CITY OF OAKLAND

AGENDA REPORT

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To: Office of the City Administrator

Attn: Deborah Edgerly

From: Police Department

Date: March 22, 2005

Re: A Status Report from the Chief of Police Outlining the Department's Efforts to Implement the Provisions Required in the Negotiated Settlement Agreement of Delphine Allen, et al, v. City of Oakland, et al, United States District Court Case No. C00-4599 (TEH)

SUMMARY

This report outlines actions taken by the Oakland Police Department (OPD) in response to the Independent Monitor Team's (IMT) Quarterly Report filed with the U.S. District Court on December 21, 2004, as required in the Negotiated Settlement Agreement (hereinafter referred as "the Agreement") between the City of Oakland and Plaintiffs in the Delphine Allen, et al., a.k.a. "Riders" cases.

FISCAL IMPACT

Funding to implement the Agreement is included in the Police Department's FY 2003-05 Baseline Budget. There are no additional fiscal impacts related to this status report.

BACKGROUND

In accordance with Section XIII.I of the Agreement, the IMT is required to submit quarterly reports to the Court and all parties identified in the Agreement. The purpose of these reports is to assess OPD's and the City's compliance with the Agreement and evaluate overall implementation efforts.

The IMT submitted its Combined Fourth and Fifth Quarterly Report to the Court on December 21, 2004. This report reviewed the Department's failure to implement certain required provisions of the Agreement and exposed a "disturbing level of open defiance" by command staff, as well as a failure to hold staff accountable for implementation of and compliance with the Agreement.

In particular, the report identified OPD's failure to complete all required policies by their deadlines, an inability to provide reliable training percentages to the IMT, OPD staff's failure to complete racial profiling stop-data forms for all stops conducted by officers, and significant deficiencies in the quality of OPD's internal investigation of misconduct complaints.

In response to the report, OPD and the City took immediate corrective measures and implemented key programs and internal control mechanisms.

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KEY ISSUES AND IMPACTS

In November 2004, before the filing of the IMT report with the U.S. District Court, former police chief Richard Word resigned from OPD to accept the position of police chief in Vacaville, California. After Chief Word's departure, Mayor Jerry Brown and City Administrator Deborah Edgerly retained direct oversight command of the Department and implemented a series of measures, outlined in Compliance Plan - Phase I (Attachment A) and Compliance Plan - Phase II (Attachment B). The plans are designed to address the deficiencies outlined in the IMT Forth and Fifth Quarterly Report.

The measures taken thus far have produced tangible results and accomplishments, which have been presented to the IMT and submitted to the Court. These accomplishments include, but are not limited to:

- 1. Completion of the remaining outstanding policies.
 - o General Order M-3, Citizen Complaints
 - o General Order M-4, Criminal Investigations
 - o General Order K-4, Use of Force Reporting and Investigations
 - o Disciplinary Matrix
 - o Internal Investigation Manual

The policies have been submitted to the IMT, but have not been deemed compliant. The IMT conducted a review of the above policies and provided OPD with direction to make revisions and edits in order to satisfy their requirements for compliance. Staff is in the process of making the revisions. Revisions will be completed no later than March 15, 2005. Staff expects all policies to be deemed compliant by the IMT prior to the April 15, 2005 status hearing with U.S. District Court Judge Henderson.

2. Training on all recently published policies.

As of the date of this report, all required personnel in the Department have received training on the 19 completed policies, the equivalent of 14, 000 + employees.

3. Development of a tracking system to accurately track and report training.

During the Fourth and Fifth Quarter, OPD was unable to demonstrate to the IMT that required training had been conducted. Software problems and scheduling delays contributed to the Department's noncompliance. Since the release of the IMT report, OPD has corrected the problems and has since provided the IMT with credible compliance percentages.

Item: _____ Public Safety Comte. March 22, 2005 4. Revision of Daily Statistical Reviews and Tracking.

Officers now complete a Daily Statistical Sheet to track their racial profiling stop-data forms. Sergeants are required to review and approve these forms daily. A new system to track and store the forms has been implemented.

5. Implementation of Weekly Command Internal Review.

Commanders are required to conduct a weekly review of Agreement tasks, e.g., racial profiling stop-data, internal investigations, arrest approvals, et cetera. This additional level of review has significantly increased managerial accountability. For example, in the month of January 2005, officers completed over 7,000 stop-data forms. Prior to implementation of the weekly reviews, officers averaged less than 3,000 forms a month.

6. Reorganization of the Internal Affairs Division (IAD).

A Captain of Police was assigned to command the IAD. In addition, a plan has been developed to complete all backlogged internal investigations in a timely manner. An additional Lieutenant has been authorized for IAD, which will result in better oversight of administrative and tracking systems within the Division and two additional investigators have also been assigned.

7. Investigative training for all Internal Affairs investigators and designated supervisory and command staff.

OPD has contracted with a national expert, who has conducted pattern and practice investigations of police agencies for the United States Department of Justice, to provide investigative training to IAD personnel. The training is scheduled for March 24, 2005.

8. Establish a system to ensure recommendations made as a result of performance and managerial audits by the IMT and OIG are implemented.

Procedures have been established to ensure proper and timely follow-up on audit recommendations provided by the OIG and the IMT.

9. Distribution of letters from City Administrator Deborah Edgerly and Mayor Brown (Attachments C and D) to all OPD staff reinforcing the importance of the Agreement, their support of it, and their resolve to ensure implementation within the timeframes and prescribed manner of the Agreement.

In addition to the above nine measures, OPD held a "Command Retreat" in January 2005. The primary purpose of the retreat was to address the deficiencies outlined in the Agreement and

Item: _____ Public Safety Comte. March 22, 2005 reinforce the importance of the Agreement to OPD and the City. Mayor Brown and City Administrator Deborah Edgerly attended the retreat and sternly voiced their commitment to the Agreement and reiterated their resolve to hold staff accountable for compliance with its provisions. The IMT also attended the retreat and participated in a panel discussion with the command and managerial staff.

On February 1, 2005, Mayor Jerry Brown appointed Wayne G. Tucker as the Interim Chief of Police. Chief Tucker, along with Ms. Edgerly, Deputy Chief Peter Dunbar and Captain Ron Davis attended the status hearing with Federal District Court Judge Henderson on February 14, 2005, where everyone reaffirmed their unwavering support for the Agreement and its full implementation. Chief Tucker is providing direct oversight of Agreement implementation and has imposed additional measures to obtain and maintain compliance, including:

- Establishing full implementation of the Agreement as one of the Department's four primary goals¹.
- Scheduling personal interviews with prospective candidates for promotion to ensure future supervisors and managers understand and support the Agreement.
- Development of the Management Assessment Program (MAP).

Chief Tucker meets with the entire command and managerial staff on a weekly basis to track Agreement compliance, identify units and persons not in compliance (so immediate corrective measures can be taken), identify and address challenges to reforms, and receive updates on audit recommendations and receive proposed implementation schedules for Agreement tasks currently under development.

Chief Tucker also instructed staff to complete the following tasks before the April 25, 2005, status conference with Judge Henderson:

- Develop monthly and quarterly training and leadership videos for presentation at line-up training.
- Restructure the Discipline Matrix and establish a Discipline Officer to oversee the discipline process.
- Restructure the process for officer involved shooting investigations, administrative reviews and hearings.

¹ The four primary goals are: 1. Reduce homicides and overall crime; 2. Eliminate Sideshow activity; 3. Implement all reforms outlined in the Negotiated Settlement Agreement; and 4. Significantly reduce overtime expenditures.

- Market the 2005 goals by creating "business cards" that highlight the Department's primary goals and the Organization's Core Values². The cards will be business card size so that staff can carry them on their person while on duty.
- Initiate a strategic planning process to incorporate Agreement provisions into the organization's structure.
- Provide ethics training to command staff.

In addition to the above measures, City Administrator Edgerly meets with the OPD executive staff every Friday for discussions that include updates on Negotiated Settlement Agreement issues.

SUSTAINABLE OPPORTUNITIES

Economic

Effective implementation of the provisions of the Agreement will help reduce or prevent the incidence of litigation in the areas of use of force, civil rights, conduct, and other activities that expose the City to liability costs, judgment pay-outs - - which result in downbeat portrayals of Oakland by the media, elicit adverse public reactions, and have a negative impact on the Oakland economy.

Environmental

No environmental opportunities are contained in this report.

Social Equity

The purpose of the Agreement is to promote police integrity and prevent conduct that deprives persons of the rights, privileges and immunities secured or protected by the Constitution or laws of the United States.

The overall objectives of the Agreement are to provide for the expeditious implementation, initially with the oversight of an outside monitoring body, of the best available practices and procedures for police management in the areas of supervision, training and accountability mechanisms, and to enhance the ability of the Oakland Police Department to protect the lives, rights, dignity and property of the community it serves.

² OPD's core values: Fairness, Integrity, Respect, Service, and Teamwork (FIRST).

DISABILITY AND SENIOR CITIZEN ACCESS

There are no ADA or Senior Citizen access issues contained in this report.

RECOMMENDATION

Staff recommends acceptance of this status report on the Police Department's plans to attain compliance with the terms of the Negotiated Settlement Agreement.

Respectfully submitted,

Van

Wayne G. Tucker **Chief of Police**

Prepared by: Captain Ronald Davis Inspector General Office of Chief of Police

- Attachments A: Recommendations to Achieve Compliance Phase I
 - B: Settlement Agreement Compliance Plan Phase II
 - C: Letter from City Administrator Deborah Edgerly
 - D: Letter from Mayor Brown, dated March 3, 2005

APPROVED AND FORWARDED TO THE PUBLIC SAFETY COMMITTEE:

ministrator

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RECOMMENDATIONS TO ACHIEVE COMPLIANCE - PHASE I

RECOMMENDATIONS	DUE DATE	RESPONSIBLE	STATUS
1. Complete the M-3 Policy, IAD Manual, and Use of Force policies	15 Jan 05	Deputy Chief M. Holland	
Put task managers on special assignment and/or hire a	1. M-3 (Citizen Complaints)	Lt. Rachal	Completed.
consultant to complete policies.	 Internal Investigations Manual Criminal 	Lt. Fairow	All policies (except the IAD Manual) submitted to IMT and parties on 14 Jan 05.
	Investigations 4. K-4 (Use of Force)	Captain Lacer	The IAD Manual sent 18 Jan 05.
	5. Discipline Matrix	K. Burgess (31 Jan 05)	Discipline Matrix submitted 18 Jan 05.
• Expedite policy-review process.	15 Jan 05	Sgt. P. Hara	Completed.
2. Make Training a Priority for all Approved Policies	15 Jan 05	Deputy Chief G. Lowe	Completed.
Approved Fonces			Training has corrected its software and tracking problems. Training percentages submitted to IMT who will verify compliance the week of the 24 th .
			19 out of 19 policies over 95% compliant.

 Instruct OIT to evaluate the effectiveness of the Training Management System (TMS) and develop new system if needed. If needed, assign staff (cadets, limited duty officers, etc.) to the 	7 Jan 05	Sgt. M. Schmidt	N/A
Training Division to verify training compliance status for all approved Agreement policies.	15 Jan 05	Lt. R. Orozco	N/A
 Schedule special training for the M-3 policy, IAD Manual, and Use of Force policies. This may require overtime funds. 	15 Jan 05	Lt. R. Orozco	Completed.
3. Require Work Plans for all Tasks	15 Jan 05	Deputy Chief P. Dunbar	
That are Not in Compliance			
Train Command and Managerial	1. Compliance	C. Marsh	Completed.
staff on Agreement compliance,	2. Projects	Sgt. M. Beal	
project management and work plan	3. Work-plans	K. Burgess	Command Retreat conducted on 24
development. (Command Retreat)	4. Command Retreat	K. Burgess	Jan 05.
Require Division commanders			Completed
to develop internal tracking and	15 Jan 05	All Captains	
control systems for Agreement			In-progress
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4. Require Division-Level Tracking Systems and Reviews to Ensure	8 Jan 05	Deputy Chief P. Dunbar	
Compliance			
Require division-level audits			Completed.
and reviews of Settlement tasks	8 Jan 05	3 – Deputy Chiefs	
until compliance has been verified.			Command Review Packet approved by D/C Dunbar.
• Require compliance coordinators in each Bureau to facilitate division-level audits and report findings to OIG.	8 Jan 05	3 – Deputy Chiefs	In –progress.

5. Follow-up on Audit Recommendations	10 Jan 05	Deputy Chief G. Lowe	
 OIG will develop a spreadsheet of all recommendations from completed audits and distribute to commanders. 	17 Dec 04	Sgt. M. Beal	Completed.
 Require commanders to inform OIG of status of recommendations. 	10 Jan 05	3 – Deputy Chiefs	Completed.
6. Demonstrate Settlement Agreement Support from City Officials	3 Jan 05	City Administrator D. Edgerly	
 City Administrator will meet weekly with OPD to assess compliance. City Administrator will send letter to OPD staff underscoring the importance of the Agreement. 	On-going 3 Jan 05	Captain R. Davis	On-going Completed. Letter sent to all members and employees on 20 Jan 05. Letter attached to paychecks.
 Mayor will attend line-ups to reinforce the importance of the Agreement to the rank and file. Commanders and staff will be held responsible to ensure compliance. 	On-going On-going	3 – Deputy Chiefs	Pending On-going
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7. Reinstate Weekly Command Staff Meetings to Review Agreement Status	27 Dec 04	Captain R. Davis	
• Require status reports on SA tasks from commanders at each weekly meeting.		All Command and Managerial Staff	Completed.
 Provide Command Staff weekly status report on Settlement Agreement. 	27 Dec 04	Ms. Carolyn Marsh	Completed . OIG provides commanders weekly

	Aug (100 x		update and discusses compliance issue during Monday command staff meeting.
8. Immediately Address the Timeliness and Quality of Internal Investigations	31 Jan 05	Deputy Chief M. Holland	
Reassign backlogged IA cases to non-BFO investigators and/or contracted investigators to expedite their completion.	15 Jan 05	Lt. B. Fairow	In-progress. IAD restructured effective 22 Jan 05. Captain and additional lieutenant assigned. Two additional investigators assigned. Captain will implement backlog plan to ensure compliance.
• Evaluate Monitors' report on Internal Investigations and conduct training needs assessment.	1 Jan 05	Lt. B. Fairow	Completed. As part of Phase II, training (based on the assessment) will be provided to all investigators.
9. If needed, secure funds to cover the cost of training overtime and contract investigators.	N/A	Administrator Taylor- Johnson	N/A
10. Immediately Address Racial Profiling Non-Compliance	15 Jan 05	Deputy Chief P. Dunbar	
Require the development and maintenance of a weekly statistics sheet to track Stop Data Forms.	17 Dec 04	Sgt. T. Hogenmiller	Completed.
• Require Sergeants, Lieutenants, and Watch Commanders to review and audit the collection of Stop Data Forms.	1 Jan 05	BFO Captains	Completed. On-going.

RECOMMENDATION	DUE DATE	RESPONSIBLE	STATUS
 Restructure the Internal Affairs Division: a. Assign 1 - Captain b. Assign 1 - Additional Lieutenant c. Create Investigation Section under a lieutenant. d. Create Administration Section under a lieutenant. 	1 Feb 05	Deputy Chief Dunbar	Effective 22 Jan 05.
Contract with national "expert" to conduct 'train-the-trainer" course for <u>all</u> IAD investigators and the following personnel: a. 12 - Patrol Sergeants b. 3 - BOI Sergeants c. 3 - BOI Sergeants d. 2 - IAD Lieutenants e. 8 - Captains f. 3 - Deputy Chiefs g. 4 - OIG Auditors	1 Feb 05	Captain H. Jordan	In-progress. "Interview" class has been provided. IAD is in the process of finalizing contract with Wendell France, internal affairs expert.
Develop Internal Investigation Template & Checklist For IAD and Division-level Investigations.	15 Feb 05	Captain H. Jordan	In-progress
Assign backlog investigations to the recently 18 "trained" sergeants. a. Authorize 30 hours overtime for each investigation. b. Complete all investigations within 120-days.	15 Feb 05	Captain H. Jordan	In-progress

SETTLEMENT AGREEMENT COMPLIANCE PLAN - PHASE II

RECOMMENDATION	DUE DATE	RESPONSIBLE	STATUS
 5. OIG will conduct quality control audit of completed "backlogged" Internal Investigations: a. Conduct second review of all Class I investigations. b. Conduct review of sample of Division-Level Investigations. c. Prepare summary report of audit 	1 Mar 05 Completion date in Jun 05	Captain R. Davis	In-progress
 6. Identify Administrative Liaison for each Bureau a. Primary Contact for Internal Affairs. b. Receive & Assign Division-Level Investigations. c. Track Division-Level Investigations. d. Forward Information to IAD for Control File 	1 Feb 05	Deputy Chief Holland	Completed. The Deputy Chiefs have stated they are the primary liaison.
 7. Secure Funds to Implement Recommendations 4, 6 and 13. a. Overtime to conduct backlog internal investigations. b. Training c. PIMS Projected Costs: \$160,000 	1 Feb 05	Administrator Johnson	Completed.
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 8. Develop Internal Investigation Tracking Procedures: a. Track all Division-Level Investigations. b. Create "Control" File System c. Maintains Administrative Log 	1 Mar 05	Captain H. Jordan	In-progress
 9. Implement all "approved" recommendations from OIG Audits a. Development of implementation plan(s). b. OIG will conduct follow-up reviews/audits. c. Assess effectiveness of each recommendation 	1 Apr 05	Deputy Chief Lowe	In-progress OIG will ask for an update in March.

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RECOMMENDATION	DUE DATE	RESPONSIBLE	STATUS
10. Continue weekly Command Reviews of SA tasks	On-going	Captain R. Davis	Completed
a. Develop Database to Track Reviews			
b. Prepare Weekly and Monthly Summary Reports			On-going
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11. Incorporate SA related task in Performance Evaluations, Promotional	1 Mar 05	Deputy Chief Lowe	In-progress
Tests, FTO Selection Process, and Special Assignment Testing			
Processes			
a. Revise B-8 to Ensure SA Compliance Issues are Addressed in			
Managerial Evaluations.			
b. Incorporate language in Promotional Announcements.			
c. Incorporate in B-6 and in FTO interviews.			
12. Finalize PIMS Contract and Develop Implementation Work-plan	1 Apr 05	Deputy Chief Dunbar	In-progress.
a. Policy			
b. Training			Captain Israel gave an
c. Implementation			update at the last Monitor's
d. Staffing			meeting.
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13. Develop Use of Force Tracking System	15 Feb 05	Deputy Chief Dunbar	Deputy Chief Dunbar has
a. Identify Central Filing Location			developed system (see
b. Require Copies Forwarded to IAD, Training, OIG, OCOP, and			attached).
Chair of Use of Force Board.			
c. Prepare Monthly Statistical Report (IAD).			The monitors our
d. Prepare Quarterly Analysis Report (Training).			concerned that a process is
e. Prepare Annual Summary Report (Use of Force Committee).			sufficient and
			memorialized.
			We should develop formal
			process that incorporates all
			aspects identified in this
			recommendation.

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Attachment B
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RECOMMENDATION	DUE DATE	RESPONSIBLE	STATUS
14. Complete Training on Policies	15 Apr 05	Deputy Chief Lowe	Pending policy approval
a. M-3/M-4/K-4			from IMT. Training has
b. Discipline Matrix/Internal Investigation Manual			developed a training plan.
15. Create Managerial Incentive & Award Program for:	15 Feb 05	Deputy Chief Holland	Completed.
a. Reduction in Complaints, Uses of Force, etc.			_
b. Reduction in Litigation			General Order B-1 revised
c. Positive Findings from OIG Audits			to incorporate changes.

CITY OF OAKLAND



CITY HALL • 1 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA 94612

Office of the City Manager Deborah A. Edgerly City Manager

(510) 238-3301 FAX: (510) 238-2223 TDD: (510) 238-2007

Re: Negotiated Settlement Agreement

Dear Members and Employees:

Happy New Year!

It is with admiration and great pride that I extend my thanks to you for your dedication and commitment to the City of Oakland.

As we begin the new year, we can proudly reflect upon our crime and violence reduction efforts of the past year. These efforts are more than noteworthy, truly appreciated and can become the foundation upon which we will continue to build the new direction of the Department. It is my belief that we can sustain these efforts by increasing our organizational accountability, adopt best operational practices and focus upon restoring the public's trust and confidence. Paramount to this effort, are the outlined provisions identified in our Negotiated Settlement Agreement ("Agreement").

While we are continuing to make progress toward addressing some of the deficiencies identified in the Agreement, we are behind schedule in others.

I have embraced this Agreement and assured all concerned that we will fully comply with all aspects as outlined. Every member and employee will be held accountable to comply with its provisions, as well as the provisions outlined in the Manual of Rules and the Department's core values.

As a valued member/employee of the Department, I strongly encourage you to take the time to understand the Agreement and how it will impact the delivery of police services in the City of Oakland.

I look forward to working with all of you as we produce tremendous outcomes that will benefit us and our great city.

Sincerely,

Hermich Style Deborah Edgerly

City Administrator

CITY OF OAKLAND



1 FRANK H. OGAWA PLAZA · 3RD FLOOR · OAKLAND, CALIFORNIA 94612

Office of the Mayor Jerry Brown Mayor (510) 238-3141 FAX: (510) 238-4731 TDD: (510) 839-6451

March 3, 2005

Re: Negotiated Settlement Agreement

Dear Members and Employees:

I would like to thank you for your dedication and commitment to the City of Oakland. Due to your excellent efforts, the homicide rate dropped dramatically in 2004 and even greater reductions appear likely in 2005. To sustain these efforts, police officers must work in collaboration with the community, engage in problem solving and implement proactive crime-reduction strategies.

Paramount to our efforts is the need for the community to both trust and respect the police. The provisions contained within the Negotiated Settlement Agreement ("Agreement") are consistent with industry standards and represent successful practices that will increase organizational accountability and enhance public trust.

I have instructed Chief Tucker to make the full implementation of the Agreement a top priority for the Oakland Police Department. Every member and employee of the Department is responsible for its implementation and will be held accountable for complying with all of its provisions.

As the Department moves forward, it is incumbent on you to embrace the Agreement and accept responsibility to improve the delivery of police services in Oakland.

If you have any questions regarding the Agreement or its implementation, please contact the Office of Inspector General at 238-3330.

Sincerely 1 moler Jerry Brown Mayor

Item: Public Safety Comte. March 22, 2005

ATTACHMENT D