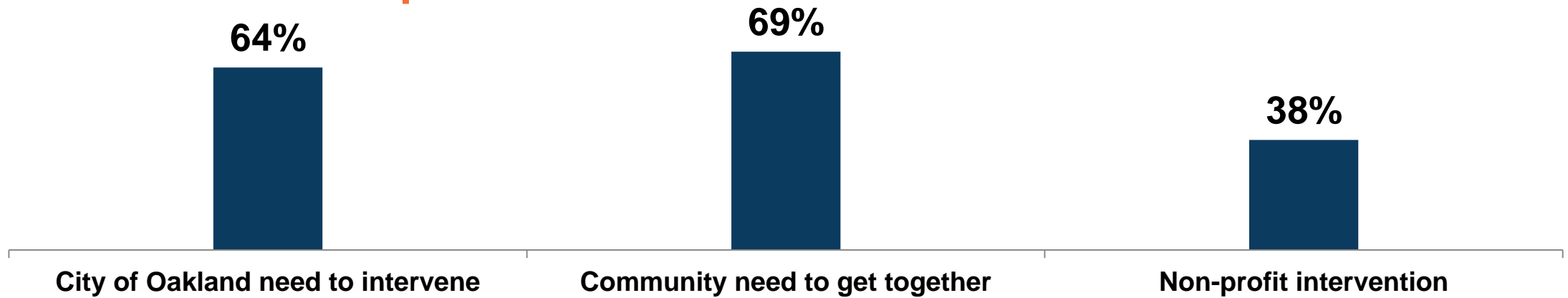
The Community Should Get Together — 27%

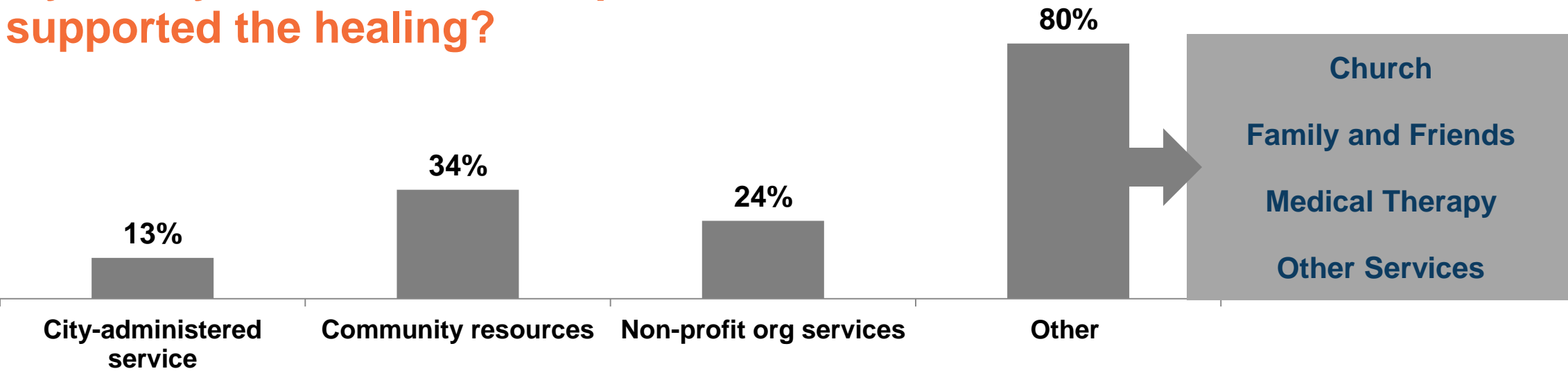**28%** of participants think the City and OPD should have roles other than policing

"complete reform of the police department; disarm police officers so that they are seen as people who can help us instead of who hurt us"

"conducting more interviews similar to this process with people reaching out to talk to us"

14

16

What kind of support do those involved in creating violence need in order to stop?

64% — City of Oakland need to intervene

69% — Community need to get together

38% — Non-profit intervention

If you or your loved ones experienced violence, what has supported the healing?

13% — City-administered service

34% — Community resources

24% — Non-profit org services

80% — Other

- Church
- Family and Friends
- Medical Therapy
- Other Services

15

In your own words, how do you define violence?

- Police brutality

- Motivating factor for fear…"fear that keeps people in a certain state of mind"

- Conflict between people, between groups

What did you wish to find and didn't?

- Someone to talk to, to share my experience with; a support system
- A role model
- Anger management classes
- Self defense classes
- A coping mechanism

16

Highlights on Domestic Violence
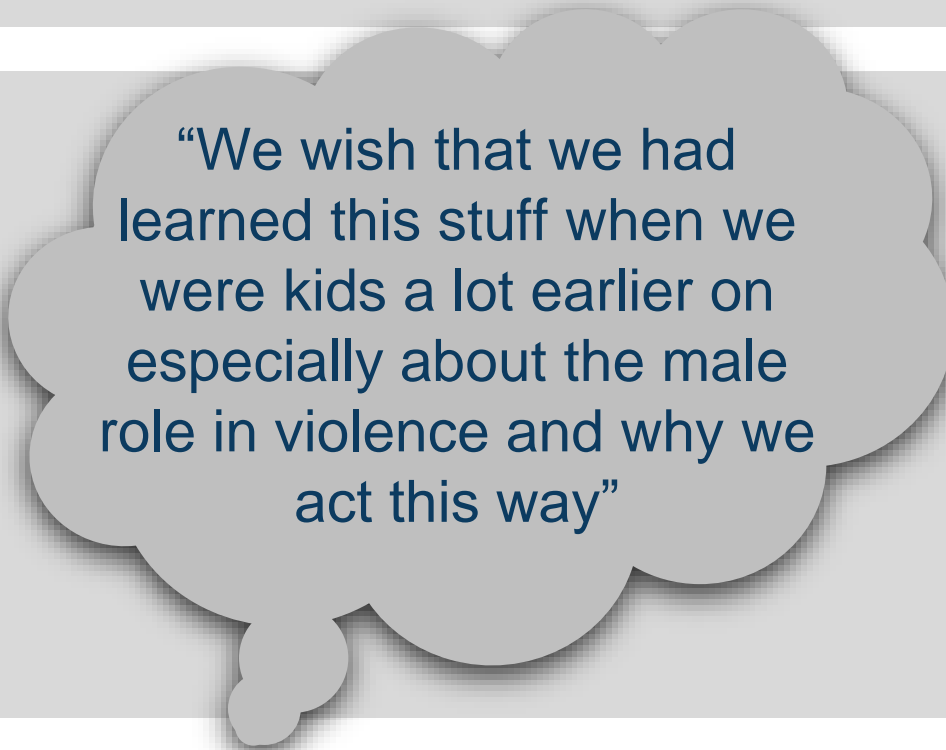
Oakland

Defining Violence

- Seeing violence in the family growing up … became normal
- Being trapped in that lifestyle … "hurt people hurt other people"

Support Victims Wished to Find

- Therapy
- Educative flyers and billboards
- Role models
- Anger management classes
- Accessible affordable resources

"We wish that we had learned this stuff when we were kids a lot earlier on especially about the male role in violence and why we act this way"

19

DV Victims Do Not Report Incidents Because of

Growing up thinking it is bad to call the police on somebody from family

Being too young and afraid of offenders

The fear of escalating incidents into something bigger

The fear of getting hurt more after police leaves the scene

What Helped DV Victims to Heal

Women Empowerment and Self Advocacy Classes

Family and friends

Drugs and alcohol

A Safe place

MOM's Program

Love Amelia

The Peace Program

Victims of Crime

The Family Violence Justice Center

Laney College Counseling

20

Highlights on Commercial Sexual Exploitation of Children (CSEC)

Oakland

Definition of Violence
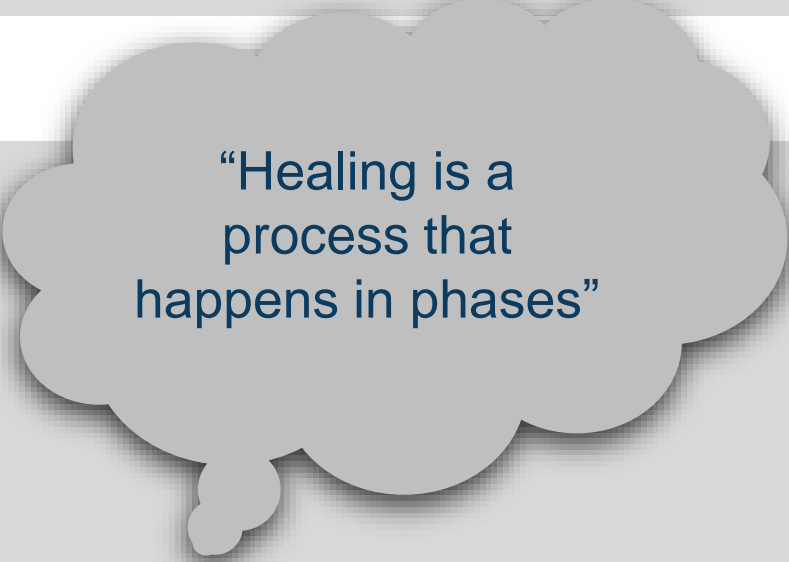
- Something that we can do to ourselves or to others

- Girls being sexually harassed by boys or touched without consent

Causes of Violence

- Retaliation

- Because it happens at home

- Generational violence

- Alcoholism

- High school sexual abuse among freshmen

What helped victims interviewed to heal

- Meditation

- Yoga

- Dancing

- Painting

- Restorative justice circles

- Somebody to talk to

"Healing is a process that happens in phases"

Initial Findings

Oakland

23

25

Initial Findings / Themes

Defining Violence

Violence is defined by many to extend beyond the physical involvement but rather touched on aspects of fear and making residents feel unsafe in their own communities to force a certain state of mind or control over residents.

On Trauma and Healing

Interviewees wanted to integrate trauma-informed/healing-centered principles in systems and practices

- Trauma is a major issue impacting youth development
- Mental health challenges are not adequately addressed in the affected communities (hotline, free therapy, healing circles)

Initial Findings / Themes

On Prevention / Intervention

Strong desire for a balanced approach to prevention and intervention
- The need to address violence upstream (children and family/domestic abuse)
- Address both victims & offenders "hurt people hurt other people"

Community building strategies need to restore relationships and trust
Create activities for people to come together and know their neighbors/community

Social media and the internet are MAJOR players in youth violence and CSEC that could be used as a tool for prevention

25

On Funding

Many don't feel connected to their communities and need resources at the community level to support resident-led ideas and innovations

Allocate funds for relocating victims after experiencing violence

Put more money in programs and education, less money in over-policing
- o Police need conflict resolution training
- o Fund afterschool programs; schools must be key players in VP strategies
- o Fund programs for youth development; recreational & out-of-school activities
- o Put funds in hands of people most impacted; they are closest to solving problems
- o Fund orgs that provide innovative healing practices such as arts and story telling
- o Sponsor Black businesses
- o Provide affordable therapy services

26

Systems, Policies, Best Practices

- More officers walking neighborhoods not riding cars

- Involve young people and minorities in solutions; community councils

- Conduct interviews similar to this participatory research to inform OPD and public officials

- Urban gardening

On DV and CSEC

- Offer free counseling in languages other than English

- Provide services for DV victims among minorities (LGTBQ) similar to the City of SF
- Create more safe houses for ladies, especially young girls that are trapped by their pimps
- Bring the voices of DV ex-felons to share their stories and become role models

- Working with families; "violence starts at home and kids bring it to schools"

- Early on CSEC education for kids; "kids are easily influenced and susceptible to information"

27

**THANK YOU,
Research Fellows**

Oakland

28

What's Next?

https://www.surveymonkey.com/r/DVPOakland18

Thank You!

Urban Strategies Council

raniaa@urbanstrategies.org
amarisc@urbanstrategies.org
darrisy@urbanstrategies.org

Oakland

Rethinking Violence Prevention
in Oakland, CA

29

Oakland Police Department   **Effective Date:**
Bureau of Field Operations   **DD MMM YY**
Policy and Procedures Manual

Policy 15-01

Index as: **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 in collaboration with other public service agencies and community-based organizations reduces crime and the fear of crime, and improves the overall quality of life in our neighborhoods. Community Policing is a customer service approach to policing that embodies a true partnership, one in which all stakeholders advise, listen and learn, and the resultant strategies reflect that input. Community Policing involves a commitment from all Departmental employees at every level in the organization to work smarter 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.

Effective community engagement focuses not only on developing and maintaining relationships with the citizens, businesses, and/or community organizations it serves but understanding that to resolve the issue(s) facing an area, it requires a collaborative effort.

The purpose of this directive is to set forth bureau procedures regarding expectations and responsibilities for:

- Neighborhood Service Coordinators (NSCs)
- Community Resource Officers (CROs)
- Foot Patrol Officers
- Crime Reduction Team (CRT) Officers
- Community Meetings

These expectations and responsibilities are designed not only to meet legal mandates but also to improve police community relations, enhance City-wide problem solving efforts, reduce serious and violent crime, and address public safety issues through a community policing philosophy.

I.   BACKGROUND

Police Department Mission, Vision and Goals

The three fundamental components of the Oakland Police Department's (OPD) mission, vision and goals are:

1.   Reduce Crime
2.   Strengthen Community Trust and Relationships
3.   Achieve Organizational Excellence

II.   Community Policing and Problem Solving

Community policing and problem solving places a high value on responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies, the community and the private sector when their involvement has the potential for significantly contributing to the reduction of the problem. Problem solving carries a commitment to implementing responses, rigorously evaluating effectiveness and subsequently reporting the results of priorities and projects in ways that will benefit the community, the organization, and policing practices in general.[1]

A.   Community Priorities

Community priorities are areas or issues of concern, generated by the community itself, which can be addressed in whole or in part by partnership with the Department. While typically set by attendees of the Neighborhood Councils, priorities can come from a variety of different sources. However, priorities should be applicable to a larger section of the Community Policing Beat rather than just one individual. Such priorities should be determined by a representative group of community stakeholders with a focus on diversity.

Community Policing Beats should have one to three priorities at any given time. A priority may be handled by way of a SARA (Scanning, Analysis, Response, Assessment) project or through means of a simple response. Regardless of how an identified priority is handled, any solution or action must be specific, measurable, achievable, relevant, and time bound with set due dates or evaluation dates.

B.   SARA Projects

Each CRO is expected to have one open SARA project at any given time. Other organizational priorities may compete with this expectation.

SARA projects are a way to identify issues related to specific priorities or problems and to design tailored solutions for those issues. The SARA concept includes evaluation of the solutions and the target issue to determine the efficacy of the designed response. The SARA model includes the following steps: [2]

1. Scanning

    a. Identifying recurring problems of concern to the public and the police.
    b. Identifying the consequences of the problem for the community and the police.
    c. Prioritizing those problems.
    d. Developing broad goals.
    e. Confirming that the problems exist.
    f. Determining how frequently the problem occurs and how long it has been taking place.
    g. Selecting problems for closer examinations.

---

[1] Problem-Oriented Policing, Herman Goldstein, 2015
[2] Center for Problem Oriented Policing, 2018, http://www.popcenter.org/about/?p=sara

2. Analysis

    a. Identifying and understanding the events and conditions that precede and accompany the problem.
    b. Identifying relevant data to be collected.
    c. Researching what is known about the problem type.
    d. Taking inventory of how the problem is currently addressed and the strengths and limitations of the current response.
    e. Narrowing the scope of the problem as specifically as possible.
    f. Identifying a variety of resources that may be of assistance in developing a deeper understanding of the problem.
    g. Developing a working hypothesis about why the problem is occurring.

3. Response

    a. Brainstorming for new interventions.
    b. Searching for what other communities with similar problems have done.
    c. Choosing among the alternative interventions.
    d. Outlining a response plan and identifying responsible parties.
    e. Stating the specific objectives for the response plan.
    f. Carrying out the planned activities.

4. Assessment

    a. Determining whether the plan was implemented (a process evaluation)
    b. Collecting pre– and post–response qualitative and quantitative data.
    c. Determining whether broad goals and specific objectives were attained.
    d. Identifying any new strategies needed to augment the original plan.
    e. Conducting ongoing assessment to ensure continued effectiveness.

C.   Priority and Project Review

Upon completion of responding to a priority – including the closure of a SARA project, the involved CRO should discuss with the relevant Neighborhood Council.

III. NEIGHBORHOOD SERVICE COORDINATORS

A.   General Roles and Responsibilities

Neighborhood Service Coordinators are expected to support Neighborhood Councils/NCPCs and help residents work together, in partnership with the police and other city departments, to address ongoing problems in their neighborhoods.

B.   Community Engagement

1.   NSCs should conduct outreach, to include:

        a.   Development and distribution of outreach material promoting Neighborhood Council meetings and other events.

        b.   Use of door-to-door and social media communications.

        c.   Distribution of crime prevention information based on crime trends (such as auto burglaries).

2.   NSCs should create an outreach strategy with their Neighborhood Council board.

        a.   This outreach strategy should include a plan to conduct door-to-door and online outreach.

        b.   Contact your Neighborhood Watch Block Captains and National Night Out host to assist with outreach in their neighborhoods.

        c.   Remind the Neighborhood Council board that they can use their allocated NCPC funds to purchase outreach material such as postcards and door hangers.

        d.   NSCs will work with Neighborhood Council board to share successes with other Neighborhood Councils.

3.   NSCs should use social media to share information.

        a.   NSCs will receiving training on social media.

        b.   Social media should be used to promote community successes, especially those involving OPD:

            1)   NSCs should compose a brief narrative that highlights a successful community event, good news, a closed and/or otherwise completed priority or project. This story should be submitted to the NSC's manager for review and approval. Photos should be included. NSCs will not report out on closed SARA projects.

            2)   NSCs should work with their Neighborhood Council boards and other members to identify positive stories related to Neighborhood Council activity.

        c.   NSCs should post meetings on social media and in the social media event calendars.

        d.   At least one NSC from BFO 1 and at least one NSC from BFO 2 will be designated to post on OPD social media accounts, including Facebook, Instagram, NextDoor, and Twitter. CROs and CRTs should forward stories and photos to the designated NSCs.

4.   NSCs should coordinate with other City, county and state agencies to resolve problems. These include:

        a.   Community Policing Advisory Board

        b.   Safety and Services Oversight Commission

        c.   Law Enforcement Partners (BART, Alameda County Sheriff, Oakland Unified School District)

    d.   City Administrator's Office (Nuisance Abatement, Homeless
                  Management Team, Special Activity Permits)
    e.   Oakland Fire Department;
    b.   Office of the City Attorney (Neighborhood Law Corps Attorneys);
    c.   Nuisance Abatement (City Administrator's Office);
    d.   Alameda County Office of the District Attorney;
    e.   Public Works
    f.   Department of Transportation
    g.   Building Services/Code Compliance
    h.   Oakland Housing Authority
    i.   OUSD; and
    i.   Other agencies as required.

5.   NSCs attend community events and track officer attendance through the
           use of PAR (Public Appearance Request) forms.

IV.   COMMUNITY RESOURCE OFFICERS

A.   <u>General Role</u>

Community Resource Officers are responsible for the coordination of problem solving
activities in specific geographic areas, including:

1.   Documenting the following:

    a.   Neighborhood Council Priorities
    b.   Community concerns
    c.   Area Command staff priorities
    d.   Crime issues
    e.   Blight concerns
    f.   SARA projects

2.   Encouraging active participation of OPD personnel in Neighborhood Council and
           other community groups.
3.   Initiating and completing SARA projects.
4.   Attending Neighborhood Council meetings and providing routine updates.
5.   Serving as liaisons with City Departments.
6.   Providing foot and bicycle patrols.
7.   Answering calls for service if needed.
8.   Leading targeted enforcement projects.
9.   Coordinating enforcement efforts with CRT and other personnel.

In addition to the above crime-reduction activities, CROs may assist CRTs in serving as
first responders to crowd management events. CROs may also work with CRTs in
providing violence or other serious crime suppression.

B.   <u>Specific Responsibilities</u>

CROs act as coordinators and liaisons for projects and priorities in their assigned Community Policing Beats. Absent other urgent and specific Department needs, the Department is committed to keeping continuity of CROs assigned to a specific beat.

The CROs utilize the SARA process to solve problems. This process is documented by CROs in the community project database, SARAnet. CROs are expected to:

1.   Build community support for OPD through positive customer service;
2.   Be visible to and engage with the community;
3.   Identify violent crime hot spots on their Community Policing Beat;
4.   Assist Neighborhood Councils in establishing appropriate priorities based on crime data;
5.   Research and identify the three locations generating the highest calls for service on their Community Policing Beat and, as appropriate, open projects aimed at reducing these calls for service;

6.   Identify properties associated with neighborhood problems (calls for service, crime, blight, and nuisance) and institute projects to address these problems;
7.   Communicate important information to Patrol officers and coordinate the response activities of these officers in solving projects;
8.   Check email and voicemail messages daily and respond within a reasonable time (CROs shall use beat-specific email addresses for all communication related to issues in Community Policing beats);
9.   Know and identify formal and informal community leaders (e.g., Neighborhood Watch block captains, school principals, community center staff, religious leaders, etc.); and
10.   Coordinate with other City, county and state agencies to resolve problems. These include:

        a.   Oakland Fire Department;
        b.   Office of the City Attorney;
        c.   Nuisance Abatement (City Administrator's Office);
        d.   Alameda County Office of the District Attorney;
        e.   Public Works
        f.   Department of Transportation
        g.   Building Services/Code Compliance
        h.   Oakland Housing Authority
        i.   OUSD; and
        j.   Other agencies as required.

11.   Create, gather or provide updates, results, and events regarding projects or priorities, responses, and results to NSCs for posting to social media platforms.

C.   Use and Auditing of the SARAnet Database

CROs should update the SARAnet Database on the status of their projects regularly, at bi-weekly sergeant/officer meetings. CROs should maintain contact with other personnel to include updates of coordinated work on projects in the database.

CRO supervisors should conduct audits of the SARAnet Database at least monthly to ensure that projects are properly documented. SRS commanders should also conduct regular audits.

D.   CRO Assignment to Neighborhood Councils

CROs will be responsible for close and continuous coordination with their assigned Neighborhood Councils and Neighborhood Service Coordinator (NSC). However, each of the 57 Neighborhood Councils may not have a solely dedicated CRO.

Area Commanders have the flexibility to assign a CRO to a maximum of two Neighborhood Councils, with the exception of Beat 13, where one CRO may be assigned to all three Neighborhood Councils. CROs shall meet with and assist their assigned Neighborhood Councils in accordance with each Neighborhood Council's published meeting schedule. Neighborhood Councils are not the single point of contact for the CRO and attention must also be paid to other community organizations (including faith-based organizations) on their beat.

E.   Data Collection and Dissemination

CROs are required to use SARAnet to document community-based projects. In addition to using SARAnet, CROs should track other activities undertaken (such as crowd management).

CROs should make every effort to disseminate information on community projects and priorities to involved or required Department staff.

F.   Professional Development

OPD should provide annual training to all CROs. Such coursed could address the below:

1. CRO-specific training course provided by OPD;
2. Problem-oriented or problem-solving using SARA model
3. Search warrant;
4. Undercover and crime reduction operations;
5. Custom notifications;
6. Community relations/customer service;
7. Cultural diversity and competency;
8. Tactical training; and
9. Procedural Justice.

Additionally, supervisors and commanders of CROs should identify training which will enhance the professional development of CROs. CROs should identify training which will enhance their development or job performance and submit training requests for consideration.

G.   Selection

There is no mandatory length of time for CRO members to serve in their role. Transfers into and out of any CRO unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly-appointed members are expected to serve a minimum of five years absent promotion or transfer to another specialized assignment.

V.   FOOT PATROL OFFICERS

A.   <u>Roles and Responsibilities</u>

Foot Patrol Officers maintain a high-visibility presence in specific geographic areas, such as Downtown Oakland. Foot Patrol Officers also serve as Bicycle Patrol Officers.

B.   <u>Professional Development</u>

Foot Patrol should attend all of the below-listed training:

1.   Problem solving (SRS school)
2.   Bicycle patrol

C.   <u>Tenure</u>

There is no mandatory length of time for Foot Patrol Officers to serve in their role. Transfers into and out of any Foot Patrol unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly-appointed members are expected to serve a minimum of five years absent promotion or transfer to a related assignment such as the Criminal Investigation Division (CID) or Ceasefire.

VI.   CRIME REDUCTION TEAM OFFICERS

A.   <u>Roles and Responsibilities</u>

Crime Reduction Teams are OPD's primary means of addressing and reducing violent and other serious crime. CRT officers are expected to perform a variety of tasks to achieve these objectives, including:

1.   Directed enforcement and operations in line with Department or Area Crime Reduction Plans
2.   Conducting basic to intermediate-level investigations
3.   Service of search and arrest warrants
4.   Location and arrest of suspects

In addition to the above crime-reduction activities, CRTs generally serve as OPD's first responders to crowd management events.

B.   <u>Direction</u>

While direction for CRT activities may come from a variety of sources, primary mission direction should come from Area Commanders using the Department's crime-reduction plans.

C.   Data Collection

CRT supervisors and commanders are required to provide evidence of their activities through completion of a weekly activity report. This report shall include, at a minimum:

1.   Number of arrests made.
2.   Number and type of warrants served.
3.   Number and type of investigations conducted.
4.   General descriptions of any other activities undertaken (such as intelligence-led stops, operations and crowd management incidents).

D.   Professional Development

CRT supervisors should attend all of the below-listed training:

1.   Undercover operations
2.   Basic narcotics enforcement
3.   Advanced Procedural Justice
4.   Search Warrant
5.   Operational planning and supervision for crime reduction strategies
6.   Crime reduction field operations

E.   Tenure

There is no mandatory length of time for CRT officers to serve in their role. Transfers into and out of any CRT unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly-appointed members are expected to serve a minimum of five years absent promotion or transfer to a related assignment such as the Criminal Investigation Division (CID) or Ceasefire.

VII.   COMMUNITY MEETINGS

A.   Attendance at Community Meetings

BFO personnel attending a community meeting or public appearance shall complete and forward a Public Appearance Report (PAR, TF-3225) as follows:

1.   Personnel receiving an appearance request shall complete Part I (Request Information) of the PAR and forward the PAR to the appropriate commander.

2.   Immediately upon completing the public appearance, the NSC (for NCPC meetings) or in his/her absence, the primary OPD speaker/attendee, shall complete and forward the PAR to the BFO Administrative Unit through the chain-of-command of the person completing the PAR.

3.   When there is more than one attendee, multiple PARs may be completed and forwarded. However, multiple attendees may be listed in Part III of the PAR.

B.   <u>Presentations at Community Meetings</u>

Depending on assignment and/or classification, staff members may be required to make presentations at community meetings. CROs and NSCs are expected to make presentations on a regular basis. When presenting a community meeting, the assigned NSC should do the following in order to ensure City-wide consistency:

1.   Send an Outlook calendar invite (specific to a single meeting – not a recurring appointment) to the:

   a.   BFO Deputy Chief
   b.   BFO Neighborhood Services Manager
   c.   Area Captain
   d.   Area Special Resource Lieutenant
   e.   Area CRO Sergeant
   f.   Area CRT Sergeant
   g.   Assigned CRO

   The calendar invite should include beat priorities and NSC contact information.

2.   Provide an agenda that minimally includes:

   a.   Contact information.
   b.   Current beat priority and project updates (Status of priority or project, responses since last meeting, status of assessment or evaluation)
   c.   Identification of new priorities or projects (if needed)
   d.   Community Beat crime trends and crime rates
   e.   Misc. Agenda Items (Other announcements, other presentations, etc.)
   f.   Summary of key activities related to these items.

3.   Introduce yourself at the beginning of the meeting.
4.   Explain the role of CROs and CRTs. If needed, required, or requested
5.   CROs are required to provide:

   a.   Crime statistics for the Area and Beat.
   b.   Updates on priorities and projects, including:

      1)   Defined priority and project problem and goal
      2)   Status of each active priority or project or for each priority or project closed since the last meeting or update
      3)   Responses completed or logged by all priority or project partners since last meeting or update

OPD staff should consider hosting community meetings and other events in different areas in the beat.

6.   CRO and NSC Interaction

     a.   CROs and NSCs should collaborate prior to every Neighborhood Council meeting to review and discuss beat information, crime statistics, crime trends, priorities, and projects. Identification of current neighborhood concerns including problem properties and hot spots should be included.

     b.   CROs should provide NSCs with the CRO's report prior to the meeting.

C.   <u>Living Room Meetings</u>

Living room meetings are a specific type of community meeting. Like all community meetings, the goal of a living room meeting is to improve police-community relations. Living room meetings employ specific criteria, such as the following:

- Intimate setting (such as an actual residential living room) OR Local facility recommended by the assigned NSC (such as a library or recreation center)
- Small group size (no more than 20 participants)

Living room meetings are generally attended by Area command staff, supervisors, and officers. NSCs should attend when possible.

Approved by

Roland Holmgren
Acting Deputy Chief
Bureau of Field Operations 1

LeRonne Armstrong
Deputy Chief
Bureau of Field Operations 2
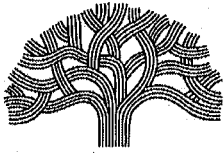
TO:	PUBLIC SAFETY SERVICES OVERSIGHT COMMISSION (SSOC)	**FROM:**	Darin White Fire Chief
SUBJECT:	OFD Spending Plan FY 2018-21	**DATE:**	January 16, 2019

RECOMMENDATION

Staff recommends the Public Safety Services Oversight Commission approves:

> The Three (3)-year Spending Plan For The Oakland Fire Department For FY 2018-19, FY 2019-20, And FY 2020-21, As Required By The Public Safety And Services Violence Prevention Act Of 2014 (Measure Z).

BACKGROUND / LEGISLATIVE HISTORY

In 2014, voters approved a special parcel tax and parking surcharge for public safety services and violence prevention strategies to address violent crime and improve public safety in the City of Oakland. The 2014 Oakland Public Safety and Services Violence Prevention Act provides funding with the following objectives:

- Reduce homicides, robberies, burglaries, and gun-related violence; and
- Improve police and fire emergency 911 response times and other police services; and
- Invest in violence intervention and prevention strategies that provide support for at risk youth and young adults to interrupt the cycle of violence and recidivism

At least every three (3) years, the department presents to the Commission a priority spending plan for funds received from this Ordinance. This priority spending plan is for FY 2018-19, FY 2019-20, And FY 2020-21.

ANALYSIS AND POLICY ALTERNATIVES

Measure Z provides continued funding of the Oakland Fire Department (OFD) to maintain adequate personnel resources to respond to fire and medical emergencies including, but not limited to, response to homicides and gun-related violence and investigation of fire causes.

Measure Z allocates $2,000,000 each fiscal year to OFD to maintain adequate personnel resources to respond to fire and medical emergencies. This includes overtime to achieve minimum staffing levels due to Regular Days Off, leave (vacation, sick, disability, other), and vacancies.

The spending plan provides funding that allows OFD to comply with the minimum fire suppression staffing levels as mandated by the City and International Association of Firefighters, Local 55 Memorandum of Understanding Article 4.2 - Staffing. The spending plan aligns with the adopted budget funding of sworn backfill coverage to maintain adequate staffing for these stated purposes. Funds may also be used to improve fire emergency 911 response times.

Operational Staffing

The Field Operations Bureau is organized as follows: 3 Battalions; 24 Fire Stations; 1 Aircraft Rescue Fire Station (Airport); 24 Engine Companies; and 7 Truck Companies.

- In addition to Trucks 1 and 3, all engine companies provide advanced life support services.
- Aircraft Rescue firefighting response requires six (6) aircraft rescue firefighting trained personnel, per Federal Aviation Administration requirement.
- Hazardous Materials Response Team requires six (6) hazardous materials technicians, or specialist level trained personnel.
- Specialized Rescue Team requires five (5) rescue specialist trained personnel.
- Water Rescue Team requires four (4) swift water rescue trained personnel.

Service Levels

Below is a summary of all Fire Department incidents for the last three (3) fiscal years, including violence-related medical response calls:

Fiscal Year	Type of Response	Number of Responses
2017-18	Fire	3749
	Medical-Assault	*3598*
	Medical-Stabbing	*234*
	Medical-Gunshot	*322*
	Medical-All Other	53,052
	Other Incidents	9177
	FY 2017-18 Total	**70,132**

Fiscal Year	Type of Response	Number of Responses
2016-17	Fire	2973
	Medical-Assault	*3690*
	Medical-Stabbing	*227*
	Medical-Gunshot	*373*
	Medical-All Other	49,871
	Other Incidents	7482
	FY 2016-17 Total	**64,616**

Fiscal Year	Type of Response	Number of Responses
2015-16	Fire	2787
	Medical-Assault	*3733*
	Medical-Stabbing	*225*
	Medical-Gunshot	*391*
	Medical-All Other	56,929
	Other Incidents	7174
	FY 2015-16 Total	**71,239**

Arson Investigations

There are three (3) arson investigators within the Department, one assigned to each shift. The information below represents investigations conducted by calendar year:

Investigation Type	2015	2016	2017
Residential Structure	113	99	134
Non-Residential Structure	24	29	37
Other Fires (vehicle, brush or grass, rubbish)	35	37	97
TOTAL	172	165	268

Operational Goals

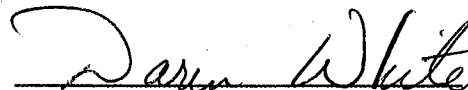Measure Z funds will support the Department's efforts to achieve its operation goals, which are to:

- Maintain staffing levels to meet emergency response requirements as well as provisions of MOU between the city and Local 55;
- Deliver high quality services when responding to emergency calls within seven (7) minutes, ninety (90) percent of the time from when Fire Dispatch first receives the call to arrival on-scene;
- Create 911 records in the Fire Dispatch record system for the annual call volume of 60,000 emergency calls;
- Effectively manage vegetation in wildfire assessment district to improve safety and defensibility;
- Provide commercial inspection service to maintain integrity of building stock and to better protect residents;
- Participate in training exercises and regional drills to hone skills and be aware of best practices in the profession; and,
- Improved district familiarization with the fire companies so they know the best routes/alternate routes within their response areas.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

As identified in the 2014 Oakland Public Safety and Services Violence Prevention Act, twice each year, OFD will submit a report updating the Commission on outcomes of staffing levels, response times, responses to homicides and gun-related violence, and arson investigations.

For questions regarding this report, please contact Nick Luby, Deputy Chief Field Operations Bureau at 510-238-4054.

Respectfully submitted,

DARIN WHITE
Fire Chief