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AGENDA REPORT

TO: JOHN A. FLORES
INTERIM CITY ADMINISTRATOR

FROM: Sean Whent
Chief of Police

SUBJECT: Oakland Police Department
African American Recruitment Efforts

DATE: February 5, 2015

City Administrator
Approval

Date

2/23/15

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the Public Safety Committee receive this informational report regarding Oakland Police Department recruitment efforts from 2010 to present with a focus on efforts to recruit and retain African Americans as Police Officers.

OUTCOME

This report will help inform discussion between the Oakland Police Department and the Public Safety Committee regarding efforts to recruit and retain people of African American descent for sworn positions with the Oakland Police Department.

BACKGROUND / LEGISLATIVE HISTORY

The Mission of the Oakland Police Department (OPD) is to provide the people of Oakland an environment where they can live, work, play, and thrive free from crime and the fear of crime. OPD accomplishes this mission, in part, by maintaining the following values:

- Recognize that OPD is here to serve the needs of the Community
- Strive to provide the best service possible, in a professional and positive manner
- Operate with ethics, honesty, and integrity
- Treat customers with dignity, fairness and respect
- Be responsive to the changing needs of the Community and the individuals served by OPD

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The Oakland Police Department expects that all officers and civilian employees will adopt these values regardless of race, gender, or geographic background. The Oakland Police Department recognizes that efforts to specifically recruit Oakland residents as well as people of color will add to OPD’s workforce diversity. Such efforts can help to ensure that OPD employees bring valuable qualities that serve the needs of Oakland’s diverse and unique communities and neighborhoods. The following table shows demographics of OPD sworn personnel as of January 1, 2015.

Table 1. Demographics of Sworn OPD Members (as provided in the January, 2015 Monthly Staffing Report)

Race	City of Oakland ¹	OPD 2013	OPD 2014	OPD 2015
White	34.5%	43.0%	42.0%	41.8%
African American	28.0%	20.0%	18.8%	18.3%
Asian	16.8%	20.9%	12.7%	12.2%
Hispanic	25.4%	19.0%	21.2%	22.5%
Other *	--	--	5.3%	5.2%
Female	14.3% ²	12.0%	12.0%	11.7%
Male	85.7% ²	88.0%	88.0%	88.3%

* Other includes Undeclared and Unknown; Data as of 1/1/2015

OPD Recruiting Efforts 2010-2011

The City of Oakland hired eight police officers in 2010 and three police officers in 2011. Of these 11 officers hired over the two-year period, the racial breakdown was as follows: African American: 2, Filipino: 1, Hispanic: 4, and White: 4. During this time, OPD was not able to devote significant resources to recruit any new officers because of the very budget-limited capacity to hire at the time. In fact, the City chose to lay off 80 police officers in June of 2010 due to an extreme budget shortfall and was not able to recruit or hire any more officers during the national recessionary period.

OPD Recruiting Efforts 2012-Present

The Oakland Police Department instituted six basic police academies from September 2012 to the present. In addition, OPD has conducted three lateral officer academies. Through these

¹ United States Census 2010

² United States Department of Justice. Office of Justice Programs Bureau of Justice Statistics, Local Police Department, 2007

academies, 53 new officers were hired by OPD in 2012; 153 were hired in 2013; and 148 were hired in 2014.

Table 2. Racial Analysis of New OPD Police Officers Hired: 2012-2014

Race	Number of Recruits	Percentage
African American	50	14.1%
Asian	68	19.2%
Caucasian/White	124	35.0%
Hispanic	99	27.9%
Other / Undeclared	13	3.6%
Total	354	100%

ANALYSIS

The Oakland Police Department has been able to recruit new officers because of City Council decisions to allocate necessary funding for police academies and competitive officer salaries. City Council also addressed the need to build additional capacity in OPD to conduct recruitment activities and perform background investigations. The increase in resources to recruit and hire additional police officers has allowed OPD to make stronger efforts to attract qualified candidates from throughout the Bay Area. These recruitment efforts have included attracting candidates from communities of color to better reflect the communities served by the Oakland Police Department. **Tables 3 through 7** below provide an analysis, by race, of how applicants were hired and progressed through the different stages of becoming sworn Oakland Police Officers.

Table 3. Progression of Police Officer Trainees/Police Officers: 166th Academy *

Race	Applied for Academy	Started Academy	Graduated from Academy	Completed Field Training
African American	476 (21%)	7 (13%)	5 (14%)	5 (14%)
Asian	455 (20%)	17 (31%)	9 (24%)	9 (25%)
Caucasian / White	801 (35%)	22 (40%)	20 (54%)	19 (52%)
Hispanic	528 (23%)	8 (15%)	3 (8%)	3 (8%)
Other / Undeclared	41 (1%)	1 (2%)	0 (0%)	0
Total	2,301 (100%)	55 (100%)	37 (100%)	36 (100%)

* all percentages are roundest to the nearest percentage point

Table 4. Progression of Police Officer Trainees/Police Officers: 167th Academy *

Race	Applied for Academy	Started Academy	Graduated from Academy	Completed Field Training
African American	342 (19%)	4 (9%)	2 (6%)	1 (4%)
Asian	337 (19%)	10 (23%)	6 (19%)	6 (22%)
Caucasian / White	640 (35%)	19 (43%)	16 (50%)	14 (52%)
Hispanic	455 (25%)	9 (20%)	6 (19%)	4 (15%)
Other / Undeclared	31 (2%)	2 (5%)	2 (6%)	2 (7%)
Total	1,805 (100%)	44 (100%)	32 (100%)	27 (100%)

Table 5. Progression of Police Officer Trainees/Police Officers: 168th Academy

Race	Applied for Academy	Started Academy	Graduated from Academy	Completed Field Training
African American	Confirming data with Human Resources	5 (10%)	4 (9%)	4 (10%)
Asian	Confirming data with Human Resources	4 (8%)	3 (7%)	3 (7%)
Caucasian / White	Confirming data with Human Resources	20 (40%)	16 (37%)	15 (37%)
Hispanic	Confirming data with Human Resources	19 (38%)	18 (42%)	17 (41%)
Other / Undeclared	Confirming data with Human Resources	2 (4%)	2 (5%)	2 (5%)
Total		50 (100%)	43 (100%)	41 (100%)

Table 6. Progression of Police Officer Trainees/Police Officers: 169th Academy

Race	Applied for Academy	Started Academy	Graduated from Academy	Completed Field Training
African American	453 (18%)	10 (20%)	4 (12%)	3 (one still in field training) (11%)
Asian	472 (19%)	4 (8%)	3 (9%)	1 (4%)
Caucasian / White	845 (34%)	17 (33%)	13 (38%)	13 (46%)
Hispanic	656 (26%)	19 (37%)	14 (41%)	10 (36%)
Other / Undeclared	51 (2%)	1 (2%)	0 (0%)	1 (4%)
Total	2,477 (100%)	51 (100%)	34 (100%)	28 (100%)

Table 7. Progression of Police Officer Trainees/Police Officers: 170th Academy

Race	Applied for Academy	Started Academy	Graduated from Academy	Completed Field Training
African American	Confirming data with Human Resources	11 (21%)	6 (19%)	Still in session
Asian	Confirming data with Human Resources	6 (12%)	3 (10%)	""
Caucasian / White	Confirming data with Human Resources	16 (31%)	10 (32%)	""
Hispanic	Confirming data with Human Resources	16 (31%)	11 (34%)	""
Other / Undeclared	Confirming data with Human Resources	3 (6%)	1 (3%)	""
Total		52 (100%)	31 (100%)	

Table 3 through Table 7 show that all of the African American Police Officer Trainees (POT) who graduated from the academy subsequently completed field training (or are still in field training); the majority of Asian, Caucasian, Hispanic, and Other/Undeclared POTs who graduated from the academies also completed the field training program.

Attachment 1 provides an analysis of how African Americans who applied to become POTs compared to the total applicant pool for each academy in each stage of the process – from written, physical and oral tests to background and character review.

Hiring Mandates

The Oakland Police Department must comply with the Equal Access to Services Ordinance (EAO), passed in May of 2001. Oakland became the first city in the nation to pass such a law, which requires the removal of language barriers that limited-English speakers may have in accessing City services. Four community groups sued the City in September of 2008 to ensure that the City made greater progress on categories such as hiring sufficient bilingual employees in public contact positions. Oakland Police Officers deal with the public constantly, so OPD has prioritized hiring bilingual speakers in addition to ensuring that candidates pass all qualifying entrance exams. As outlined in the most recent (September 2014) Equal Access Annual Compliance Report, OPD collaborated with local Asian and Latino organizations “to ensure bilingual candidates were afforded opportunities to compete in entry-level positions. Efforts showed positive results with the department gaining twenty-two bilingual speakers through the 168th and 169th Police Academies. Two ongoing academies to be graduated in FY14-15 have the potential of bringing in another 21 bilingual employees.” Based on this report, OPD must continue to recruit Cantonese speaking police officers to better meet the communications needs of Oakland’s Cantonese-speaking communities.

The Oakland Police Department prioritizes finding highly qualified candidates for employment as sworn police officers. Candidates must pass a physical abilities exam, a written exam, an oral interview, a background investigation, and a character review prior to employment. These qualifying requirements help ensure that new police officers have the appropriate character, personal integrity and physical stamina necessary to become a police officer. Given the need to hire candidates that will successfully complete police officer academy and field training and embark on a successful career as a police officer, OPD recognizes that recruiting more African American officers will enhance ongoing efforts to build a police department that mirrors, respects and serves the diverse community that is Oakland. In fact, OPD staff have begun to convene a "Best Practices Group" that includes staff from the City Administrator's Office and the Human Resources Management Department to research African American officer trainee recruiting and outreach strategies. This group will review best practices in recruiting African American college students as well as best practices in targeting local and marginalized communities where traditional recruitment strategies have failed to yield successful police officer trainee candidates.

Current Recruitment Strategies

In an effort to hire new police officer trainees who are Oakland residents, people of color, and candidates who speak a relevant second language, OPD has initiated several recruitment strategies. The police department has partnered with local faith-based organizations by sending recruitment personnel to these organizations events. Oakland Police Department recruitment personnel reach out to Oakland high schools and participate in local career and job fairs. Recent OPD recruitment efforts include participating at job fairs such as those held at Center of Hope Community Church, Foothill Square Shopping Center, Castlemont High School and Eastmont Town Center. Recent outreach has included collaborations with the Unity Council and publicizing events with the Sing Tao Daily, El Mundo periodical, and La Voz Bilingual Newspaper.

In 2014 the Oakland Police Department sent mass mailings to the career centers of several Historically Black Colleges and Universities (HBCUs), including:

- Alabama A&M University
- Selma University
- Stillman College
- Tuskegee University
- Howard University
- University of the District of Columbia
- Bethune-Cookman University
- Florida A&M University
- Clark Atlanta University
- Morehouse College
- Morris Brown College
- Spelman College
- Dillard University
- Grambling State University
- Southern University and A&M College
- Southern University at New Orleans
- Morgan State University
- Jackson State University
- Lincoln University
- Livingstone College
- North Carolina A&T State University
- Shaw University
- Wilberforce University
- Langston University
- Morris College
- South Carolina State University
- Fisk University
- Tennessee State University
- Prairie View A&M University
- Texas Southern University
- Hampton University
- Norfolk State University
- Virginia State University
- West Virginia State University

The Oakland Police Department recognizes that future recruitment efforts can involve more follow-up with these Historically Black Colleges and Universities. Rather than traveling to these institutions – which are located in the Eastern and Southern United States, ongoing communications with their career centers and engagement of local alumni groups should help in building stronger relationships.

The recent collaboration between OPD, the Oakland-based Men of Valor Academy (MOVA), the Oakland Unified School District, the Alameda County Probation Department and the Oakland Police Foundation Board is an example of a strategic recruitment and community relationship-building program. MOVA, established in 2001 by Bishop Bob Jackson of Acts Full Gospel Church, seeks to provide workforce development and life skills training for primarily African American males who have faced challenges to becoming productive citizens due to overexposure to trauma and violence. By collaborating with MOVA, OPD hopes to connect young African American males to police officers and build relationships of trust and respect. The Oakland Police Department is working to build stronger relationships between police officers and young African American residents. It is hoped that this will ultimately encourage more African American residents to consider a career in local law enforcement.

A recent strategic initiative to help OPD recruit more African American Police Officer Trainees (POT) to enter and graduate from police academies has been to change the order in which qualifying exams occur. OPD personnel have come to understand that African American

candidates are failing the written portion of the exam more than they are having difficulty with the physical exam or other parts of the application process. Now the physical exam occurs before the written exam, and candidates are notified of monthly workshops offered by an OPD consultant that helps candidates better prepare for the written exam. This new ordering of the exam process and offer of exam support helps OPD better recruit African American candidates.

Oakland Police Department Cadet Program

The Police Cadet Program is designed for young hardworking, ambitious men and women, ages 17.5-20.5 years old, who wish to explore the law enforcement field. Cadets participate in this program while earning college degrees. Cadets earn \$13.87 - \$15.29 hourly. Cadets rotate through different assignments, receive intensive supervision, counseling, training and evaluation to develop their leadership qualities and prepare them for careers in law enforcement. OPD does not specifically recruit young persons from any particular background or ethnicity, but the program does primarily recruit Oakland residents and therefore offers promise for recruiting more young people of color.

Merritt College Administration of Justice Program

OPD has begun an innovative partnership with Oakland's Merritt College. Merritt College is now providing an accredited curriculum for the Oakland Police Academy – creating a specific gateway for Merritt College students to become OPD officers. Program participants gain direct interaction and hands-on experience with police officers. Similar to the OPD Cadet Program, the Merritt College Administration of Justice Program does not specifically recruit young persons from any particular background or ethnicity, but the program does primarily recruit Oakland residents and therefore offers promise for recruiting more young people of color.

RAND Corporation Report on Building Diversity within the Los Angeles Police Department

In the 2009 RAND report, "To Protect and Serve; Enhancing the Efficiency of LAPD Recruiting," the noted research facility provided a specific recommendation to the Los Angeles Police Department to improve their short-term and long-term recruitment process. According to the UCLA Center for Policing Equity, LAPD was able to specifically increase the representation of Latino officers in the department to better reflect the City it serves. The key findings from the RAND report are as follows:

- The LAPD Recruitment and Employment Division should look for events that are unrelated to job-seeking to connect with activities that are proven to be popular with potential recruits.
- Build connections with community colleges
- Target parts of the City or beyond that typically do not yield high results for new police academy applications.
- Tailor media and publicity outreach to attract diverse groups.
- Assign scores to prioritize candidates.

* OPD's current program with Merritt College is an example of such an effort

- Integrate the Background Investigators and Personnel/Human Resources Analysts into Investigation Teams and allow these professionals to share a single database to track cases.
- Use Whole-Person Analysis (WPA) to evaluate applicants. In WPA analysis, circumstances, such as the candidate's age, attitude, and explanation for conduct, are taken into consideration, and the investigators and personnel analysts must take into account these multiple factors.
- Evaluate data collection systems.

National Efforts to Recruit People of Color into Police Departments

The Akron, Ohio Police Department is working on efforts to improve the diversity of its police force by implementing the following procedures:

- Creating a recruitment video which highlights useful information such as how to prepare for the physical exam.
- Using a recruitment team that is itself composed of people of color to recruit in diverse communities.
- Sending the recruitment team to targeted areas such as military bases, community centers frequented by Hispanics or African Americans, and inner-city churches.

The Lancaster County (Central Pennsylvania) Police Department is investing in efforts to increase the diversity of their department by:

- Recruiting in churches with predominantly people of color congregations.
- Investing in a local cadet program for 18-21 year olds and giving application preference points to cadet program graduates.

SUMMARY

The statistics and programs listed in this report show that the Oakland Police Department's efforts at recruiting local individuals as well as African Americans for the position of police officer is ongoing. The Oakland Police Department will continue to look for the best strategies to grow the department to reflect the public it serves.

PUBLIC OUTREACH/INTEREST

This is of public interest as it directly relates to safety within the Oakland community.

COORDINATION

The City Attorney's Office was consulted in preparation of this report.

SUSTAINABLE OPPORTUNITIES

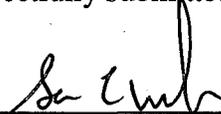
Economic: There are no economic opportunities identified in this report.

Environmental: No environmental opportunities have been identified.

Social Equity: This report provides valuable information to the Oakland community regarding inclusion of under-represented groups in the Oakland Police Department.

For questions regarding this report, please contact Bruce Stoffmacher, Management Assistant, OPD Research and Planning, at (510) 238-6976.

Respectfully submitted,



Sean Whent
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***Attachment 1: Police Officer Trainee Hiring Data:
166th-170th Oakland Police Department Academies***

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Attachment 1 – Police Officer Trainee Hiring Data 166th-170th Oakland Police Department Academies

166th Academy	All Applicants				African American Applicants		
Hiring Steps	Step Date	Total	% of Total	% Not Advanced	# of AA	% of Total Applicants	% of Not Advanced
Applications Received	2/8/2012-3/5/2012	2301	100%	0%	476	21%	0%
Invited to Written	3/9/2012	2165	94%	-6%	431	19%	-9%
Attended Written	3/21/2012	1098	48%	-52%	250	11%	-47%
Invited to Physical Ability	4/2/2012	752	33%	-67%	143	6%	-70%
Attended Physical Ability	4/10/2012	667	29%	-71%	96	4%	-80%
Invited to Oral Interview	4/13/2012	643	28%	-72%	89	4%	-81%
Attended Oral Interview	4/23-4/26/2012	578	25%	-75%	81	4%	-83%
Selected for Background & Character Review	5/18/2012	409	18%	-82%	59	3%	-88%
Invited to Academy	41169	55	2%	-98%	8	0.35%	-98%
Academy Graduation	41353	39	2%	-98%	5	0.22%	-99%
Further Analysis of the 59 African American Applicants Selected for Background and Character Review							
Failed Background Investigation	19						
Not selected during character review	5						
Not Selected during Personal History Statement Review	18						
Withdrew from the Hiring Process	5						
Hired into 166th Academy	8						
Hired into Future Academy	4						

167th Academy	All Applicants				African American Applicants		
Hiring Steps	Step Date	Total	% of Total	% Not Advanced	# of AA	% of Total Applicants	% of Not Advanced
Applications Received	5/29/2012-6/11/2012	1805	100%	0%	342	19%	0%
Invited to Written	6/14/2012	1636	91%	-9%	305	17%	-11%
Attended Written	6/30/2012-7/3/2012	1011	56%	-44%	180	10%	-47%
Invited to Physical Ability	7/17/2012	710	39%	-61%	103	6%	-70%
Attended Physical Ability	7/27-28/2012	516	29%	-71%	73	4%	-79%
Invited to Oral Interview	8/6/2012	494	27%	-73%	68	4%	-80%
Attended Oral Interview	8/20-22/2012	414	23%	-77%	57	3%	-83%
Selected for Background & Character Review	9/17/2012	231	13%	-87%	35	2%	-90%
Invited to Academy	3/25/2013	51	3%	-97%	1	0.06%	-100%
Academy Graduation	9/20/2013	36	2%	-98%	4	0.22%	-99%
Further Analysis of the 35 African American Applicants Selected for Background and Character Review							
Failed Background Investigation		16					
Not selected during character review		1					
Not Selected during Personal History Statement Review		9					
Withdrew from the Hiring Process		7					
Hired into 167th Academy		1					
Hired into Future Academy		1					

168th Academy	All Applicants				African American Applicants		
Hiring Steps	Step Date	Total	% of Total	% Not Advanced	# of AA	% of Total Applicants	% of Not Advanced
Applications Received	6/25/2012-11/16/2012 & 2/4-15/2013	3824	100%	0%	833	22%	0%
Invited to Physical Ability	12/21/2012 & 2/25/2013	3760	98%	-2%	742	19%	-11%
Attended Physical Ability	1/3-5/2013 & 3/2/2013	1347	35%	-65%	281	7%	-66%
Invited to Written	1/11/2013 & 3/22/2013	1275	33%	-67%	259	7%	-69%
Attended Written	1/19/2013 & 3/25/2013	1043	27%	-73%	220	6%	-74%
Invited to Oral Interview	2/6/2013 & 4/23/2013	830	22%	-78%	148	4%	-82%
Attended Oral Interview	2/19-21/2013 & 5/6-7/2013	681	18%	-82%	125	3%	-85%
Selected for Background & Character Review	3/29/2013 & 6/17/2013	450	12%	-88%	75	2%	-91%
Invited to Academy	9/30/2013	57	1%	-99%	4	0.10%	-100%
Academy Graduation	4/4/2014	47	1%	-99%	4	0.001046	-100%
Further Analysis of the 75 African American Applicants Selected for Background and Character Review							
Failed Background Investigation	50						
Not selected during character review	0						
Not Selected during Personal History Statement Review	8						
Withdrew from the Hiring Process	10						
Hired into 168th Academy	4						
Hired into Future Academy	3						

169th Academy	All Applicants				African American Applicants		
Hiring Steps	Step Date	Total	% of Total	% Not Advanced	# of AA	% of Total Applicants	% of Not Advanced
Applications Received	4/2-19/2013 & 6/3-28/2013	2477	100%	0%	453	18%	0%
Invited to Physical Ability	4/25/2013 & 6/29/2013	2413	97%	-3%	435	18%	-4%
Attended Physical Ability	5/4/2013 & 7/13/2013	1177	48%	-52%	216	9%	-52%
Invited to Written	5/30/2013 & 7/26/2013	1131	46%	-54%	200	8%	-56%
Attended Written	6/10/203 & 8/5/2013	982	40%	-60%	165	7%	-64%
Invited to Oral Interview	6/28/2013 & 8/30/2013	736	30%	-70%	105	4%	-77%
Attended Oral Interview	7/15-19/2013 & 9/12-13/2013	572	23%	-77%	83	3%	-82%
Selected for Background & Character Review	8/14/2013 & 9/25/2013	382	15%	-85%	60	2%	-87%
Invited to Academy	12/30/2013	56	2%	-98%	8	0%	-98%
Academy Graduation	7/3/2014	34	1%	-99%	3	TBD	TBD
Further Analysis of the 60 African American Applicants Selected for Background and Character Review							
Failed Background Investigation	31						
Not selected during character review	3						
Not Selected during Personal History Statement Review	11						
Withdrew from the Hiring Process	5						
Hired into 169th Academy	8						
Hired into Future Academy	2						

170th Academy	All Applicants				African American Applicants		
	Police Hiring Steps – 170th & External Academy	Step Date	Total	% of Total	% Not Advanced	# of AA	% of Total Applicants
Applications Received	9/19-10/11/2013 & 12/17/2013-1/3/2014	2101	100%	0%	411	20%	0%
Invited to Physical Ability		2036	97%	-3%	385	18%	-6%
Attended Physical Ability	10/19/2013 & 1/11/2014	941	45%	-55%	181	9%	-56%
Invited to Written		899	43%	-57%	167	8%	-59%
Attended Written	11/6/2013 & 1/23/2014	796	38%	-62%	147	7%	-64%
Invited to Oral Interview		579	28%	-72%	88	4%	-79%
Attended Oral Interview	12/9-10/2013 & 2/10-11/2014	506	24%	-76%	73	3%	-82%
Selected for Background & Character Review	1/10/2014 & 2/28/2014	348	17%	-83%	60	3%	-85%
Invited to Academy	3/17/2014 & 4/28/2014	82	4%	-96%	7	0%	-98%
Academy Graduation	9/26/2014 & 10/31/2014	TBD	TBD	TBD	TBD	TBD	TBD
Further Analysis of the 60 African American Applicants Selected for Background and Character Review							
Failed Background Investigation		7					
Not selected during character review		7					
Not Selected during Personal History Statement Review		10					
Withdrew from the Hiring Process		1					
Hired into 170th Academy		7					
Still in Process		34					