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AGENDA REPORT

TO: Public Safety Committee

FROM: Sabrina B. Landreth
City Administrator

SUBJECT: Ad Hoc Working Group on Police
Recruitment Final Report

DATE: August 29, 2016

City Administrator Approval

Date:

9/1/16

RECOMMENDATION

Staff Recommends That The Public Safety Committee Accept This Informational Report Presenting The Full And Final Report Of The Ad Hoc Working Group On Police Recruitment.

ANALYSIS AND POLICY ALTERNATIVES

Attached is the final report from the Ad Hoc Working Group on Police Recruitment. The Ad Hoc Working Group approved this report at their August 25, 2016 meeting with the additional recommendations seen in the report. Upon submission of this report to the Public Safety Committee, the Ad Hoc Working Group on Police Recruitment will have completed their final task and will be disbanded.

FISCAL IMPACT

Some of the Recommendations have fiscal implications for the Council to consider in the future.

PUBLIC OUTREACH/INTEREST

This report is of interest to the community and the recommendations were created by a community-member Working Group.

COORDINATION

The Ad Hoc Working Group worked closely with the Oakland Police Department and the Human Resources Management Department. The group was staffed by the City Administrator's Office staff.

Item: _____
Public Safety Committee
September 13, 2016

SUSTAINABLE OPPORTUNITIES

Economic: No economic impacts.

Environmental: No environmental impacts.

Social Equity: The recommendations present options for the City to consider adopting which could promote social equity.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The Public Safety Committee Accept This Informational Report Presenting The Full And Final Report Of The Ad Hoc Working Group On Police Recruitment.

For questions regarding this report, please contact Chantal Cotton Gaines at (510) 238-7587.

Respectfully submitted,



CHANTAL COTTON GAINES
Assistant to the City Administrator

Attachment (1)

1- Ad Hoc Working Group Final Report and Appendices

Ad Hoc Working Group on Police Recruitment – Final Report to City Council

BACKGROUND:

Social Context and Enabling Legislation

Changes in national demographics coupled with the approach to 21st Century Policing have forced many police departments nationwide to shift their focus in police recruiting to find candidates who can perform by today's policing standards (community policing, etc.) (RAND, 2009). Additionally, police departments are seeking to find high-quality candidates from the community they serve and/or who reflect the diversity of the communities in which they serve (RAND, 2009). These concerns provide the occasion for departments to review the recruitment, hiring, and academy processes to assess the opportunities for changes and improvements. This is especially important considering that "previously unconsidered issues such as the pull of more lucrative careers and negative images of policing, might further [reduce] the applicant pool" particularly in a better economy (Cavanagh, 2003; Flynn, 2000; Koper et al., 2001).

Specifically for Oakland, the community has identified the lack of local residents and people of color working in the Oakland Police Department (OPD) as a critical concern that has a strong impact on community-police relations and trust in law enforcement. According the President's Task Force on 21st Century Policing, building trust and nurturing legitimacy serve as the foundation for good police-community relationships (Task Force, 2015). Such relationships especially matter for OPD to be able to recruit Oakland residents to serve as OPD officers. The relationships also impact OPD's reputation and marketability to potential civic-minded public servant recruits. According to a 2015 report from the Oakland Youth Advisory Commission, "the City of Oakland and OPD need to actively recruit and train homegrown Oakland Natives to become police officers who...are willing to live in the community so they remain an integral part of the community (economically and socially)" (Youth Advisory Commission, 2015).

In April 2015, the Oakland City Council adopted Resolution No. 85540 C.M.S., which created a temporary Ad Hoc Working Group on Police Recruitment (Ad Hoc Working Group). The Ad Hoc Working Group was charged with the following:

1. Evaluate gaps in yielding Oakland residents and applicants of color in OPD's current recruitment strategies.
2. Develop strategies for recruitment of a more equitable and Oakland-based police force.
3. Brainstorm a list of places where OPD can share academy information, offer recruiting workshops, or post job opportunities.
4. Identify external issues which hinder Oakland residents and people of color to apply to OPD.

5. Suggest ways in which the Oakland Police Department can build relationships with institutions that can recommend the Oakland Police Academy to students or job-seekers, as well as to develop a list of potential partner institutions.
6. Evaluate economic and non-economic incentives to recruit and retain residency of OPD officers in Oakland.
7. [Look for] ways to expand partnerships with Merritt College to strengthen the pipeline of Oakland residents to OPD Police Academy.
8. Explore requirement for Oakland police officers to live within a reasonable driving distance from Oakland to ensure rapid response times in emergency situations.
9. Conduct community-based outreach to gather input from the community at large.
10. And [engage in] any related discussions.

The Ad Hoc Working Group worked to provide a list of recommendations which relate to Items 1, 2, 4, 5, 6, 7, 8, and 10. The recommendations are summarized in the Executive Summary below as well as further fleshed out within the report. The recommendations here were also presented on a high level at the July 12, 2016 City Council Public Safety Committee meeting.

OPD Demographic Information is available and included in the meeting materials from previous Ad Hoc Working Group meetings.

Ad Hoc Working Group Membership

Resolution No. 85540 C.M.S. allowed for each Councilmember to informally appoint up to two (2) members to the Ad Hoc Working Group. The Ad Hoc Working Group members consisted of the following (with names of appointing Councilmember stated adjacent to member):

Table 1: Ad Hoc Working Group Membership Roster

Working Group Member Name	District Representing
Rev. Johnny Leggett	D1 – Kalb
Quynh (Jenny) Chen	D2 – Guillen
Emmanuel Gomez	D2 – Guillen
Ciara Smith (High school student)	D3 – Gibson McElhaney
Sarah Chavez-Yoell	D3 – Gibson McElhaney
Nicholas J. Vigilante	D4 – Campbell Washington
Eric LaSalle	D4 – Campbell Washington
Max Chacana	D5 – Gallo
Jeff Kirschner	D5 – Gallo
Toni Cook	D6 – Brooks
Rev. Harold Mayberry	D6 – Brooks
Rashidah Grinage	At-Large – Kaplan
Kimberley Mayfield	At-Large – Kaplan

*Member attendance information can be provided upon request.

Staff Assigned to the Ad Hoc Working Group

The City staffed the Ad Hoc Working Group with relevant staff from the affected departments as well as an administrative staff member to the Ad Hoc Working Group. The staff involved included the following, organized by department:

Human Resources Management Department (HRMD):

- Anil Comelo, Director
- Daryl Look, Principal Human Resources Analyst
- Montrice Goodman, Human Resources Analyst

Oakland Police Department (OPD):

- Drennon Lindsey, Captain
- Randy White, Sergeant
- Cee Belue, Personnel Manager
- Kiona Suttle, Interim Personnel Manager
- Antone' Hicks, OPD Recruiting and Backgrounds Unit

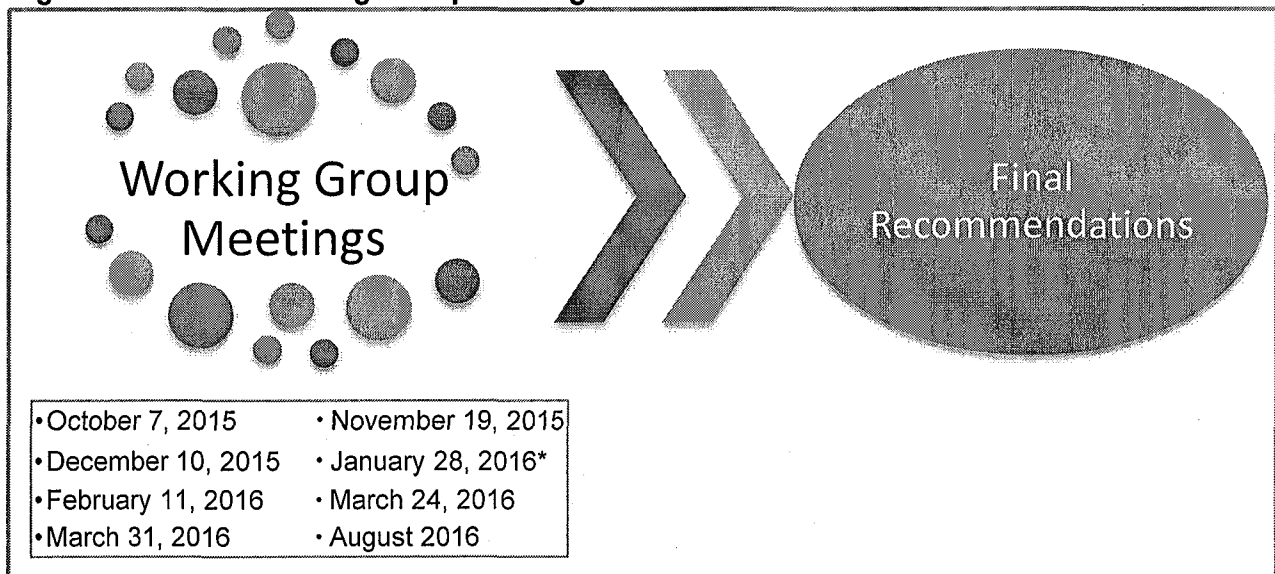
City Administrator's Office (administrative staff to the Ad Hoc Working Group):

- Chantal Cotton Gaines, Assistant to the City Administrator

Ad Hoc Working Group Meetings

The Ad Hoc Working Group set a meeting schedule to meet the second (2nd) Thursday of each month and again on the fourth (4th) Thursday as needed. The schedule only deviated if circumstances at the time called for changes. Figure 1 below is a list of the Ad Hoc Working Group's meeting dates over the past year. Each meeting was noticed with the City Clerk and electronically via email three (3) days before the meeting.

Figure 1: Ad Hoc Working Group Meetings and Idea Generation



* The January 28, 2016 meeting replaced the January 14, 2016 meeting which was cancelled.

Ad Hoc Working Group Meeting Materials

The materials for each Ad Hoc Working Group meeting are included in a Dropbox folder for the Ad Hoc Working Group. The link to the Dropbox folder is: <http://goo.gl/GQMXM3>. Materials are organized by meeting date. Some key background materials referenced in this report are also in the Dropbox folder.

Presentations to City Council

The Ad Hoc Working Group provided an update to the City Council Public Safety Committee on July 12, 2016. In that update, the Ad Hoc Working Group chairperson provided the full list of recommendations contained in this report. This report provides more background information and explanation on each recommendation.

EXECUTIVE SUMMARY:

The recommendations contained within this report are the result of very robust discussions among the Ad Hoc Working Group members. Staff from the OPD and HRMD actively participated in the Ad Hoc Working Group and provided resources as requested by the Working Group. The staff and community members of the Ad Hoc Working Group worked hard to put together the recommendations within this report with the intent of creating positive change for the Oakland community.

Recommendation Summary

The recommendations within the report are organized into the following categories which flow with the steps of the Police Officer Trainee (POT) recruitment and hiring process.

- A. Engage the Potential Candidates in a Focus Group
- B. Recruitment Process
 - 1. Marketing
 - 2. Outreach
 - 3. Community-Oriented Policing as Outreach
- C. Hiring and Background Process
 - 4. Application Process
 - 5. Local Hire Policy
 - 6. User Friendliness of Website
 - 7. Software System Update and Staff
 - 8. Using a New Written Exam, Testing, and Interviews (Consider a different interview process to accommodate Millennials)
 - 9. Examine the Background Process
 - 10. Partner with Peralta

D. Academy Process

11. Review aspects of the academy to determine tactics to get candidates to successfully complete the academy prepared for OPD service
 - i. Include community in the process
 - ii. Add cultural competency to curriculum

E. Police Officer Trainee or Later as Officer

12. Increase training and implement strategies to provide support to officers once they are officially within the department

The Ad Hoc Working Group acknowledges that there are resource limitations in the City. However, it is important to note that many of the recommendations, including marketing, outreach, training, and updated software, cannot be accomplished in a timely manner without adjusting the budget and staffing for the OPD Recruiting and Background Unit and HRMD police recruiting team.

Methodology

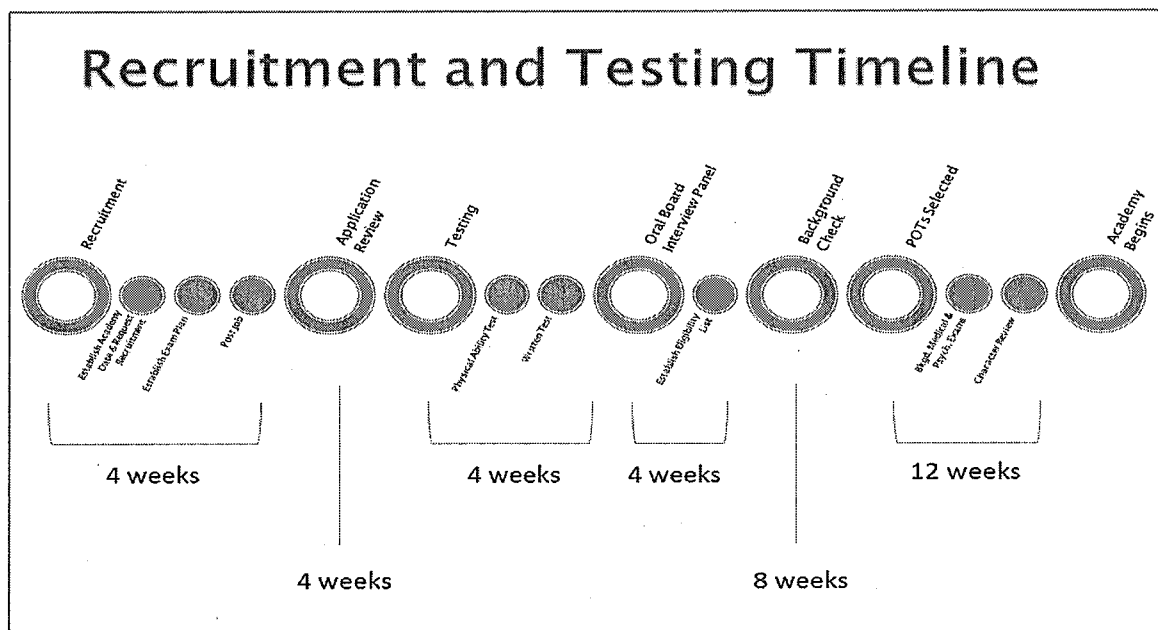
The Ad Hoc Working Group received and analyzed data and general information from OPD and HRM. In addition to data from the departments, the Ad Hoc Working Group also utilized articles about police recruitment and resources from the Dellums' Police Recruitment Task Force.

PROCESS PHASES AND RECOMMENDATIONS:

This section of the report is structured to follow the elements of the OPD new officer process and provides recommendations in each of the four phases. The phases are: 1) Recruitment; 2) Hiring and Background; 3) Academy; and finally, 4) Police Officer Trainee. The Ad Hoc Working Group identified possible growth points within each phase.

As a starting point, it is important to see how the current process works. The Ad Hoc Working Group started with this very basic overview of the process as shown in Figure 2 below (also included as **Appendix 1**).

Figure 2: Recruitment and Hiring Process and Timeline



Engage the Potential Candidates in a Focus Group

Focus Group: While the Ad Hoc Working Group did extensive work to develop this list of recommendations for police recruitment, it would benefit the City to speak more with the types of people the City desires as future candidates. The Ad Hoc Working Group recommends that the City host a focus group or two within the next 6 month period with a diverse group of young men and women who are eligible to apply for POT jobs. This focus group will provide the City with input about the true interests of the target population and details about why they plan to apply to OPD or not.

Phase One: The Recruitment Process

It is important to separate the "attraction/recruitment" process from the "hiring" process. Prior to the application filing is what the Ad Hoc Working Group calls "Phase One," or the recruitment process — the act of actively encouraging people to apply for the Police Officer Trainee (POT) job. This is an especially important process if the City of Oakland wants to attract candidates who are Oakland residents and/or represent underrepresented groups within OPD and reflect the Oakland community. The next section of the report, will address phase two, the steps of the "hiring" process which is the application, applicant screening, etc.

Getting candidates to apply for the POT position needs to be a highly tailored outreach process with many tactics applied. OPD currently does outreach in the community. The 30-day Monthly Police Staffing Report shows that OPD does a fair amount of community outreach to explain the

benefits of becoming an Oakland police officer. A recent 30-Day Monthly Police Staffing Report shows that OPD did outreach at the following places for POTs:

- UC Davis Recruitment Event
- Oakland Earth Expo
- Wine Country Marines Job Fair San Jose
- Women in Law Enforcement Police Administration Building
- San Francisco City College Information Fair
- 10th Annual Eco-Fest Oakland – Laney College
- American Criminal Justice Association Job Fair
- Fraternity/Sorority Events
- Fruitvale Unity Council Career/Resource Fair
- Oakland Running Festival
- Acorn Woodland Annual Safety Fair
- Asian Safety Fair
- Housing Authority Workshop

In addition to visiting events, OPD also hosted practice Physical Ability Tests (PAT).

The Ad Hoc Working Group recognized the amount of work that OPD puts into doing community outreach. However, there is room for efficiencies and room to try different outreach strategies/approaches. According to a Michigan State University “Strategies for Police Recruitment” article, there is a difference between marketing and outreach. “Departments have used myriad outreach strategies over time to attract candidates, albeit with minimal research on their effectiveness” (Wilson, 2014). The Ad Hoc Working Group recommends putting more of an effort into *marketing* OPD instead of just doing *outreach*. What’s the difference? *Marketing* is promoting, selling, or advertising a service while *outreach* is reaching out to the community to provide them with information about a program or service. OPD could benefit from actual marketing about OPD and the benefit of working as an OPD officer. Increased marketing in addition to more *targeted* outreach, as explained in the “Outreach” subsection below, would help OPD have more control over the message shared and ensuring that the right people hear it.

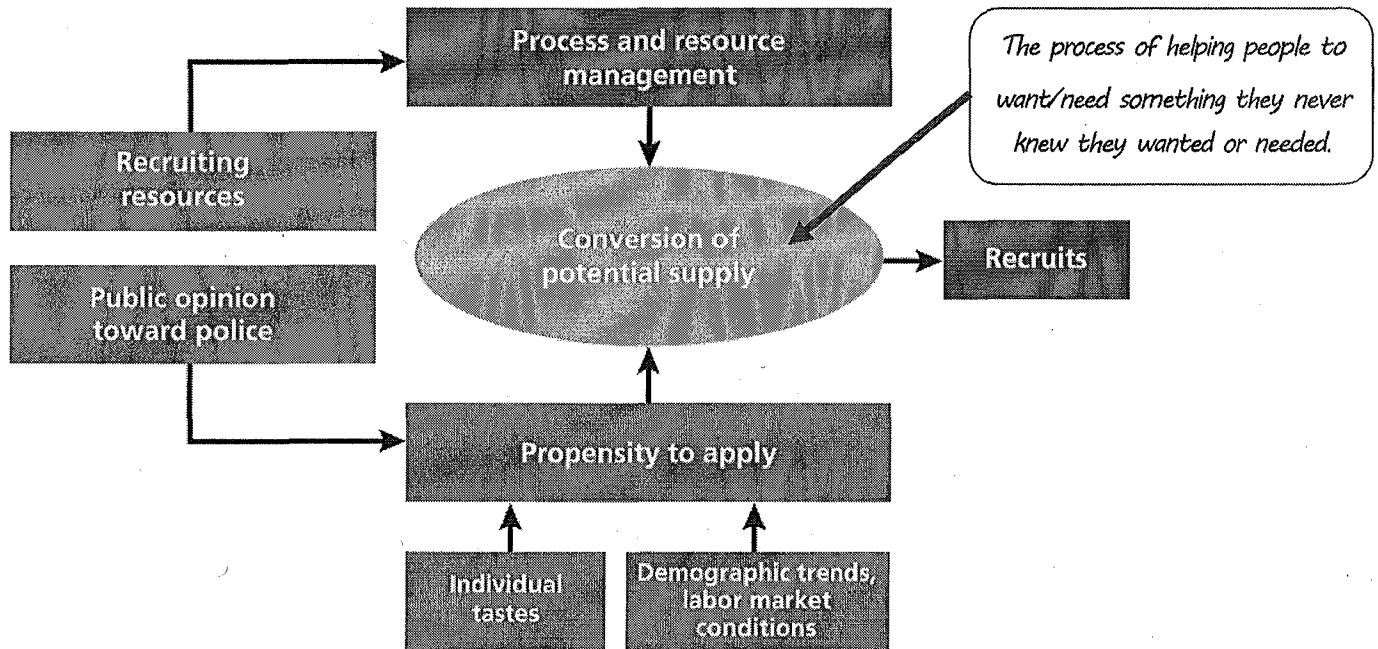
Marketing is intuitive by design and matches the right message to the right person (Buyer, 2011). It is the “art and science of persuasive communication” (Kerpen, 2011) and “act of an engaging relationship with every single human being that shows an interest in you” (Flanigan, 2011). Since it is the art of helping people understand how much they need something they never knew they needed (Moran, 2011), it is critical for showing targeted audiences what you do and how it benefits them. The following recommendations factor in the importance of marketing as well as the OPD historical marketing budget.

As Figure 3 (taken from the RAND study of the Los Angeles Police Department (LAPD)) shows, there are environmental and policy factors which influence the number of applicants and recruits received for any given recruitment process. The figure shows that the recruiting resources play

a big role into the eventual conversion of potential interest into an actual recruit. **Appendix 2**, an excerpt of the RAND study, further explains this figure.

Figure 3: Environmental and Policy Factors Influencing Numbers of Recruits

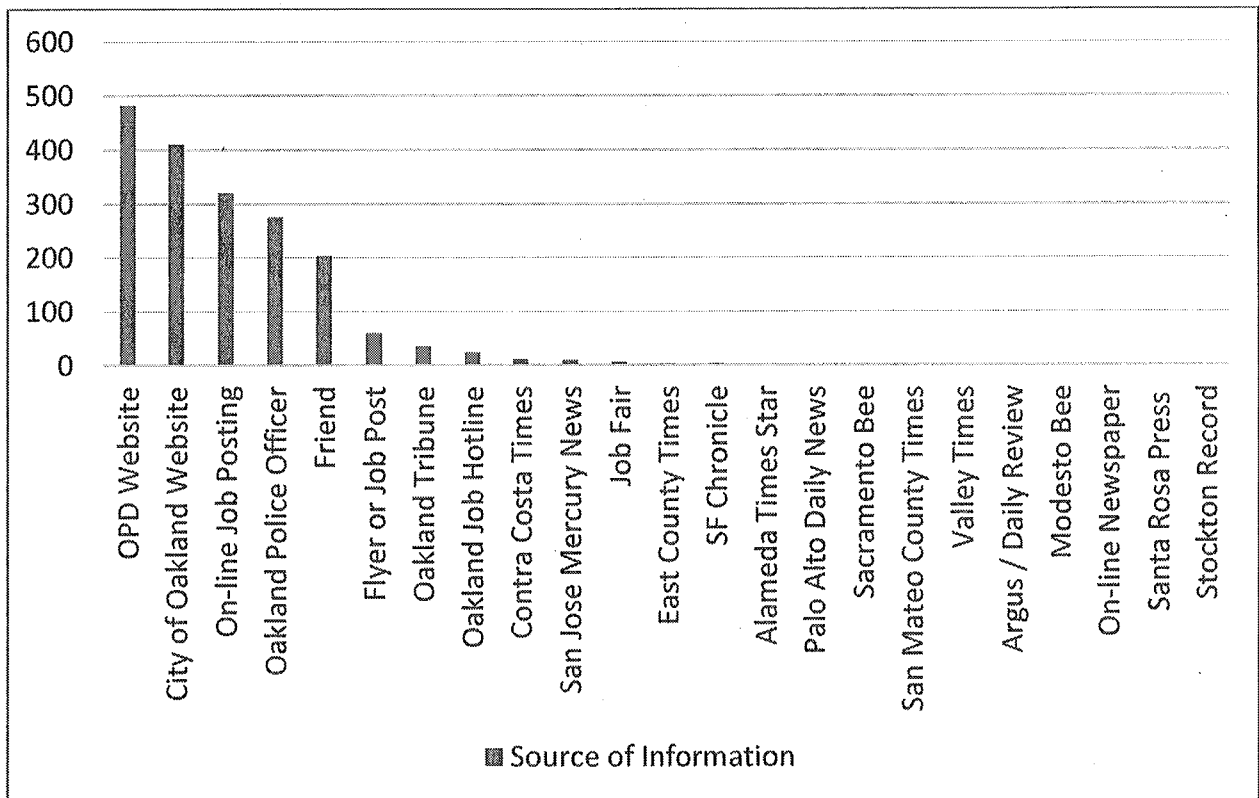
Environmental and Policy Factors Influencing Numbers of Recruits



SOURCE: Adapted from Asch and Orvis (1994); Ridgeway, Lim, et al. (2008).
 RAND MG881-1.1

OPD has historically spent limited and inconsistent amounts of money on marketing for the police department. As Figure 3 shows, the public opinion towards the police plays a factor into whether or not a person chooses to apply to the police department. Thus marketing is very important to share messages about the good things in the department as well as the benefits of becoming an OPD employee. With OPD’s current outreach efforts, Figure 4 shows how most applicants in the past five (5) academies heard about the POT job positions. Marketing the department, improving the OPD brand, and doing more targeted outreach could help OPD receive more applications for POT positions from a greater variety of candidates.

Figure 4: How Applicants in the 170-175th Academies Heard About the POT Positions



Source: OPD Data for the 170, 171, 172, 173, 174, and 175 Academies. Information received from 1857 applicants. Work done by Daphne Lee

1 – Marketing Recommendations

The Working Group decided upon four (4) specific marketing-related recommendations for OPD which include:

- 1.1. **Budget for marketing and branding to expand advertising recruiting and awareness efforts.** The initial budget for this should include funding for an overall marketing strategy to ensure that the marketing funds are being spent on a uniform message. The price could vary by scope desired. But a budgeted amount for a marketing strategy, marketing guidelines, or an annual marketing checklist could be useful. Investing in one of these could help the City determine the expected reach for each type of marketing effort (different media mediums). If the City is unable to budget for such marketing, the City could consider asking a community nonprofit partner to provide this valuable information.
- 1.2. **Create metrics to measure success of different marketing tactics and track the outcome of each marketing effort.** Such tracking will ensure that future efforts are put into the right marketing source and give the City the ability to decide if the marketing efforts are achieving goals. Sample metrics are to track how many

leads/applicants the City gets from each marketing source/effort or how long potential applicants stay engaged on digital media marketing sources.

- 1.3. **Develop a marketing sub-strategy that focuses on Oakland youth.** In feedback received by youth from the East Oakland Boxing Association (EOBA) from a February 2016 focus group, the youth reported that specific positive interactions between youth and OPD sworn personnel would really help Oakland youth consider a career in law enforcement (EOBA, 2016). This is further explained in the Outreach recommendations below. Additionally, such specific interactions with career-undecided high school students could yield positive results especially since “most youths entering policing decide prior to their high school graduation to do so” (Switzer, 2006).
- 1.4. **Advertise other types of OPD jobs for sworn staff.** In advertising OPD, include information about the wide variety of jobs that one could do within OPD as a sworn officer. It is not just crime fighting on the street. One could also join one of many special divisions such as the forensics unit, bike division, etc.
- 1.5. **Offer housing incentives.** Offer a housing incentive program for officers within the department as a recruitment and retention tool. This could help recruit new officers by the fact that they would know that financial assistance would be available to them if they join OPD. It would be a retention tool by officers knowing that they have additional help to purchase homes in the City. The program could be set up so that officers would be eligible for the program 18-months after they join the department. It would not be available before the 18-months elapse. Additionally, the program would be set up so that they would have to agree to stay with the department for a certain number of years in order to receive the funds. If the officer leaves before the established time period, they would be responsible for paying the City back for a prorated amount to cover the remaining months left of the required time period. The incentive amount could be the amount needed to cover closing costs which can vary from \$3,000-8,000.

2 – Outreach Recommendations

There is room for OPD to improve outreach efforts by doing more targeted outreach to Oakland residents and diverse populations. In addition to doing more targeted outreach to get the word to the right people, OPD could do more to maintain an active list of potential candidates from outreach events. The following list includes the Ad Hoc Working Group recommendations relative to OPD Outreach:

- 2.1. **Utilize youth, business, and community groups and organizations as networks to advertise these positions.** This should be done at least once a year or spread throughout the year with different organizations. The City could begin this effort with the Youth Advisory Commission, the business improvement districts, and Neighborhood Crime Prevention Councils (NCPCs).

- 2.2. **Attend Oakland job fairs.** The outreach shown in the 30-Day Monthly Police Staffing Reports shows that OPD attends job fairs all over the Bay Area which could be useful for attracting a lot of applicants. However; to increase the number of Oakland applicants, it is important for OPD to attend job seeker-related events within Oakland.
- 2.3. **Utilize online resources as much as possible.** The www.opdjobs.com website could be more useful to potential candidates. The site has interview tips and FAQs for potential applicants, but it mainly focuses on links to the job postings themselves. In comparison, the Louisville, Kentucky PD website (<https://goo.gl/GwvebH>) contains a list of things that could be incredibly helpful to a potential applicant and that could help the applicant successfully get through the process (e.g., explanations of all steps of the process through the academy process, as well as common reasons for denial/rejection for potential applicants). The Phoenix, Arizona (<https://www.phoenix.gov/police/joinphxpd>) website contains videos on the main police recruitment webpage which walks potential applicants through important parts of the process. Figure 4 showed that most POT recruits find information on the OPD jobs website. Given this data, the OPD jobs website can be updated to make it a more useful resource. Such an update would not only show the jobs available, but will also get them very prepared to be successful in the hiring process.
- 2.4. **OPD should engage in an MOU with the Oakland Unified School District (OUSD)** for the purpose of being included on the Pathway Programs funded by Measure N. OPD should be included in these partnership meetings because the City and OUSD should want youth to consider law enforcement as a potential career and put some funding behind the effort.
- 2.5. **Consider increasing funding for the Oakland Police Activities League (PAL).** This organization introduces local children to officers in an informal environment. As shown in the EOBA youth focus group feedback, the PUEBLO youth survey, and the Youth Commission report, Oakland youth are interested in having more positive, informal interactions with law enforcement. Those positive interactions are very important steps in community-oriented policing and trust-building for Oakland youth. Such trust is necessary for youth to consider law-enforcement careers. Thus, the City should support efforts underway, like PAL, which create this trust-building, positive environment.
- 2.6. **Connect with JobCorps on Treasure Island as an outreach opportunity.** Their “job-track” students are good candidates and are often sent to San Francisco jobs although many of the youth are from Oakland.
- 2.7. **Reach out to high school students in ROTC;** such students may already have an interest in some sort of law enforcement career.
- 2.8. **Find out which colleges that Oakland students typically attend and build connections with those schools** to encourage Oakland youth to consider coming back to Oakland as officers. To do this, relationships should be built with local alumni panels.

- 2.9. **Emphasize honesty as part of outreach.** Consider doing a myth-busting campaign with something that people think will make them ineligible for an officer job when it really doesn't. Such a campaign can end with some sort of tagline like: "Just be honest about it. You can still become a cop. Apply today."
- 2.10. **Create an Interest-Tracking Log or Pipeline to track the success of the outreach at different community events.** This will make the current OPD outreach more intentional and effective by increasing the department's ability to follow up with potentially strong candidates, especially those candidates from Oakland. With a pipeline, OPD could also see if they receive new names/potential recruits at different events. This pipeline could also help OPD set up meetings with potential candidates as a personal interaction related to the department. This could go a long way in getting quality candidates to apply for and stay determined to complete the process.
- 2.11. **Measure which community events actually lead to the most POTs.** Use such data to determine whether it is worthwhile for OPD staff to attend certain types of future events. Currently, OPD keeps track of the number of attendees at each community event attended. This is a great way of being able to tell if there was the potential for many people to see OPD's presence. However, OPD does not provide in the 30-Day Monthly Police Staffing Report, the number of people who actually stopped by the OPD table and expressed interest of some sort. This could be improved. Teach for America (TFA) does highly targeted outreach campaigns on college campuses. They attend events throughout the campus and take sign-in sheets to each event and then later compile those lists of interested people into a large pipeline. As individuals choose to apply for TFA jobs, staff can easily see whether or not that person was in the pipeline from one of the events. This helps TFA strategically use scarce resources. Another example is in the Los Angeles Police Department (LAPD). The LAPD found that by collecting information about actual interested individuals at each outreach event, they were able to later research and determine which events were most beneficial at yielding actual applicants for the department (RAND, 2009). They were able to measure their tracking logs and conclude that "the Recruitment and Employment Division should either be more circumspect about sending recruiters to events that are unrelated to job-seeking or staff such events with the goal of strengthening the LAPD brand and the expectation that this may not be reflected in the number of immediate contacts" (RAND, 2009). OPD should measure outcomes of outreach events as well.
- 2.12. **Amending the Purchasing Process only related to Recruitments.** Remove obstacles by waiving some purchasing requirements only for recruitment processes. This waiver would allow OPD to be more nimble as opportunities arise in order for staff to quickly register for job fairs, etc. as they come up. Currently, the purchasing requirements make it difficult for OPD to be responsive to new outreach opportunities that arise.

3 – Community-Oriented Policing as Outreach

Increasing positive interactions between the department and the community is a strong form of outreach and brand setting. Similarly, building a more desirable work environment within OPD is also a strong form of outreach because, as Figure 4 shows, current OPD staff are important ambassadors for the department. Lastly, “building...networks within the department to support recruitment can enhance community outreach efforts by making recruitment an overall philosophy rather than a task to be performed” (Wilson, 2014).

The President’s Task Force on 21st Century Policing Report shows that policing in 2016 and beyond heavily relies upon better community-police relationships and a deep trust from the community that the police act in a procedurally just way. Recruitment also relies upon these improved relationships. Thus, the Ad Hoc Working Group determined the following recruitment recommendations related to community-oriented policing:

- 3.1. **Use existing personnel and volunteers to market good things about the department** to block groups, neighborhood groups, community and business organizations, educational institutions, and City boards/commissions/committees that focus on community policing and public safety efforts (Wilson, 2014). This is low-hanging fruit since the groups already focus on public safety.
- 3.2. **Make recruiting part of everyday interactions with the public** (Wilson, 2014). This connects back to the idea of positive police-community interactions. If OPD makes it the goal of all officers at all times to make OPD look approachable, fair, just, and like it is a good place to work, the community will see that through officer behavior. OPD will have the benefit of making the community see OPD as a good place to be and maybe as one to consider for future employment.
- 3.3. **Conduct a customer service survey for youth and another for adults on a bi-annual basis** to see how the community perceives OPD. Such information can help address community barriers to joining OPD. Survey can potentially be performed by Goldman school or another university partner. If the City has an annual survey conducted, these questions related to perception of safety and OPD should be included. If there is no regular City survey, this safety survey should be conducted on its own at least bi-annually.

Phase Two: The Hiring and Background Process:

4 – Application Process

- 4.1. **Add a question to the supplemental questionnaire about residency** which asks applicants if they are from Oakland, have connections to Oakland (worship centers, family, etc.) or a community similar to Oakland. This will help assess the applicant’s ability to understand the Oakland community which is vital for employment in

Oakland, especially in police work. HRMD and OPD have begun work on looking at updated questions for the supplemental questionnaire.

5 – Local Hire Policy

Consider establishing an Oakland local hire policy that focuses on getting Oakland residents and / or Oakland employees from other City departments to apply to become OPD officers. Such a policy would need to be compliant with State law, but would give preference to Oakland residents. It would also give preference to City employees who want to transition to an OPD sworn position.

- 5.1. **Track Oakland residents in the process.** Currently, OPD tracks the number of Oakland residents in the hiring process. This recommendation would expand that work to get information on Oakland residents at every step of the process, including explanations of why they fall out of the process. Such data will help the City to create strategies that meet needs.
- 5.2. **Track people with connections to Oakland** (grew up, family, religion or regular practice, etc.). Similar to 5.1, those who have indicated a connection to Oakland can be tracked in order to record reasons for falling out of the process.
- 5.3. **Track current city employees in process.** This data is not currently recorded in any formal way. If this data was recorded and these applicants tracked, the City could know why they fall out of the process.

6 – User Friendliness of Website

- 6.1. **Ensure that the application process is user friendly for applicants.** If the application process is too arduous, it could turn good candidates away. This is in addition to the previous recommendation in the outreach section to increase use of videos and details about the process to the website in recommendation 2.3. The City should do user-testing on the website and with the application. After the user-testing, the City should make improvements to both as needed.

7 – Software System Update and Staff

- 7.1. **Upgrade the personnel software system** to one that will track applicants and provide statistical data on applicants from application to academy graduation and possibly beyond. Most of the data in the 30-Day reports are collected manually. An upgraded system would also connect with other OPD systems as necessary to retrieve other data related to applicants and POTs.
- 7.2. **Examine administrative staff capacity** related to recruitment data tracking and analysis to assess whether additional staff could improve recruitment outcomes.

- 7.3. **Examine administrative staff capacity for doing OPD recruitments.** Evaluate how the process timing is impacted by the number of existing staff. Many initiatives in this report will be difficult to implement with only the existing staff levels.
- 7.4. **Evaluate and assess the sworn / non-sworn assignments in recruiting and background within OPD.** Assess which duties need to be done by sworn personnel for the process versus which duties can be done by civilian personnel.
- 7.5. **Evaluate the idea of Human Resources decentralization for officer recruitments.** This means consider the possibility of the HR staff related to OPD being within OPD instead of HRMD.

8 – Written Exam, Testing, and Interviews

- 8.1. **Using a New Written Exam:** As referenced in the series of African American Recruitment staff reports that went to Public Safety Committee in 2015 and 2016, it could be useful to have a new test in Oakland to better meet current policing needs. Most police departments have not updated their hiring processes over the past 50 years although society has greatly changed in that time (Wilson, 2014). The Ad Hoc Working Group supports the decision for OPD to use the FrontLine National Video Testing System (Frontline) test.

Currently the City utilizes the “PELLETB” (Police Officer Standards and Testing (POST) Entry Level Law Enforcement Test Battery) which is free for California cities. The California State Commission on POST, Regulation 1951, mandates that peace officers be able to read and write at the levels necessary to perform the job as determined by the use of the POST Entry-Level Law Enforcement Test Battery or other professionally developed and validated test of reading and writing ability.

The PELLETB is a multiple-choice, fill-in-the-blank written examination designed to measure reading and writing ability. Applicants are given two and a half (2.5) hours to complete the PELLETB, which contains five (5) sections:

- Spelling (applicants select the correct spelling of a word from a list of options)
- Vocabulary (applicants select the correct meaning of a word from a list of options)
- Clarity (applicants select the sentence that is most clearly written from a pair of options)
- Reading Comprehension (applicants read a passage and answer questions about the passage’s content)
- CLOZE (applicants use contextual clues to complete a passage that contains blanks/missing words)

Among the 10 largest cities in California, the POST test continues to be used by a majority of cities for entry level police officer recruitments. However, in an informal,

nationwide survey of large public agencies, the FrontLine National Video Testing System emerged as the most frequently reported written exam used. Developed by a human resources consulting firm, Ergometrics, FrontLine is used by agencies that are in the Ergometrics' National Testing Network (NTN).

The FrontLine test focuses on using good judgment in enforcement, public relations, and teamwork and was specifically designed for entry level law enforcement. There are three (3) components to FrontLine: a video-based human relations test, a reading ability test, and a report writing test. In the video-based human relations test, candidates watch a video segment then choose the best course of action in a multiple-choice format. The entire test includes a total of 91 items administered in approximately two and a half (2.5) hours.

Human resources staff in other agencies reported that the design of the FrontLine test is an experiential model that provides tools and a context that may better evaluate job-related skills than the PELLETB. Rather than testing only reading, writing, and comprehension skills in a public safety context, the FrontLine written test is designed to test several other dimensions including: ability to restrain the use of authority, ability to deal with confrontation/enforcement, ethics, ability to handle distressing situations, and critical thinking.

In late December 2015, OPD and HRMD staff met with the City of San Francisco's Police Department and Human Resources Department staff for a detailed discussion on their transition to the FrontLine National test. San Francisco engaged in a process that spanned 18 months to transition to the new procedures. There was general consensus among the San Francisco staff that the FrontLine test was an effective testing product that met their needs and testing standards. They have been pleased by the caliber of candidates the test produced. As a result of the research, and discussions with the City Council, HRMD (with the support of OPD, the Oakland Police Officers Association, Employee Relations, the City Administrator's Office) are moving towards this recommendation and making the necessary plans to begin using the FrontLine test for all future police academies, pending receipt of an acceptable Transportability Study for the test (which the City has received and is reviewing). The following are some of the upcoming steps in the transition to this new testing instrument:

- Negotiating and implementing a contract with the vendor
- Designing process and procedure changes
- Training HRMD and OPD staff in new processes and procedures
- Noticing candidates of the change in testing instrument

8.2. **Consider using a condensed testing process for out-of-state applicants** (especially those from Oakland or the Bay Area that went away for school, etc.). This condensed process could mean that candidates who travel from afar for the testing

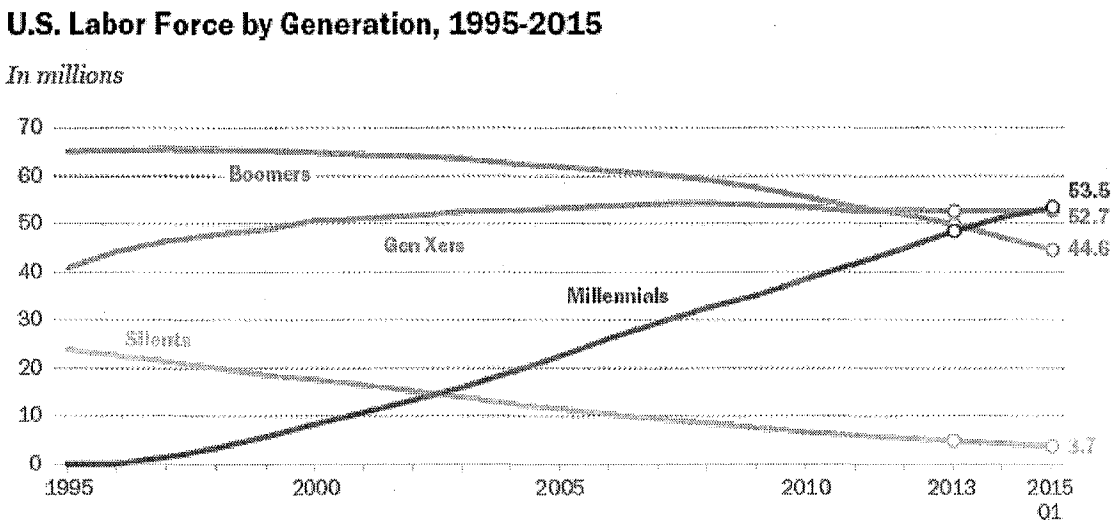
process could do multiple tests in a 1-2 day period. This could be called an “Accelerated Testing” process that is offered 1-2 times per year to accommodate candidates interested in coming back to Oakland.

8.3. **In the oral interview process, update the questions to reflect City and department priorities.** For example, in asking about deadly force, also consider questions which go deeper about use of force, such as asking the candidate to articulate or understand the impacts to themselves, their family, the victim’s family, and the community as a whole. Ask ‘why Oakland?.’ Make sure the questions are relevant to their future work here in Oakland.

8.4. **Consider a different interview process to accommodate Millennials:** According to the U.S. Bureau of Labor Statistics, as of February 2015, about 55 million “Millennials,” (16-34 year-olds) form the largest share of the U.S. civilian workforce. The remainder of the workforce includes about 53 million 35-50 year-olds (“Generation X”), and about 44 million 51-70 year olds (“Baby Boomers”). The remainder, about 4 to 5 million, are of the “traditionalist” generation—those still in the workforce who are 71 years of age and older. In other words, Millennials are a large share of the current workforce; by 2020, Millennials will be roughly 50 percent of the workforce; and by 2030, Millennials will be 75 percent of the global workforce (Bureau of Labor Statistics, 2015).

Figure 5 shows the growth of Millennials in the workforce over the past 20 years. The growth is only expected to continue.

Figure 5: U.S. Labor Force by Generation, 1995-2015



Note: Annual averages plotted 1995-2014. For 2015 the first quarter average of 2015 is shown. Due to data limitations, Silent generation is overestimated from 2008-2015.
 Source: Pew Research Center tabulations of monthly 1995-2015 Current Population Surveys, Integrated Public Use Microdata Series (IPUMS)

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While Millennials hold such a large portion of the current and future national and global workforce, the police recruitment process usually does not involve members of this generational group. Given that this group will be the majority of OPD and local government as a whole in the future, OPD should consider ways to shift the interview process to accommodate Millennials instead of forcing them to fit with potentially outdated hiring and interview tactics (Wilson, 2014). Such changes which might resonate with Millennials, could include adding age diversity on the interview panels, especially adding a young officer or sergeant who understands this new workforce. It could also mean talking, throughout the interview process, about some of the innovative or world changing things OPD is doing instead of just talking about good benefits and job security.

- 8.5. **Consider using role play interviews instead of the ordinary interview process.** Using more innovative ideas for interviews will help the department stay fresh. It will also give more insight into the applicant's thinking and behavior than a standard interview could.
- 8.6. **Consider electronic interview methods** such as Skype. If this is considered, OPD should be given up-to-date equipment to accommodate for this instead of it being one-off in random places that may not be the most accommodating for video-conferencing.

9 – Background Process

- 9.1. **Examine the Concerns Expressed by Councilmember Kaplan:** Councilmember Kaplan submitted a list of concerns to the Ad Hoc Working Group and subsequently to the City Council Public Safety Committee. Staff responded to the list of concerns at the Ad Hoc Working Group level (see **Appendix 3**). In further discussion of these items with the Councilmember at one of the Ad Hoc Working Group meetings, the Ad Hoc Working Group concluded that further review outside of this short-term Ad Hoc Working Group should be conducted to ensure that these things are in fact not occurring. That review goes beyond the work of the Ad Hoc Working Group.
- 9.2. **Thoroughly review each part of the background process with data** to understand each part and opportunities for improvement. It is unclear to the Ad Hoc Working Group at this time all of the backgrounding details in order to make specific recommendations. Thus, the Ad Hoc Working Group recommends that the City Council and Administration review the entire backgrounding process step-by-step to look for improvement opportunities. The existing processes which govern how OPD conducts background investigations are from the California Peace Officers Standards. These standards which guide law enforcement agencies are specific about how to conduct a background investigation. The POST Background Investigation Manual can be found online at: <http://lib.post.ca.gov/Publications/bi.pdf>.
- 9.3. **Review how background investigators are chosen.** It is important to know that they are trained in the current department values and that they are regularly refreshed on them. There are existing processes in place for Background

Investigator selection and for Background Investigator training. The City should review to see if there are any opportunities for improvement.

- 9.4. **Ensure that someone higher up within the department reviews the background reports.** The Ad Hoc Working Group believes that this currently happens, but it would be good to verify that it is an actual policy and not just work being done by personal initiative of good staff. A request was made by the Division Commander for additional staffing for background investigations, recruitment, and workshops (mentoring) as well as a request for more administrative staff (administrative analyst II and Program Analyst/Recruit Coordinator) to assist with the administrative workload and recruitment.

10 – Partner with Peralta

The City currently partners with Peralta Community College for the Administration of Justice Program at Merritt College with Margaret Dixon. The program helps people to complete the academy. This partnership with Merritt should be further enhanced to better benefit the City's recruitment efforts for local residents and high quality candidates. The specific recommendations related to Peralta include:

- 10.1. **Expand the current by program through funding a second cohort each year.** Currently, the program supports the completion of one cohort of participants each year. If the City funded a second cohort, more people would be able to learn and be prepared for the OPD academy. It will be important for the City to align new academy timing, if possible, with this program schedule in order to keep these trained people from completing this program then joining other academies in the region.
- 10.2. **Develop a process or agreement between the City and Peralta** which would state that students that complete the Peralta Administration of Justice Program will be advanced in the Oakland hiring process, either as pre-screened applicants straight to or through exams, or straight to the background process. In order to accomplish this, the City could work with Peralta to get Merritt College to be an accredited POST testing site so that the written and PAT can be administered at the end of the Administration of Justice Pre-Academy Program. The City should discuss the details and possibilities for this with Peralta, especially with Margaret Dixon. Such a partnership could increase student interest and excitement for the program and efficiently get them into OPD as opposed to other police departments in the region.

Phase Three: The Academy Process:

The following sections have a few very basic recommendations about the academy process based on a few Ad Hoc Working Group discussions. These are general suggestions which apply to the academy and beyond.

11– Academy Recommendations

- 11.1. **Evaluate where people often fail or drop out of the academy** and determine ways to increase training or clarify requirements for those portions of the academy in order to ensure participant success. If there are known areas of the academy when people usually fail, find ways to prepare candidates for that portion of the academy sooner in the hiring process. Such planning and training can help candidates prepare for the actual task.
- 11.2. **Reduce military combat photos used** in active-shooter training or other simulations (source: <http://goo.gl/g5ostp>) and replace them with photos that more accurately depict modern active shooter scenarios. In today’s world, many active shooter scenarios look different than military combat. Officers should be prepared for the environment they will actually work within, should such a terrible circumstance occur.
- 11.3. **Include community volunteers in scenario-based instruction** and find a way to allow residents to share their experiences with officers as part of the training (source: <http://goo.gl/g5ostp>).
- 11.4. **As much as possible, technical skills should be trained in the context of the department policies governing those skills** in order to ensure that POTs see the relevance of the material they learn in the academy (source: <http://goo.gl/g5ostp>).
- 11.5. **Add cultural competency to the academy curriculum.** OPD can work with the Race and Equity Department to get more guidance on this.
- 11.6. **Incorporate and infuse community-oriented policing** and other important tenants of 21st Century policing throughout the whole academy process.

Phase Four: The Police Officer Trainee or Later as Officer:

12– General Recommendations

- 12.1. **Prepare, train, and refresh training for field training officers on how to be a field training officer.** Training should include lessons on how to be a coach, how to help others develop, teaching, and leadership. This is an important recommendation because once a POT gets through the academy, the quality of their field training experience determines their success in the department. Many of the officers who quit during field training are usually officers of color or female officers.
- 12.2. **The Department of Race and Equity should have the lead role to go beyond this report and work with OPD (sworn and civilians) to come up with measureable outcomes** by which OPD can be evaluated on an annual basis related to issues from subgroups within the dept. (e.g., women, LGBTQ, people of color, etc.). Compare the target outcomes with best practices from other cities (if available).
- 12.3. **Have established groups within OPD (like the Asian Officers Association) to report out on how the department is doing related to such measureable outcomes for their individual group.** These reports can go to the City

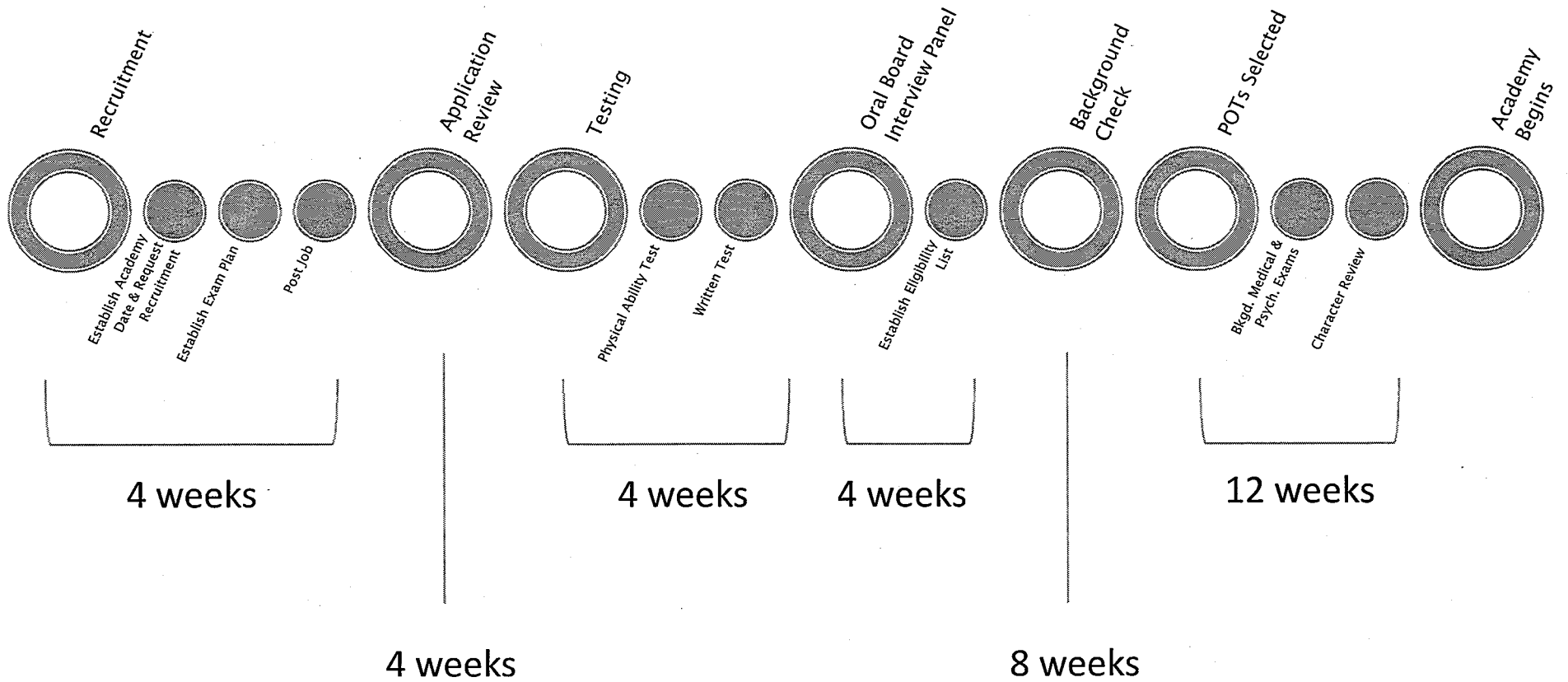
Administration, the City Council, or some other entity at the City. This could be like the Human Rights Report where they grade the department on its efforts and success related to their groups.

- 12.4. **Review the process of how field training officers are selected.** Is there adequate diversity in the field training personnel? Does it reflect: Oakland native/resident status, different minority groups, gender diversity, LGBTQ, etc.?
- 12.5. **Provide in-service training to reemphasize community-oriented policing,** etc. tenants. This could be combined with the existing ongoing procedural justice training.
- 12.6. **Factor community work into regular police evaluations** which will really help to remind officers that community-oriented policing is a top priority. This will help with future police recruiting.

Note: All of the Ad Hoc Working Group suggestions wish to underscore the importance of officers being qualified. At no time, should anyone perceive that the Ad Hoc Working Group is talking about lowering the hiring standards.

- 12.7. **Assign the topic of police recruitment to an existing community board or commission which focuses on police-related issues.** If the voters pass the Police Commission initiative on the 2016 ballot, the subject of police recruitment and oversight of the implementation of the recommendations within this report should be assigned to that newly created body. It is important for the City Council to think about the ongoing dialogue related to police recruitment prior to the November election. This will ensure that the City is prepared to continue this work regardless of the outcome of the November election. It is important to have this conversation before the election instead of reacting after the election ends.
- 12.8. **Follow the Judge and Monitor's reports to see what their recommendations are related to police recruitment.** In the most recent Monitor's report, it was emphasized that OPD needs to evaluate hiring practices and to ask critical questions, perform analysis, and take appropriate action necessary to move the department forward. The Ad Hoc Working Group recommends that the City incorporate the Monitor's recommendations with the many recommendations included in this report.

Recruitment and Testing Timeline



4 To Protect and to Serve: Enhancing the Efficiency of LAPD Recruiting

1. Evaluate the allocation of marketing resources and recruiting efforts.
2. Identify ways to streamline and prioritize applicants in the recruiting process that can meet both recruiting and diversity goals.
3. Improve the productivity and efficiency of the Background Investigation Division.

Conceptual Framework

We base our analyses and proposed strategies on a guiding conceptual framework derived from decades of RAND military manpower research (see, e.g., Asch and Orvis, 1994) and recent police-recruiting studies (e.g., Ridgeway, Lim, et al., 2008). The framework identifies key factors that influence the number of recruits and their demographic diversity. Figure 1.1 depicts these factors and their role in the LAPD recruiting process.

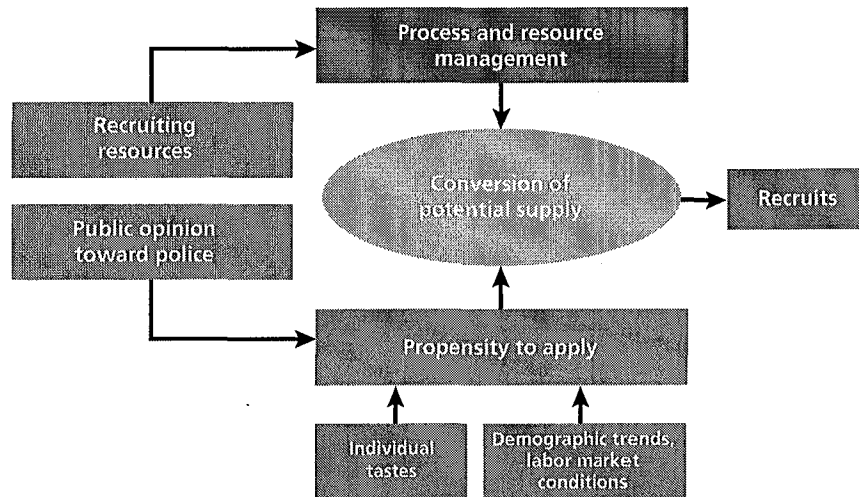
There are two categories of key factors:

- environmental factors that are beyond the direct control of the LAPD
- policy factors that the LAPD can alter to maximize the number of recruits.¹

The key environmental factor influencing the number of applicants and recruits is job seekers' propensity to join the LAPD. The propensity is, in turn, influenced by the community's and influencers' views and opinions of the LAPD, individual tastes toward the police profession, and local labor market conditions. A weak local economy with a high level of unemployment raises job seekers' propensity to join, as there are fewer alternatives for them in the weak labor market.

¹ Economic literature on recruiting generally categorizes the environmental factors as issues relating to labor supply and the employer's policies as issues relating to the demand for labor.

Figure 1.1
Environmental and Policy Factors Influencing Numbers of Recruits



SOURCES: Adapted from Asch and Orvis (1994); Ridgeway, Lim, et al. (2008).
 RAND MG881-1.1

While environmental factors are beyond the direct control of the LAPD, the department can directly influence the level of propensity by maintaining positive relationships with the community and increasing recruiting resources, such as advertisement, outreach efforts, recruiting bonuses, and numbers of recruiters, as the department has done with great success in recent years.

As resources may decline in the near future, reflecting weaker conditions in the local economy, the LAPD and the personnel department will need to rely on two other policy factors: recruiter and resource management and the conversion process of potential supply. Recruiter and resource management includes how the LAPD tasks recruiters to attract potential applicants and how the personnel department manages marketing resources. Our analyses aim to assist the LAPD and the personnel department with these tasks.

The *conversion process* refers to the department's recruiting policies, screening and hiring standards, and practices and procedures that each applicant must face to become a recruit. The personnel department controls major steps of this process: the written and physical tests and

the background investigation. The personnel department must minimize unnecessary losses in the conversion process to achieve the optimal number of recruits. Again, our study assists the personnel department in doing just that.

Organization of This Monograph

This chapter has provided the context and a brief discussion of our approach. The remainder of the monograph is organized as follows. Chapter Two addresses both facets of the LAPD's marketing—recruitment and advertising—and offers empirically based guidance on which recruitment events are most worthwhile, where future recruitment efforts might be targeted, and ways to market and collect marketing data more effectively. Chapter Three discusses a priority scoring system we devised that can be used to triage or prioritize candidates, especially during the background-investigation stage, but is also applicable to other stages of the process. Chapter Four proposes changes to the Background Investigation Division of the personnel department to increase efficiency and productivity. Chapter Five describes ways to enhance the planning and operational tools introduced in previous chapters and highlights areas of research that are needed to find additional efficiency and productivity gains in the recruiting process.

Staff Responses to Policy Concerns Presented by Vice Mayor Rebecca Kaplan in November 2015

Below staff provides responses to the concerns raised by Vice Mayor Kaplan to the Ad Hoc Working Group on Police Recruitment at the November 19, 2015 meeting. Staff listed the original policy concerns followed by the staff response for each. Staff is open to further discussion on these items.

For questions, please contact Chantal Cotton Gaines, staff to the Ad Hoc Working Group on Police Recruitment, at ccotton@oaklandnet.com or 510-238-7587.

Kaplan Policy Concerns and Staff Responses

1. **Kaplan Concern:** Adopt a policy prohibiting the use of past marijuana use as grounds for rejection.

Staff Response: The part of the process where current or previous drug usage is evaluated is managed by the Oakland Police Department (OPD). It is evaluated in the background process. OPD does not practice the act of eliminating possible candidates from the background process due to previous marijuana usage.

2. **Kaplan Concern:** Adopt a policy prohibiting the use of having student loans as grounds for rejection.

Staff Response: OPD reviews all debt to try to assess candidate financial integrity. The information is not used to eliminate candidates from the process. OPD only uses the data to evaluate *how* candidates deal with extreme debt situations.

3. **Kaplan Concern:** Adopt a policy restricting the use of debt as grounds for rejection to those situations in which the debt is evidence of some real problem – not just lack of income that would be solved by obtaining a job as a police officer.

Staff Response: This is the same as the response to #2 above.

4. **Kaplan Concern:** Adopt a policy adding a question to the initial police officer application questionnaire asking whether the applicant has any history with or connection to the city of Oakland, and, if yes, ask them to elaborate on this connection (e.g. a yes/no checkbox for having a connection, with space to add an essay-type answer to explain their connection if they have one). Make it clear that this includes not only whether they live in Oakland now, but also if they have a history of connections, including lived in Oakland previously and have family that still reside in Oakland, worked in Oakland previously, etc.

Staff Response: Staff in OPD and the Human Resources Management Department (HRM) has begun the discussion of how to get such a question on the application. The Working Group will take this request into consideration as part of the Working Group's final report to the City Council. Such a recommendation would have to ask for a question on the application to assess if an applicant is from Oakland or have any connections to Oakland or communities "like" Oakland. Note: any potential new questions considered for the application would need to be vetted by the Office of the City Attorney.

5. **Kaplan Concern:** Adopt a policy seeking a goal of not less than 50% of NEW HIRES will be among those who DO HAVE some connection with/history with Oakland.

Staff Response: OPD continues to recruit locally in an effort to increase Oakland candidates or those who have a connection / history with Oakland. It is OPD's goal to fill as many Police Officer Trainee (POT) positions with "homegrown" applicants as possible. Staff will continue efforts to hire a diverse and local pool of candidates.

6. **Kaplan Concern:** Evaluate the use of and impact of rejecting applicants with an "association" to people with criminal records. Determine how this is being used and decide whether it genuinely measures the potential of the applicants, and whether it is disproportionately excluding Oakland residents and/or people of color.

Staff Response: OPD does not screen out candidates for connections to others with criminal records. If the candidate themselves have a criminal record, this is something the department looks into and assesses on an individual basis. If the candidate is related to, either by family or close associates, someone with a criminal record, they are not screened out of the process for this fact.

7. **Kaplan Concern:** Weigh out of school suspensions, dismissal from school or poor academic performance within reasonable contexts for Oakland residents because we know that Oakland Unified School District's students of color are disproportionately, expelled and suspended at higher rates than in many other school districts.

Staff Response: There are many factors that could cause a student to perform poorly in school. Candidates are not expected to provide disciplinary records and OPD and HRM do not request this information independently. The City does not request nor obtain applicant school disciplinary records, therefore when HRM screens applications for minimum qualifications and processes candidates through the testing, records of being expelled and / or suspended are not considered. However, OPD and HRM do evaluate if the candidate meets the minimum qualifications and has the required high school diploma in order to be eligible for the process.

8. **Kaplan Concern:** We may want to consider requesting a review of recent applicants who were rejected at the background check stage, to determine if any of them, especially Oakland residents, were rejected for reasons that might warrant reconsideration.

Staff Response: OPD can do this analysis if requested. Oakland residents are not rejected from the process without an identification of why they fell out of the process. Captain D. Lindsey has initiated the review process of recently rejected applicants once in the academy and is the project manager.

