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Date: October 20, 2016

To: Oakland Public Safety Committee
Chair Desley Brooks
Councilmember Noel Gallo
Councilmember Abel Guillen
Councilmember Dan Kalb

From: Councilmember At-Large Rebecca Kaplan

Re: Recommended Revisions to Police Recruitment and Hiring Strategies

Dear Members of the Public Safety Committee,

We recognize that multiple actions need to be taken to improve recruitment and hiring at the Oakland Police Department (OPD), to seek a force that is reflective of, and respectful towards, the community. We expect further discussion of other issues in recruiting, including the need to better screen out problematic attitudes, and to return with an Oakland hiring policy. This document focuses on a specific area for improvement -- how and where OPD recruitment is being done, in order to better attract the people we need.

At the September 13, 2016 Public Safety Committee, the Committee requested the following information from the OPD:

- 1) What is OPD's total budget for recruitment, advertising and outreach?
- 2) How is this money currently being spent?
- 3) Who decides what expenditures to make for recruitment and outreach purposes?
- 4) What outreach is being made to the LGBT community, women and people of color?
- 5) Please provide a comprehensive list of where OPD recruits and advertisements and of what this looks like.
- 6) Please provide more analysis of education levels of officers broken down by race, outcomes, and retention rates for officers with different education levels.

To supplement this information, I have prepared a list of local events, colleges, and media outlets where I recommend OPD recruit, conduct outreach, and advertise. These events, colleges, and media outlets include underrepresented groups and people with a connection to the City of Oakland, and present the opportunity for OPD to outreach to a more diverse candidate pool.



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2016 OCT 13 PM 5:37

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: David Downing
Assistant Chief of Police

SUBJECT: Police Recruitment and Hiring Policy
2nd Supplemental Report

DATE: September 30, 2016

City Administrator Approval

Date:

10/13/16

RECOMMENDATION

Staff Recommends That The City Council Accept This Supplemental Informational Report Regarding Police Recruitment and Hiring Policies.

REASON FOR SUPPLEMENTAL

The Public Safety Committee on September 13, 2016 requested additional information from the Oakland Police Department (OPD) after receiving a report titled, "Adopt Recommended Revisions to Police Recruitment and Hiring Policies – Supplemental," dated August 10, 2016. This 2nd Supplemental report addresses this request as follows:

- Responses to Section 6 of a document distributed by Councilmember At-Large Rebecca Kaplan at the September 13, 2016 Committee.
- Correlations between ethnicity, education and retention.
- Correlations between prior military experience and retention.

BACKGROUND / LEGISLATIVE HISTORY

In recent years, OPD has presented several reports detailing the recruiting and hiring process with an emphasis on recruitment in 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. OPD has worked in collaboration with the Ad Hoc Working Group and Human Resources Management (HRM) in an effort to address the issue of recruitment. On September 13, 2016 the Ad Hoc Working Group presented recommendations to the Public Safety Committee and OPD presented supplemental information related to its hiring policy. OPD was asked to present additional follow up information related to hiring. Additionally, the report titled, "Adopt Recommended Revisions to Police Recruitment and Hiring Policies – Supplemental," dated August 10, 2016 presented information on: 1) officer training minimum age; 2) recruitment efforts toward Oakland residents, people of color, women or lesbian, gay, bisexual, or transgender (LGBT) people; and 3) information on officers who have served in the military

Item: 9
Public Safety Committee
October 25, 2016

ANALYSIS AND POLICY ALTERNATIVES

Responses to Section 6 of a document distributed by Councilmember At-Large Rebecca Kaplan at the September 13, 2016 Committee

- What is OPD's total budget for recruitment and advertising and outreach?
Response: The current Fiscal Year (FY) 2016-17 budget is \$20,000 per year.
- How is money spent?
Response: The money is spent on advertising, recruiting events and promotional items.
- Who decides what expenditures to make for recruitment/outreach purposes?
Response: Recruiting & Backgrounds Unit staff.
- What is being done to outreach to the LGTB community, women, and people of color?
Response: OPD attempts to reach out to all communities on a regular basis. A comprehensive list of events attended and advertising resources are attached.
- Please provide a comprehensive list of where OPD recruits and advertises; and examples of what OPD advertisements look like.
Response: See "2016 OPD Recruiting Event List" (*Attachment A*) and "OPD Advertising Sample List" (*Attachment B*)

Education level and retention correlations.

Table 1 below exhibits correlations between education levels and employment retention for police officer trainees (POT) who attended the 172nd, 173rd, and 174th basic police academies. The data contained in the table confirms that the retention rate is similar in the categories of "Associates Degree or Above" and "High School/General Educational Development (GED) or Some College."

Table 1 – Education and Retention

172nd - 174th Academies Hired April 2015 – Nov 2015	Currently Employed		
	Education Level	No	Yes
Associates Degree or Above	25	61	86
% of Total # of Candidates	14.6%	35.7%	50%
High School/GED or Some College	26	59	85
% of Total # of Candidates	15.2%	34.5%	50%
Grand Total	51	120	171

Table 2 below provides data concerning education, ethnicity and retention. The information includes data related to 221 candidates in the 172nd to 175th Oakland Police Academies. The data shows that POTs from the four main race sub-groups with an "Associate's Degree or Above" have retained employment with OPD in the 70 percent to 77 percent range; the greatest outlier observed in the data is that for African American POTs with only "High School, GED or Some College" had a retention rate of 52 percent; Asian American, Hispanic, and White POTs with the same education level had retention rates in the 71 percent to 78 percent range.

Table 2 – Education, Ethnicity and Retention

172nd - 175th Academies Hired April 2015 – July 2016	Currently Employed		Grand Total	Retention Total % by Group
	No	Yes		
Associates Degree (AA) or Above				
Asian American	7	16	23	70%
African American	6	18	24	75%
Hispanic	9	21	30	70%
Other	0	3	3	100%
White	6	20	26	77%
Total % of Academy	24.3%	67.8%	92%	
Total	28	78	106	
High School, GED or Some College				
Asian American	5	15	20	75%
African American	10	11	21	52%
Hispanic	8	20	28	71%
Other	2	7	9	78%
White	9	28	37	76%
Total % of Academy	29.6%	70.4%	100%	
Total	34	81	115	

Figures 1 – 4 below provide a snapshot of academy demographics based on hiring that considers various criteria including race, education and gender. The information includes data related to 221 candidates that participated in the 172nd – 175th Oakland Police Academies. Figure 1 provides the number of POTs, by race, in the four academies. Figure 2 shows which of these POTs in the four academies, by race, had achieved the education level of "Associates Degree or Above." Figure 3 with the "Potentially Not Hired" heading shows which of the POTs, by race, in the four academies had only the education level of "High School, GED or Some College." Figure 4 below shows POT participation in the four academies, by gender. This data shows that the racial mix of hired POTs might change if OPD were to change its current education requirements (currently POTs must have a high school diploma or GED). However, most other bay area police agencies have the same minimum education standards; therefore, OPD's future recruitment efforts may be significantly impacted by changes to education requirement levels.

Figure 1 – All Education Levels Hired

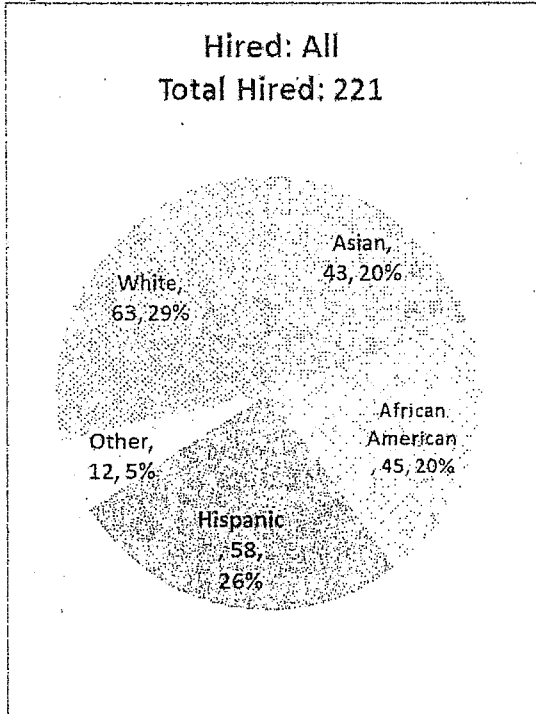


Figure 2 – AA or Above Only Hired

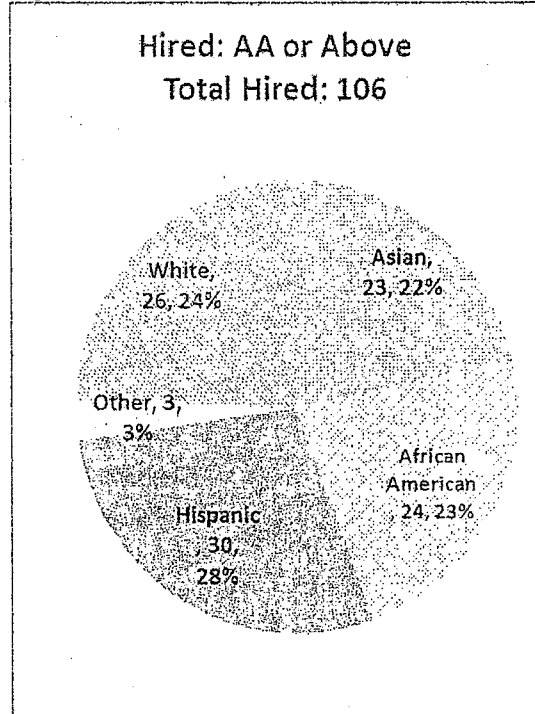


Figure 3 – High School, GED or Some College Only Hired

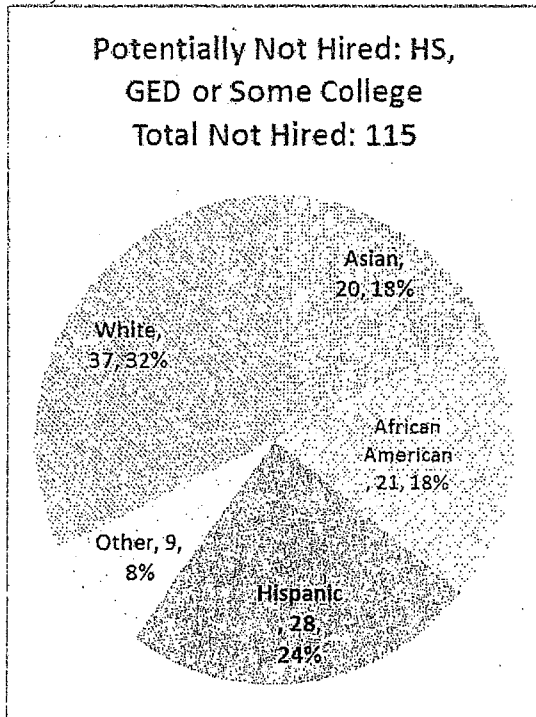
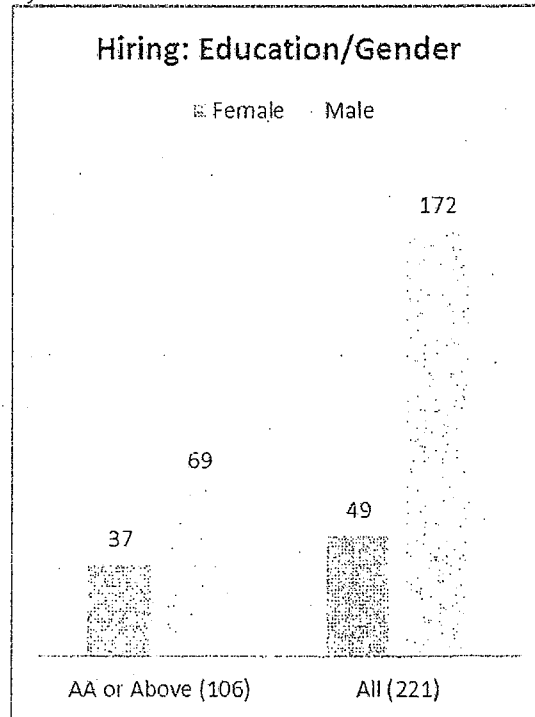


Figure 4 – Education Levels of POTs Hired, by Gender



Military Experience and Retention

20 POTs who participated in the 172nd -175th OPD police academies had prior military experience; 18 of these POTs are still employed by OPD; two of the 20 POTs with prior military experience did not complete the academy. Because of limited tracking, the data may be incomplete. OPD is working with the Department of Human Resources Management (DHRM) to ensure that future data is accurately tracked.

PUBLIC OUTREACH / INTEREST

This report contains information of public interest as it relates to OPD efforts to recruit a diverse group of applicants and increase the number of applicants from within the Oakland community. Increased diversity will better represent the Oakland community and improve police and community relations.

COORDINATION

OPD consulted with DHRM in the preparation of this report.

SUSTAINABLE OPPORTUNITIES

Economic: Efforts to employ more Oaklanders create local economic opportunities.

Environmental: There are no environmental opportunities identified in this report.

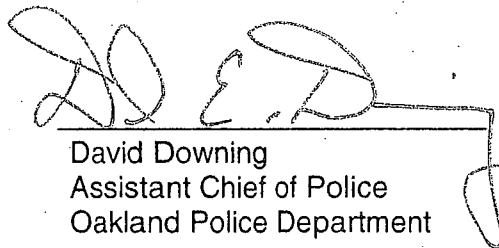
Social Equity: This report outlines OPD efforts to ensure that specific groups are not disproportionately underrepresented from the OPD recruiting and hiring process.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Accept This Supplemental Informational Report Regarding Police Recruitment and Hiring Policies.

For questions regarding this report, please contact Antone Hicks, Police Personnel Operations Specialist, OPD, Bureau of Services, Personnel and Training Division, at (510) 238-3733.

Respectfully submitted,



David Downing
Assistant Chief of Police
Oakland Police Department

Reviewed by:
Drennon Lindsey, Captain
OPD, Personnel Resources & Training Division

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OPD, Personnel Section

Bruce Stoffmacher, Legislation Manager
OPD, OCOP, Research and Planning

Prepared by:
Antoné Hicks, Police Personnel Ops. Specialist
OPD, Personnel Section

Attachments (2):

1. ***OPD Recruiting List***
2. ***OPD Advertising Sample List***

2016 OPD Recruiting Event List

DATE(S)	DETAILS	LOCATION
1/24/16	OPD POST Written Test Workshop	Oakland
2/6/16	OPD Practice Physical Ability Test	Oakland
2/9/16	OPD Online POST Written Test Workshop	On-line
2/26/16	2016 Oakland Youth Careers Expo	Oakland
3/5/16	OPD Practice Physical Ability Test	Oakland
3/13/16	OPD POST Written Test Workshop	Oakland
5/7/16	OPD Practice Physical Ability Test	Oakland
5/9/16	Diablo Valley College Speaker Request	Concord
5/10/16	Employment Development Department (EDD) Recruiting Booth	Vallejo
5/12/16	OPD Open House	Oakland
5/17/16	3 rd Annual West Oakland Middle School Health and Career Fair	Oakland
5/20-22	Oakland Greek Festival	Oakland
5/21/16	Parks Chapel Church Annual Prayer Breakfast	Oakland
5/23/16	Latino Public Schools Oakland Career Day	Oakland
5/26/16	Diversity Employment Day Career Fair	San Francisco
5/27/16	Oakland Military Institute 4 th Annual Career Day	Oakland
6/1/16	Montera Junior High School Career Day	Oakland
6/21/16	Basic Academy #32 Career Night	McClellan
6/24/16	Military Career Day at the Raceway	Sonoma
6/24/16	E.C.Reems Job &Health Fair	Oakland
7/2/16	OPD Practice Physical Ability Test	Oakland
7/21/16	BMOC (Boy & Men of Color) Career Fair	Oakland
7/23/16	Bay Area Black Expo/\$325	Oakland
7/28/16	SacJobs.com Career Fair -1100-1500 Courtyard Marriott Cal Expo/\$595	Sacramento
8/6/16	OPD Practice Physical Ability Test	Oakland
8/10/16	Good Samaritan Church Public Safety Community Engagement Forum	Oakland
8/12-13	Town's Half Marathon/\$525	Oakland
8/13/16	Allen Temple 38 th Annual Health Fair	Oakland
8/14/16	Oakland Natives Give Back: 2016 Attend and Achieve Back to School Rally	Oakland
8/20-21	16 th Art and Soul Festival	Oakland
8/26/16	Travis Air Force Base Job Fair	Travis AFB
8/27-28	Chinatown Street Festival/\$575 Fee Waived	Oakland
9/3/16	OPD Practice Physical Ability Test	Oakland
9/7/16	Diversity Employment Day Career Fair/\$525	Oakland
9/21/16	Oakland Library Job Fair	Oakland
9/24/16	Travis Air Force Base Job Fair	Travis AFB

9/24/16	City of Oakland Employee Family Day	Oakland
9/28/16	SacJobs.com Career Fair/\$595	Sacramento
10/1/16	OPD Practice Physical Ability Test	Oakland
10/6/16	American River College Career Fair/\$125	Sacramento
10/12/16	4 th Annual Veteran Appreciation Job Fair	Salinas
10/12/16	City College of San Francisco Fall Job Fair	San Francisco
10/18/16	Travis Air Force Base Job Fair	Travis AFB
10/20/16	Criminal Justice Association Lambda Alpha Epsilon Speaker Request	Sacramento
10/25/16	Cal Maritime Career Fair/\$350	Vallejo
10/26/16	Criminal Justice Association Lambda Alpha Epsilon Speaker Request	Sacramento
11/5/16	OPD Practice Physical Ability Test	Oakland
12/3/16	OPD Practice Physical Ability Test	Oakland

OPD Advertising Sample List

The following is a list of a typical OPD advertising outlet. Ads are usually placed during each application cycle.

TYPE	Outlet	Cost	Outreach
Sports Magazine/Website	SportStars	\$500 per ad	San Francisco Bay Area/On-line
Newsletter	Catholic Voice Newsletter	\$400 per ad	Northern California
Newspaper	Bay Area News Group	\$1,710 per ad	San Francisco Bay Area
Newspaper	Sing Tao Daily	\$275-305 per ad	San Francisco Bay Area
Newspaper	POST News Group	\$125 per ad	San Francisco Bay Area
Newspaper	El Mundo	\$90 per ad	San Francisco Bay Area
Billboards	Signal Campus	\$2,500 per ad	Cal State East Bay
Sports Guide	KNBR 680	\$1,000 per ad	San Francisco Bay Area
Newsletter/Website	Daily Republic	\$475 per ad	Travis AFB/On-line

Sample Newsletter/Magazine Ad

**police
officer
trainee**

Are you socially conscious, do you use good judgment and have integrity? Do you believe in public service, like solving problems and have empathy and compassion? Are you resourceful, take initiative and are committed to service and social concerns? If so, the Oakland Police Department **NEEDS YOU!**

\$5,159.57/month

Do you know someone interested in becoming a Police Officer Trainee? Must have HS diploma/GED, CDL, no felony convictions, 21 by grad from academy & eligible to work in U.S.

Positions open throughout summer • www.opdjobs.com

Follow us on **Twitter @OPDJobs** **YouTube**

Sample Newspaper Ad

**POLICE OFFICER
TRAINEE**

\$5,058.40/month

Closing Date: 4/24/15 at 11:59pm

**Do you believe in
public service & are
interested in becoming
a Police Officer Trainee?**

Must have HS diploma/GED,
CDL, no felony convictions, 21
by grad from academy & eligible
to work in the US.

www.oaklandnet.com
Click on "City Jobs" or
Call 510-238-3112.

**EOE
CITY OF OAKLAND**

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OCT 25 2015

To prepare this list of recommendations, my office gathered local event information from Oakland's Cultural Arts & Marketing and Parks and Recreation departments. My office also reached out to the San Francisco and San Jose Police Departments to inquire about their advertising and recruitment budget and practices.

San Francisco Police Department's (SFPD) annual recruitment budget is \$250,000. San Jose Police Department's (SJPD) annual recruitment budget is \$325,000, but they often exceed this budget to meet their recruitment needs. Both organizations provided information about where they recruit and advertise, some of which has been incorporated into the list below.

As we learned at the September 13, 2016 Public Safety Meeting, OPD did not have a recruitment booth at Oakland Pride because they did plan far enough in advance to have a check cut in time for the event. We suggest that OPD learn from this missed opportunity, and plan in advance to secure a recruitment booth at events that reach diverse communities.

OPD Recruitment Opportunities

EVENT	CONTACT INFORMATION
First Friday Street Festival	Shari Godinez, Koreatown Northgate, (510) 343-5439, shari@koreatownnorthgate.org, www.oaklandfirstfridays.org
Lunar New Year Bazaar	Jennie Ong, Executive Director, Oakland Chinatown Chamber of Commerce, oaklandctchamber@aol.com
Oakland Running Festival	Gene Brtalik, Event Director, (443) 600-5941, csegene@gmail.com
Cinco De Mayo	The Unity Council, Maria Sanchez, (510) 535-6919, mlsanchez@unitycouncil.org
Malcolm X Jazz Festival	Elena Serrano, Eastside Arts Alliance, (510) 508-9173, elenas@mindspring.com, www.eastsideartsalliance.com
Oakland Book Festival	Kira Brunner Don, kirabdon@laphamsquarterly.org
Love Our Neighborhood Day	Chris Hwang, WOBO, (510) 227-6923, chris_hwang@yahoo.com,
Temescal Street Fair	Steve Tiffin, 510-550-4200, steven@shastapros.com
Juneteeth Community Picnic/Festival	Sondra Alexander, OCCUR, (510) 839-2440, sondra_occur@sbcglobal.net
4th of July Celebration	Nick Cattaneo, Special Events Manager, Jack London Square, (510) 645-9292 x 233, nick@jacklondonsquare.com, www.jacklondonsquare.com
Laurel StreetFest	Daniel Swafford, Laurel Business Association, (510) 452-7392, laurelstreetfair@gmail.com
Art + Soul	Jim MacIlvaine, City of Oakland, (510) 238-2933,

	jimmac@oaklandnet.com
Chinatown Streetfest	Jennie Ong, Executive Director, Oakland Chinatown Chamber of Commerce, (510) 893-8979, www.oaklandchinatownstreetfest.com
Hiero Day	Tracy Underwood, tracyrunderwood@hieroday.com
Oakland Pride	Scott Shuemake, Festival producer, scott@idkevents.com
Oakland Black Cowboy Parade & Festival	Wilbert McAlister, OBCA, (510) 541-2763, www.blackcowboyassociation.org
Dia de los Muertos	Angelica Contreras, A to Z Media, (415) 404-6407, angelica@a2zmediagroup.com
Bay Area Black Expo	510-473-7759, info@bayareablackexpo.com
San Francisco Women's Expo	(866) 618-3434, http://www.sfwomensexpo.com/exhibitor_form.htm

COLLEGES AND CAREER FAIRS	CONTACT INFORMATION
Oakland Black College Expo	Diana Love, Operations Manager/ Business Development, 909-396-0151, diana@thecollegeexpo.org, www.thecollegeexpo.org
Laney College Career Expo	Raya Zion, Employment Program Manager, 510-464-3530, rzion@peralta.edu
Historically Black Colleges & Universities (HBCU) Career Development Marketplace Inc.	443-325-5020, rallen@hbcucareermarket.org, http://hbcucareermarket.org/index.php?option=com_k2&view=itemlist&layout=category&task=category&id=32&Itemid=130
Mills College	Sherdon K. Roberts, Career Development Specialist, sroberts@mills.edu, (510) 430-3142, https://www.mills.edu/student_services/career_center/staff.php
Merritt College Administration of Justice Program	Margaret Dixon, Department Chair, mdixon@peralta.edu, (510) 434-3859
Holy Names University	Jessica Lopez, Career Counselor, jlopez@hnu.edu, (510) 436-1419

OPD Advertising Opportunities

MEDIA OUTLET	CONTACT INFORMATION
Post News Group and El Mundo	(510) 287-8200, ads@postnewsgruop.com, Maxine Ussery, maxineussery@comcast.net
San Francisco Bay Times	(415) 601-2113, publisher@sfbaytimes
The Bay Area Reporter	Scott Wazlowski, Vice President, Advertising, (415) 861-5019, advertising@ebar.com

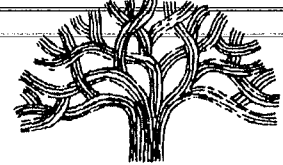
HBCUCONNECT.COM	http://club.hbcuconnect.com/cgi-bin/jobs/rates.cgi
Facebook	https://www.facebook.com/business/products/ads
102.9 KBLX	http://www.kblx.com/contact-advertising
Q102.1, The Throwback Station	(415) 546-8300, http://www.q102sf.com/contact-advertising
106.1 KMEL	1-844-289-7234, http://kmel.iheart.com/features/advertise-with-us-725/
WILD 94.9	1-844-289-7234, http://wild949.iheart.com/features/advertise-with-us-725/
93.3 LA RAZA	(408) 546-4007, http://yosoyraza.lamusica.com/advertise-with-us

In addition to advertising with media that reaches diverse audiences, OPD's advertisements should make it clear that OPD welcomes diverse candidates, and include images and wording that represent and appeal to underrepresented groups.

Respectfully submitted,



Councilmember At-Large Rebecca Kaplan



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Date: September 13, 2016

To: Oakland Public Safety Committee
Chair Desley Brooks
Councilmember Noel Gallo
Councilmember Abel Guillen
Councilmember Dan Kalb

From: Councilmember At-Large Rebecca Kaplan

Re: Recommended Revisions to Police Recruitment and Hiring Policies

Dear Members of the Public Safety Committee,

The last time we met, I suggested a number of improvements to the Oakland Police Department's (OPD) hiring and recruitment policies.

At the meeting, Chairperson Brooks requested that I report back to the Committee with additional information, including ideas and examples of how these suggestions would be accomplished. Information was also requested of the Administration. My updates for each item are as follows:

(1) Prohibit the Use Of Past Marijuana Use As Grounds For Rejection.

There continues to be contradictory information regarding OPD practice on this issue. With some statements that applicants are not being excluded on this basis, but other information that this is still taking place.

- The Police Recruitment and Hiring Policy Informational Report dated June 20, 2016 states: "OPD does not eliminate candidates due to past marijuana usage. OPD does require that applicants have **not recently** used marijuana." (Pages 4-5.) OPD does not define what qualifies as "recent" marijuana use.
- Applicants continue to report that they have been rejected from OPD for past marijuana usage.
- The Administration's Supplemental Police Recruitment and Hiring Policy Informational Report Dated August 10th, 2016 states: "*Increased prevalence of disqualifications (such as drug use) ... have helped restrict the pool of qualified applicants.*" This suggests that a significant number of applicants continue to be rejected on this basis.
- **Suggested next steps:**
 - a) Request that OPD report back on what specifically their current policy is on exclusion for marijuana use, including what constitutes "recent."

- b) Separate this topic for further review if necessary, apart from the other changes suggested below.

(2) Prohibit The Use Of Having Student Loans As Grounds For Rejection.

(3) Restrict The Use Of Debt As Grounds For Rejection To Those Situations Where Lack Of Income Would Be Solved By Obtaining A Job As A Police Officer.

- The Police Recruitment and Hiring Policy Informational Report dated June 20, 2016 states: "OPD does not eliminate candidates due to having debt. OPD reviews all debt to try to assess a candidate's 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." (Page 5.)
- **Suggested follow-up:**

Given this information, items (2) and (3) can be considered concluded from the perspective of Council. However, it could be helpful for OPD to internally review how they explain rejections to applicants, since some applicants are under the impression they are being rejected for having debt.

(4) To Seek A Goal Of Not Less Than 50% Of New Hires Will Be Among Those Who Do Have Some Connection Or History With Oakland Or Live Or Have Lived In Oakland.

- The 30 Day Monthly Police Staffing Report dated August 15, 2016 states: "[A]s of July 31, 2016, 72 sworn members or, 9 percent, were Oakland residents." (Page 2.)
- **Suggested follow-up actions:**
 - a) Return to Public Safety Committee with a Proposed Resolution for recommendation for Council adoption, setting a goal that at least 50% of new OPD hires will have some connection or history with Oakland, or live or have lived in Oakland.
 - b) Return to Public Safety Committee with a Proposed Resolution to support the "Local Hire Policy" Recommendations contained in Section 5 of the Ad Hoc Working Group on Police Recruitment's Final Report (page 14), which is in today's packet.
 - c) Request the City Administrator to research and report back on the possibility of instituting a homebuyer assistance program and/or subsidized housing for officers.

(5) Request 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.

- **Suggested follow-up:**
 - a) Request the City Administrator to research and report back on the feasibility of implementing this suggestion.

(6) Expand Outreach And Explore Additional Strategies To Mitigate The Under Representation Of Women, LGBT People, And People Of Color In The Department.

- In order to better prepare suggestions for this issue, I requested specific information from OPD, which I have not received. Specifically asking:
 - What is OPD's total budget for recruitment advertising and outreach?
 - How is this money being spent?
 - Who decides what expenditures to make for recruitment/outreach purposes?
 - What is being done to outreach to the LGBT community, women, and people of color?
 - Please provide a comprehensive list of where OPD recruits and advertises; and examples of what OPD advertisements look like.
- Although we did not receive answers from OPD to our specific questions, the Ad Hoc Working Group on Police Recruitment's Final Report (page 7) states:
 - "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"
- I have been approached by people who applied to OPD and, despite passing all tests, were rejected, who are disproportionately lesbian women of color. Several expressed that they felt an unwelcoming attitude towards women and/or LGBT people and/or people of color in the interview process. It would be helpful to know what efforts are being made to have a fully inclusive recruitment.
- An example of not doing outreach to under-represented communities: Since I had not seen OPD outreach to the LGBT community, I shared with OPD information about how to get a recruitment booth at Oakland Pride, and was told that the \$300 fee was too expensive. At our request, Pride offered to discuss with them a lower fee, which we passed on to OPD, but it appears there was no follow up from OPD. The San Francisco Police Department had a booth at the Oakland Pride festival. I am not aware of any OPD outreach to the LGBT community for recruitment. (E.g. advertising in community publications, recruiting at community events, etc.). The Administration's report dated August 10th, 2016 does not contain any examples of outreach to the LGBT community or

any analysis about the under-representation, but instead states, "OPD has no method to know to what extent LGBT individuals are employed by OPD."

- **Suggested follow-up:**

- a) Committee to request that OPD provide the information we requested, above, about current recruitment budget and usage, etc.
- b) Return to Committee with a Resolution to support and implement the "Outreach" Recommendations contained in Section 2 of the Ad Hoc Working Group on Police Recruitment's Final Report (pages 10-12), which is in today's packet.
- c) To ask that OPD advertise and recruit at events, colleges, festivals and more that include underrepresented groups, such as Mills College, Black Cowboy Parade, Ethiopian Festival, Oakland Pride, and more; advertise in publications/media that reach under-represented groups.
- d) Request the City Administrator to research and report back on additional strategies to recruit and maintain a Department where women, people of color, and LGBT people are better represented.

(7) Report Back To Council On Additional Strategies To Improve Recruitment Screening For Attitude Issues, Including Attitudes About Appropriate Conduct Toward Women and Understanding Of Respecting The Community and Standards Regarding Sexual Misconduct.

- **Suggested follow-up:**

- a) Ask the Administration to report back on options to amend the oral interview panelist selection so that panelists better represent the breadth of the community.
- b) Ask the Administration to report back on options to amend the oral interview panel process so that panelists are allowed to grade applicants' performance based on their specific concerns.
- c) Add a question to the oral interview panel aimed at discerning the candidate's attitudes towards sexual misconduct.
- d) Request the City Administrator to research and report back on additional screening methods to gauge candidates' attitudes towards women, sexual misconduct, and respect for the Oakland community.

(8) Explore whether the minimum age for applicants should be raised.

- At the last Public Safety Committee Meeting, Chairperson Brooks stated that OPD would respond to this item.
- OPD provided the Department's "Consideration of the Minimum Age for POT Applicants" in the Police Recruitment and Hiring Policy Supplemental Report dated August 10, 2016, which is in today's packet.
 - OPD has opted to require a minimum age of 21 upon graduation from the academy. OPD expressed concern that raising the minimum age to 25 would lose too many applicants.

- **Suggested follow-up:**

- Two options for the committee to consider: EITHER
 - a) Accept OPD's current practice of requiring a minimum age of 21 upon graduation from the academy; OR
 - b) Return to Committee with a policy to make it a requirement that incoming officers be at least 25 years old, or a college graduate, or have completed a qualifying program such as: Administration of Justice Program at Merritt College, OPD's Police Cadet Program, or Oakland Police Activities League's Explorer Program.

(9) Report back on whether applicants are asked whether they have engaged in sexual conduct with a minor, or with a sex worker, and whether these questions are to be asked going forward.

- At the last Public Safety Committee Meeting, OPD reported that these questions are in fact asked during the background stage of the application process.
- **Suggested follow-up:**

Given this information, this item is complete.

(10) Review whether any other factors are disproportionately excluding Oakland residents, people of color, women, or LGBT people.

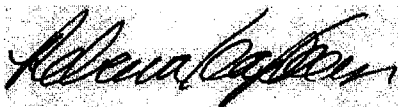
- At the last Public Safety Committee Meeting, Chairperson Brooks stated that OPD would respond to this item.
- OPD provided "A Review of Whether Any Other Factors are Disproportionally Excluding Oakland residents, people of color, women or Lesbian; Gay; Bi-Sexual; or Transgender (LGBT) people" in the Police Recruitment and Hiring Policy Supplemental Report dated August 10, 2016, which is in today's packet. It does not contain recommendations for action at this time, but suggests that several recommendations from the Ad Hoc Working group could help with these issues.

Suggested follow-up:

Request clarification of who will be handling next steps to determine the implementation of the recommendations put forth in the Ad Hoc Working Group on Police Recruitment's Final Report, and when they will be brought back for action.

I also want to thank the Ad Hoc Working Group on Police Recruitment for preparing their final report of recommendations.

Respectfully submitted,



Councilmember At-Large Rebecca Kaplan

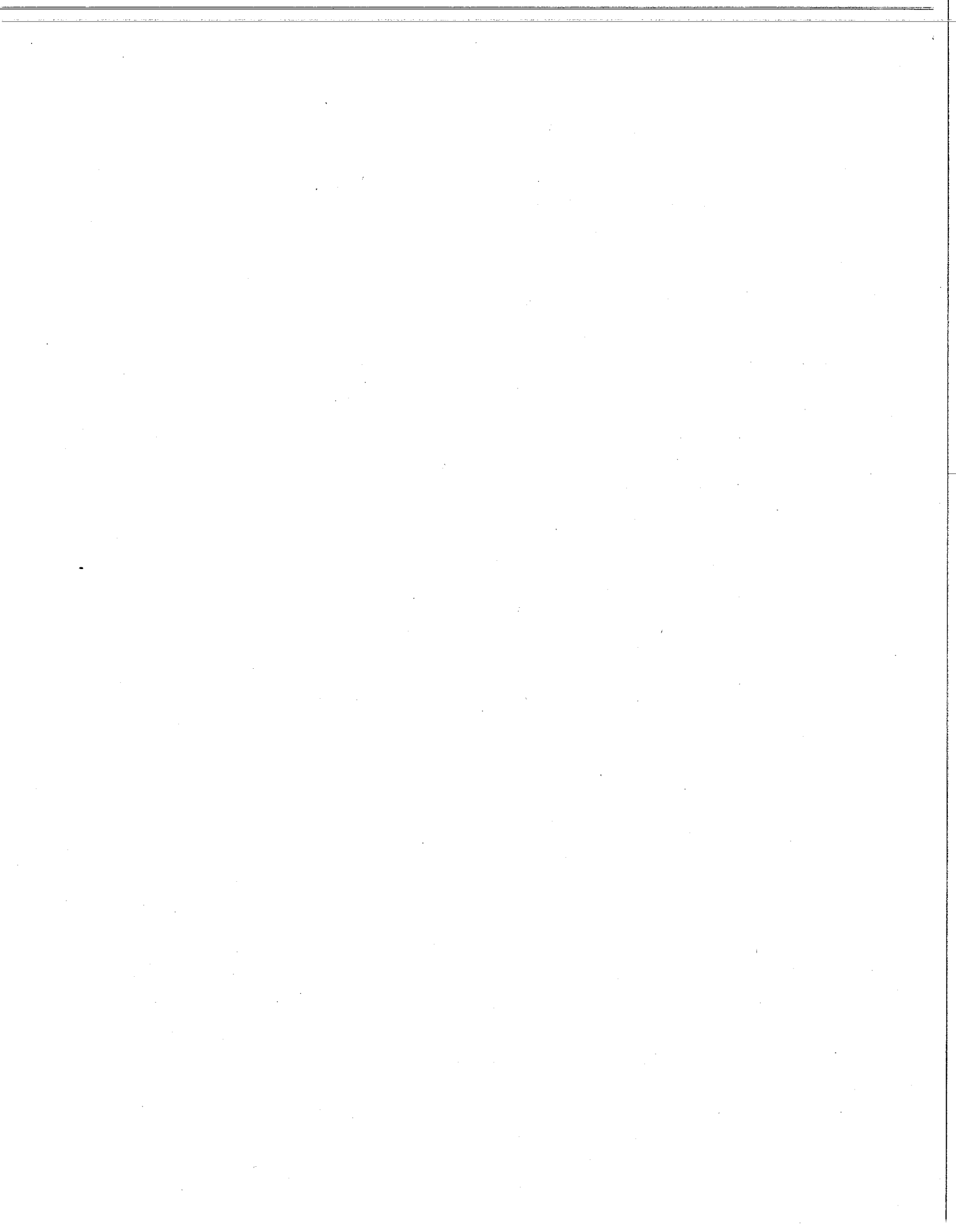
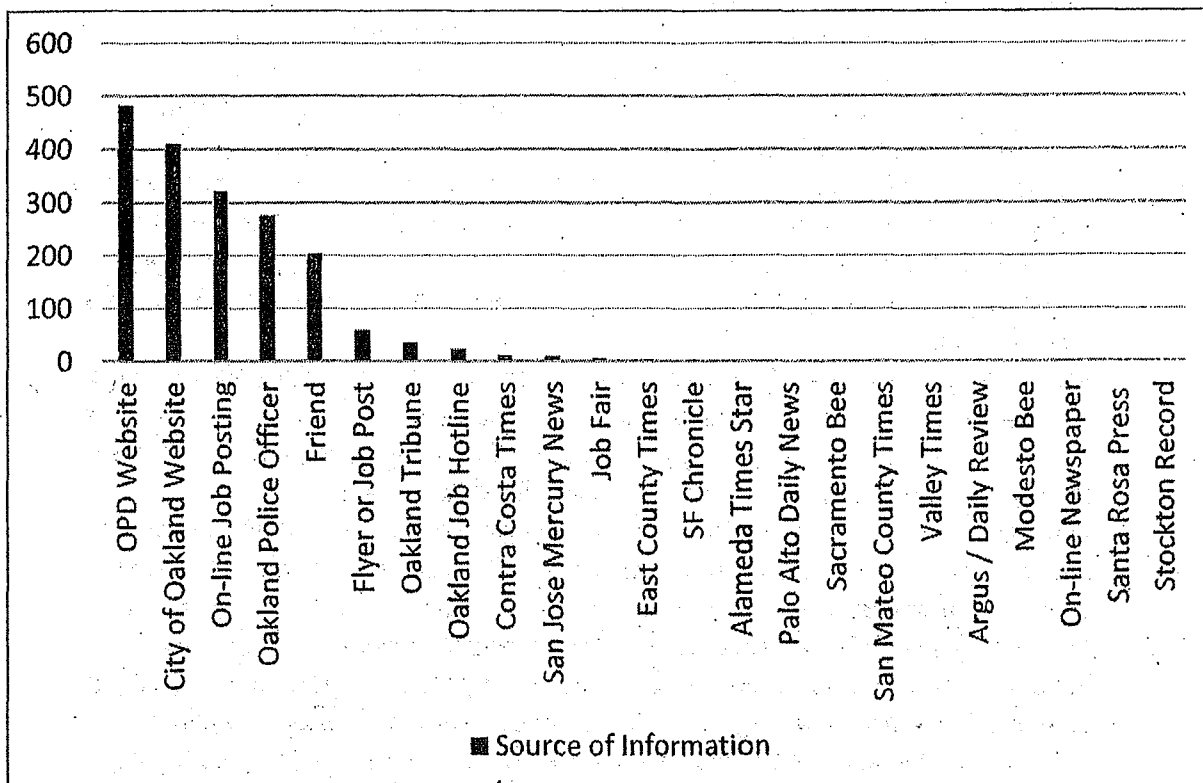


Figure 4: How Applicants in the 170-175th Academies Heard About the POT Positions



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.



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2016 SEP -1 AM 10: 29

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: David Downing
Assistant Chief of Police

SUBJECT: Police Recruitment and Hiring Policy
Supplemental Report

DATE: August 10, 2016

City Administrator Approval

Date:

8/31/16

RECOMMENDATION

Staff Recommends That The City Council Accept This Supplemental Report Regarding Police Recruitment and Hiring Policies.

REASON FOR THE SUPPLEMENTAL REPORT

On, July 12, 2016, the Public Safety Committee requested additional information related to the report titled "Adopt Recommended Revisions to Police Recruitment and Hiring Policies," dated June 20, 2016. This report addresses the following aspects of the June 20, 2016 report, as summarized below:

- Explore whether the minimum age for Police Officer Trainee (POT) applicants should be raised.
- Review whether any other factors are disproportionately excluding Oakland residents, people of color, women or lesbian; gay; bisexual; or transgender (LGBT) people.
- Explore whether the minimum education for POT applicants should be raised.
- Deployment of veterans: In recent years, how many times have personnel been deployed in the military and for how long.

ANALYSIS AND POLICY ALTERNATIVES

The Oakland Police Department (OPD) Personnel Section's mission is to actively recruit, hire and develop qualified candidates to fill POT and other OPD vacancies. In recent years, OPD has presented several reports detailing the recruiting and hiring process. A number of reports were presented in 2015 with an emphasis on African American recruitment.

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. OPD has worked in collaboration with the Ad Hoc Working Group and Human Resources Management (HRM) in an effort to address the issue of recruitment among minorities and Oakland residents. On July 12, 2016 the Ad Hoc

Item: _____
Public Safety Committee
September 13, 2016

Working Group presented recommendations to the Public Safety Committee and is scheduled to present a full report in September, 2016.

Consideration of the Minimum Age for POT Applicants

Penal Code Section 13510(a) gives the California Commission on Peace Officer Standards and Training (POST) the authority to establish minimum selection standards for peace officers. Peace officers must, at a minimum, meet the selection standards outlined in the Government Code, and pass the POST selection requirements contained in Commission Regulations 1950-1955 prior to being hired by OPD (the June 20, 2016 summarizes which prior reports detail OPD's background investigation process). Per Penal Code Section 13510(d), local agencies may set standards that exceed these minimums.

The POST minimum hiring standard age for peace officers is 18 years of age. OPD has opted to require a higher minimum age of 21 years of age upon graduation from the academy (or 20.5 at start of the application process). HRM has confirmed that OPD has maintained this current age requirement since 2004. OPD's research confirms that most agencies require applicants to be 21 years of age by academy graduation date (see ***Attachment A: Comparison of Age and Education Requirements of Various Law Enforcement Agencies***). OPD's minimum age qualifications are comparable to police agencies in California and nationally. POST confirmed recently to OPD via a telephone discussion that there is a general consensus among law enforcement agencies that age 21 allows a candidate to gain life experience after graduating high school. The candidate has time to mature emotionally and professionally. OPD's POST-certified hiring process, similar to many other police hiring processes, examines a candidate's life experience, including work habits, handling of stress and adversity, and social relationships; candidates who have achieved the age of 21 have simply had more time to develop a history of responsibility and integrity than 18 year-olds.

On, July 5, 2013, NBCChicago.com published an article titled "Chicago Police Lower Age Minimum for Entry Exam." The Chicago Police Department (CPD) allowed 18-year-olds to take the entrance exam as part of an effort to increase the number of eligible applicants hoping to join the force. The application age was dropped from 25 to 18, and the new minimum age to become an officer was changed from 25 to 21 years of age; CPD had previously raised the minimum age from 21 to 25 in 2010 to attract more mature officers. However, a CPD spokesperson explained in 2013 that, "By offering the exam at 18 and letting them enter at 21, it allows us to reach people as they are making major decisions about their career path. It allows us to increase the pool of eligible applicants." Michael Shields, head of the Chicago Fraternal Order of Police stated "We believe that the department loses many motivated, qualified candidates who graduate from college at age 21 or 22 and do not want to wait three or four years to start their career."

The Law Enforcement Executive Forum is a peer-reviewed journal published by the Illinois Law Enforcement Training and Standards Board Executive Institute (ILETSBEI) on the campus of Western Illinois University. It features articles relevant to today's law enforcement environment. In 2104, the Law Enforcement Executive Forum released a document titled, "Strategies for

Police Recruitment: A Review of Trends, Contemporary Issues, and Existing Approaches”¹ which states:

“Many core problems that police departments face in recruiting have worsened in the past decade, even as changing economic conditions have led to temporary fluctuations in the numbers of recruits. Changing generational tastes for police work, increased prevalence of disqualifications (such as drug use or physical unfitness), and greater competition from other organizations (such as the military) have helped restrict the pool of qualified applicants.

OPD’s goal is to eliminate barriers for otherwise qualified applicants and reduce the possibilities of excluding underrepresented groups. Staff therefore believes that raising the age limit may prohibit otherwise qualified applicants from participating in the hiring process. Although age is a good indicator of maturity, some applicants may have sufficient life experience at a younger age and should be considered for employment.

Most applicants selected to begin the academy are actually above the age of 25. The average age of recruits in the 175th Oakland Police Academy that began on July 11, 2016 was 29 years of age. Twenty-two percent of the recruits were under the age of 25. That 22 percent represents a group of candidates who exhibited sufficient life experience, including successful participation in the OPD Police Cadet program.

A Review of Whether Any Other Factors are Disproportionately Excluding Oakland residents, people of color, women or Lesbian; Gay; Bi-Sexual; or Transgender (LGBT) people

OPD is committed to hiring a diverse workforce that reflects the community it serves. The June 20, 2016 report outlines the prior reports which detail OPD’s recruitment outreach efforts. OPD continues to use a variety of communication and advertising efforts to reach different groups of people who may be interested in exploring a police career. OPD continues to evaluate the current testing process in collaboration with (HRM). OPD and HRM continue to seek diverse interview panelists to sit on the oral interview panels (see June 20, 2016 for more detail on interview panels).

OPD does not ask POT candidates about their sexual orientation or investigate the gender identity which candidates register on their application – to do so would violate OPD hiring policies, even for the purpose of data analysis. Additionally, the California Fair Employment and Housing Act (FEHA) (Government Code 12940) makes it unlawful for OPD to refuse to hire or employ a person because of their gender, gender identity, gender expression, or sexual orientation. Therefore, OPD has no method to know to what extent LGBT individuals are employed by OPD. Regardless, OPD welcomes people from the LGBT community to apply for the position of POT and the OPD Personnel Section is committed to providing the same level of review and consideration that it provides for all candidates. Furthermore, OPD also plans to collaborate in the near future with the recently created Department of Race and Equity; OPD wants to ensure that recruitment strategies which encourage members of the LGBT to apply for OPD police academies are utilized.

¹ Link to article: <http://docplayer.net/12514485-Strategies-for-police-recruitment-a-review-of-trends-contemporary-issues-and-existing-approaches.html>. The Ad Hoc Working Group on Police Recruitment reviewed this article during meetings in 2016.

OPD has been collaborating closely with HRM and the Ad Hoc Working Group. That collaboration resulted in recommendations that OPD believes may assist with achieving greater diversity. These recommendations include, but are not limited, to the following:

- Budget for marketing and branding to expand advertising recruiting and awareness efforts;
- Create metrics to measure success of different marketing tactics and track the outcome of each marketing effort;
- Develop a marketing sub-strategy that focuses on Oakland youth;
- Utilize youth, business, and community groups and organizations as networks to advertise these positions;
- Connect with JobCorps on Treasure Island as an outreach opportunity;
- Reach out to high school students in Reserve Officers Training Corps (ROTC);
- Analyze which colleges Oakland students typically attend and build connections with these schools;
- Track Oakland residents in the process, and people with connections to Oakland
- Perform a detailed examination of each stage of the background process

Some of these recommendations require additional resources to be fully and effectively implemented, as the Ad Hoc Working Group will likely note in its report. OPD will focus first on those recommendations that do not require immediate, additional resources.

A Consideration of the Minimum Education Level of POT Applicants

POST requires that, at a minimum, POT applicants have graduated from an accredited high school, have passed the General Education Development (GED) test, or have attained a two-year, four-year, or advanced degree from an accredited or approved institution. OPD follows this POST standard, and does not require different education standards.

In 2002, *Policing: An International Journal of Police Strategies & Management* cited a study titled "Raising the Age and Education Requirements for Police Officers: Will Too Many Women and Minority Candidates be Excluded?" The study finds that during a 5-year period (1992-1996), close to two-thirds of those hired in the Indianapolis Police Department (IPD) did not have a college degree. The study also found that more women and people of color were represented in the two-thirds of the department without a college degree, than of the department as a whole. Based on the findings from this article, there could be a trend away from achieving diversity goals expressed by the City Council, by requiring that every POT attain a college degree.

Table 1 below illustrates that a large number of OPD Basic Academy Participants do not possess an Associate Degree or above. The data also illustrates that those that do not possess an Associate Degree or above can and do successfully complete the academy; 17 of the 20 participants (85%) in the 173rd basic police academy graduated, and 21 of the 27 participants (78%) of the 174th basic police academy graduated. This data leads staff to conclude that raising the minimum education requirements may significantly and unnecessarily restrict OPD's officer trainee applicant pool.

Table 1 – Education Levels of Recent OPD Basic Academy Participants

Academy #	Education Level	Number Starting Academy	Percentage of Academy Participants	Number Graduating Academy	Percentage of Education-Level Group that Graduated
173 rd : (53 Started/ 33 Graduated)	Associates or Above	33	62%	16	48%
	High School, GED, or Some College	20	38%	17	85%
174 th : (60 Started/ 44 Graduated)	Associates or Above	33	55%	23	70%
	High School, GED or Some College	27	45%	21	78%
175 th (49 Started/ TBD Graduated)	Associates or Above	20	40%	TBD	TBD
	High School, GED or Some College	30	60%	TBD	TBD

How Many Times Have Personnel Been Deployed in the Military, and for How Long?

OPD does not track the number of sworn or professional staff with previous experience serving in the United States Armed Forces. There are 33 current sworn staff members who have used military leave in the past for military deployments. Five sworn personnel have been deployed (and used military leave) between November 2012 and July 2016. These recent military leaves have ranged from three months to approximately 13 months. There may be additional current sworn or professional staff that have served in the armed forces, but have not utilized military leave.

PUBLIC OUTREACH / INTEREST

This report contains information of public interest as it relates to OPD efforts to recruit a diverse group of applicants and increase the number of applicants from within the Oakland community. Increased diversity will better represent the Oakland community and improve police and community relations.

COORDINATION

HRM collaborated with OPD in the preparation of this report.

SUSTAINABLE OPPORTUNITIES

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

Environmental: There are no environmental opportunities identified in this report.

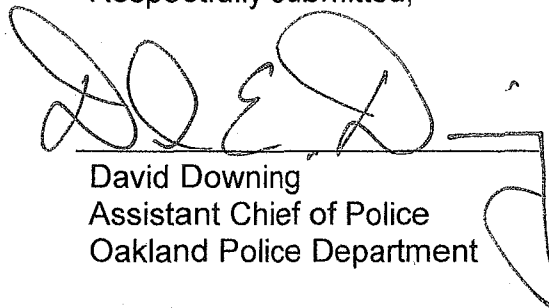
Social Equity: This report outlines OPD efforts to ensure that underrepresented community groups are not disproportionately excluded from the OPD recruiting and hiring process.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Accept This Supplemental Informational Report Regarding Police Recruitment and Hiring Policies.

For questions regarding this report, please contact Drennon Lindsey, Captain of Police, Office of the Chief of Police, Research and Planning, at (510) 238-7182.

Respectfully submitted,



David Downing
Assistant Chief of Police
Oakland Police Department

Reviewed by:
Drennon Lindsey, Captain
OPD, Personnel Resources & Training Division

Kiona Suttle, Manager
OPD, Personnel Section

Bruce Stoffmacher, Legislation Manager
OPD, OCOP, Research and Planning

Prepared by:
Antoné Hicks, Police Personnel Operations
Specialist, OPD, Personnel Section

Attachments (1):

A: Comparison of Age and Education Requirements of Various Law Enforcement Agencies

Item: _____
Public Safety Committee
September 13, 2016

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2016 JUL -7 PM 2:37

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To: Oakland Public Safety Committee
Chair Desley Brooks
Councilmember Noel Gallo
Councilmember Abel Guillen
Councilmember Dan Kalb

Re: Adopt Recommended Revisions to Police Recruitment and Hiring Policies

Dear Members of the Public Safety Committee,

Over the years, we have often confronted the challenge that our police department contains very few people who live in, or have connections with, the communities of Oakland. In addition, we have under-representation of women, LGBT people, and people of color. These issues have perpetuated a sense of disconnect between our community and police department. Recent scandals have further contributed to the concern that our police hiring and screening is not only failing to adequately recruit people with good community connections, it is also failing to flag and weed out those with problematic attitudes, including disrespect for community and acceptance of sexual misconduct.

In order to strengthen public safety, improve community-police relations, reduce the likelihood of misconduct and improve community trust, it is important to review and make changes to our recruitment and hiring policies to better recruit people who are appropriate to be police officers for Oakland.

To answer this call from many in the community and to increase the number of Oakland officers from, and with respect for, the community, I am proposing that the City of Oakland explore a number of revised recruitment and hiring policy proposals for the Oakland Police Department.

Thank you for your leadership.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'Rebecca Kaplan', written in a cursive style.

Councilmember At-Large Rebecca Kaplan

2016 JUL -7 PM 2:37

Approved as to Form and Legality

Draft

City Attorney's Office

OAKLAND CITY COUNCIL

Resolution No. _____ C.M.S.

INTRODUCED BY COUNCILMEMBER REBECCA KAPLAN

A RESOLUTION URGING THE ADOPTION OF REVISED RECRUITMENT AND HIRING POLICY PROPOSALS FOR THE OAKLAND POLICE DEPARTMENT

WHEREAS, there has been a lot of national momentum recently galvanized by incidents occurring between law enforcement and the communities they serve; and

WHEREAS, many Oakland leaders and community members have held hearings, town halls, forums and community meetings to address the issue of police accountability and community relations in Oakland; and

WHEREAS, there have been calls for connected and accountable policing in an effort to improve relations between law enforcement, the community and residents; and

WHEREAS, several incidents have increased concerns that recruiting and hiring practices are not successfully screening those with problematic or disrespectful attitudes toward women, the community, and toward sexual misconduct; and

WHEREAS, the past recruiting and hiring practices have resulted in a police department with low numbers of women, people of color, openly-LGBT people, and people from Oakland; and

WHEREAS, the low numbers of women hired by the department can also contribute to perpetuating an environment of disrespect for women; and

WHEREAS, the fact that the overwhelming majority of officers do not live in Oakland can worsen the feeling of disconnect between police and community; and

WHEREAS, one part of a strategy to improve relations is to ensure that Oakland officers reflect the population they serve to create stronger community ties; and

WHEREAS, increasing the number of officers with positive bonds to the communities of Oakland is important to many of our goals, including both crime-fighting and improving community relations; and

WHEREAS, there are a number of barriers in the hiring and recruitment process that has led to many people being barred from employment in the Oakland Police Department; and

WHEREAS, the Oakland Police Department must confront the issue of people being excluded from employment in the department for relationships and acts that are not considered a crime nor would impede one from performing their duties as an officer; and

WHEREAS, many Oakland residents were rejected for employment in the Oakland Police Department at the background check stage late in the hiring process; now, therefore, be it

RESOLVED, that the City Council of Oakland, California hereby Urges the Adoption of New Police Recruitment And Hiring Policies to increase the proportion of new recruits with connections to the community, repair the underrepresentation of women, LGBT people, and people of color, to remove inappropriate grounds for rejection, and screen out applicants with problematic attitudes about appropriate sexual conduct; and;

Be it Further Resolved, that the Oakland City Council requests the Administration review the following proposed changes to hiring and recruitment policies, and Report Back to Council no Later than Fall of 2016 regarding feasibility and potential next steps for implementation of each of the following:

- (1) Prohibit the Use Of Past Marijuana Use As Grounds For rejection;
- (2) Prohibit The Use Of Having Student Loans As Grounds For Rejection;
- (3) Restrict The Use Of Debt As Grounds For Rejection To Those Situations Where Lack Of Income Would Be Solved By Obtaining A Job As A Police Officer;
- (4) To Seek A Goal Of Not Less Than 50% Of New Hires Will Be Among Those Who Do Have Some Connection Or History With Oakland Or Live Or Have Lived In Oakland;
- (5) Request 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;

- (6) Expand Outreach And Explore Additional Strategies To Mitigate The Under Representation Of Women, LGBT People, And People Of Color In The Department;
- (7) Report Back To Council On Additional Strategies To Improve Recruitment Screening For Attitude Issues, Including Attitudes About Appropriate Conduct Toward Women and Understanding Of Respecting The Community and Standards Regarding Sexual Misconduct;
- (8) Explore whether the minimum age for applicants should be raised;
- (9) Report back on whether applicants are asked whether they have engaged in sexual conduct with a minor, or with a sex worker, and whether these questions are to be asked going forward;
- (10) Review whether any other factors are disproportionately excluding Oakland residents, people of color, women, or LGBT people.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, GUILLEN, KALB, KAPLAN,
REID AND PRESIDENT GIBSON MCELHANEY

NOES –
ABSENT –
ABSTENTION –

ATTEST:

LATONDA SIMMONS
City Clerk and Clerk of the Council of the City
of Oakland, California



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2016 JUN 30 PM 6:31

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: David Downing
Acting Assistant Chief of
Police

SUBJECT: Police Recruitment and Hiring Policy
Informational Report

DATE: June 20, 2016

City Administrator Approval

Date:

6/30/16

RECOMMENDATION

Staff Recommends That The City Council Accept This Informational Report Regarding the Oakland Police Department's (OPD) Ongoing Recruitment and Hiring Policies.

EXECUTIVE SUMMARY

This report summarizes numerous recent reports presented to the Public Safety Committee (PSC) related to OPD recruitment and hiring policies and practices, and is responsive to a Rules Request brought to the Rules Committee on June 16, 2016: "Adopt Recommended Police Recruitment and Hiring Policy Proposals." These reports also detail OPD efforts to recruit a diverse and local workforce that reflects the Oakland Community. This report provides information about the recent work of the Ad-Hoc Working Group on OPD Recruitment (Ad Hoc Committee). The Ad Hoc Committee will present information to the Public Safety Committee on July 12, 2016 in a separate report.

BACKGROUND / LEGISLATIVE HISTORY

The OPD Personnel Section recruits qualified candidates capable of providing quality police service to all Oakland residents and visitors. OPD has presented information to the PSC in several recent reports that outline the recruitment, background investigation, and hiring processes undertaken by the Personnel Section in collaboration with the Department of Human Resources Management Department (DHRM). These reports include:

- Oakland Police Department African American Recruitment Efforts, dated February 5, 2015 – presented to the PSC on March 10, 2015.
- Oakland Police Department African American Recruitment Efforts – Supplemental Report, dated March 16, 2015 – presented to the PSC on March 24, 2015.
- Oakland Police Department African American Recruitment Efforts – 2nd Supplemental Report dated April 7, 2015 – presented to the PSC on April 28, 2015.

Item: _____
Public Safety Committee
July 12, 2016

- OPD Efforts To Recruit Applicants With Experience In Oakland, dated May 1, 2015 – presented to the PSC on May 26, 2015
- Oakland Police Department African American Recruitment Efforts – 3rd Supplemental Report, dated June 30, 2015 - presented to the PSC on July 28, 2015.
- OPD African American Recruitment Efforts – 4th Supplemental Report, dated September 18, 2015 - presented to the PSC on October 13, 2015
- OPD African American Recruitment Efforts – 5th Supplemental Report, dated November 6, 2015 - presented to the PSC on December 1, 2015.
- Oakland Police Department African American Recruitment Efforts – Supplemental Report (from DHRM), dated January 28, 2016 – presented to the PSC on February 9, 2016

Additionally, Resolution No. 85540 C.M.S., passed by the City Council on April 23, 2015, established an “Ad-Hoc Working Group on Police Recruitment;” This Ad-Hoc Committee, staffed by the City Administrator’s Office (CAO), OPD, DHRM, and members of the public, has been meeting over the last year to discuss issues related to how OPD recruits Police Officer Trainees (POT) with diverse backgrounds reflective of the Oakland community. The Ad-Hoc Committee is scheduled to present its findings to the Public Safety Committee on July 12, 2016.

ANALYSIS AND POLICY ALTERNATIVES

The aforementioned reports address many of the policies that OPD and DHRM follow in recruitment and hiring processes. The report dated February 5, 2015, detailed demographic information on OPD sworn staffing as well as the demographics of applicants in each stage of the recruitment process. This report also detailed how OPD advertises hiring recruitments and uses its Cadet Program and the Merritt College Administration of Justice Program to recruit POTs locally. The report dated March 16, 2015 explained how OPD improved its noticing of hiring recruitments and is expanding programs to attract local young people interested in exploring law enforcement careers. The City now funds 21 part time cadet positions for youth who work in OPD and learn about policing careers. The March 16, 2015 report also highlighted the OK Mentoring Program where OPD partners with Acts Full Gospel Church in East Oakland to facilitate positive discussions between young African Americans males and OPD.

POST Certification

The April 7, 2015 and June 30, 2015 reports provide detailed information on the California Commission on Peace Officer Standards and Training (POST) hiring requirements. California law requires that police agencies, such as OPD, be POST-certified to provide law enforcement training including that required for the basic police academy. OPD has maintained several basic police academies in recent years to maintain and increase its sworn staffing levels.

The April 7, 2015 report explains that OPD lost its POST-certification in 2008 due to a long period of not training new recruits and became recertified in 2013 through a challenging and cumbersome recertification process. OPD needs to comply with POST guidelines in its recruitment process in order to provide POST-certified training and grow the level of sworn staffing. POST-participating agencies agree to comply with the standards established by the

POST Commission. More than 600 agencies in California participate in the POST Program and are eligible to receive the Commission's services and benefits, such as:

- Job-related assessment tools;
- Research into improved officer selection standards;
- Management counseling services;
- The development of new training courses;
- Reimbursement for training;
- Quality leadership training programs; and
- Certificates to recognize peace officer achievement and proficiency.

The April 7, 2015 report also provides detailed information about the physical agility test (PAT), written test, POST-certified Oral Interview, the background investigation process, personal history statement (PHS), polygraph exam, character review and the psychological questionnaire.

The reports dated September 18, 2015, November 6, 2015, and January 28, 2016 detail ongoing efforts between OPD and DHRM to evaluate possible alternatives to the POST-certified written test. The January 28, 2016 report, authored by DHRM, outlines DHRM's analysis of an alternative written test (Frontline Test). The report explains that DHRM interviewed other police agencies, such as the San Francisco Police Department (SFPD), who have chosen to use the Frontline Test. The report explains that SFPD believes the test serves its purpose of ensuring literacy standards, but the test requires a fee by the agency and the test taker, and that OPD must further evaluate the budget impacts of assuming these costs (the current OPD POST-certified written test is free for OPD to administer).

The January 28, 2016 report also discusses the possibility of changing the formation of the interview panels that conduct the applicant oral interviews. Currently the panels consist of one sworn officer, one civilian employee, and one community member; DHRM was asked to look at a process where each candidate would be interviewed by two separate panels where a sworn officer only sits on one of the two panels. The report states that such a process would deviate from established testing standards. DHRM staff could not find an example where such a process has been formally validated. The report also notes that separating the interview panels into two separate panels for each recruit would lead to significant staffing demand increases. The January 28, 2016 report recommends that DHRM continue to improve assessor training and increase outreach to the Oakland Community to find qualified individuals who represent the Oakland Community and serve on the oral board interview panels.

Cultural Literacy and Local Hire

The report dated May 1, 2015 explains that OPD expects all sworn officers to "have the cultural literacy to connect with Oakland's diverse residents. OPD sworn officers themselves come from many different cultural and geographic backgrounds, and regardless of background, OPD expects all officers to relate to residents and build relationships that promote trust and collaboration - building and maintaining community trust is a critical part of OPD's mission as well as a necessary component of keeping the public safe."

The May 1, 2015 report also explains that OPD cannot explicitly require that police officer recruits live in the City of Oakland. California Constitution, Article 11 on Local Government, Section 10b states: "A city or county, including any chartered city or chartered county, or public district, may not require that its employees be residents of such city, county, or district; except that such employees may be required to reside within a reasonable and specific distance of their place of employment or other designated location." The report also explained that California Government Code, Section 50083 states: "No local agency or district shall require that its employees be residents of such local agency or district." The report goes on to explain that OPD does have the legal authority and capability to expedite the background process for well qualified applicants who the City Administrator's Office (CAO) and OPD leadership believe will have the life experience to connect with diverse Oakland residents.

The same May 1, 2015 report explains that OPD does not have access to data on academy applicants' residency, name, gender or age while applicants are being administered the PAT, Written Test and Oral Exam. However, OPD does have the authority to request personal information including residency, employment and volunteer history, education and many other aspects on the Personal History Statement (PHS) which applicants provide to OPD at the time of their oral interviews. The Oakland Police Department's Recruiting and Backgrounds Unit asks applicants to explain their connections to Oakland and other communities on their PHS. OPD also asks about applicants' exposure to cities of different population size as well as cities with significant crime challenges. Applicants have the opportunity to provide a thoughtful written response that showcases their different community connections. OPD uses this information to expedite the background investigation process for the most qualified candidates such as those who disclose Oakland residency or connections to Oakland or other diverse communities.

Recruitment Disqualifications

The April 7, 2015 report explains that OPD does not require that OPD officer applicants have unblemished backgrounds. Command and recruiting staff understand that people make mistakes, especially early in life. However, as a law enforcement agency trusted to maintain public safety and the respect of all residents and visitors, OPD must recruit applicants who behave honestly and hold themselves to high ethical standards, especially given any past infractions. Ultimately, police officers are trusted to protect the public and use force (including deadly force) when necessary. OPD, like all police agencies, has a public mandate to ensure each applicant invited to a training academy can be trusted to serve the public with a high level of honesty and integrity as well as passion for public service. The PAT, Written Exam, Oral Interview, Background Review, PHS Review, Background Investigation, and Character Review sections, explained in detail in the previous reports noted above, are consistent with POST benchmarks in ensuring OPD applicants meet these aptitude and personality thresholds.

The OPD Personnel Section looks at each applicant's entire background in determining whether they are prepared to uphold high ethical standards and serve as sworn OPD officers. The following summaries explain how the Personnel Section reviews particular issues that may be a cause for disqualification from entering a basic training academy:

- Past marijuana use – OPD does not eliminate candidates due to past marijuana usage. OPD does require that applicants have not recently used marijuana or other illegal substances, as all recruits must demonstrate that they are prepared to follow local and

national laws.

- Debt – OPD does not eliminate candidates due to having debt. OPD reviews all debt to try to assess a candidate's 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.
- Association to people with criminal records - OPD does not eliminate candidates due to connections to individuals with criminal records. If the candidate themselves have a criminal record, OPD assesses each record 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 because of such connections.
- Out-of-school suspensions, dismissal from school, or poor academic performance within reasonable contexts – OPD does not eliminate candidates due to out-of-school suspensions, dismissal from school or poor academic performance within reasonable contexts. There are many factors that could cause a student to perform poorly in school. The City does not request nor obtain applicant school disciplinary records, therefore when DHRM screens applications for minimum qualifications and processes candidates through the testing, records of being expelled and/or suspended are not considered. However, OPD and DHRM do evaluate if the candidate meets the minimum qualifications and has the POST-required high school diploma or GED in order to be eligible for the process.

Feedback to Applicants Not Invited to Academies

The April 7, 2015 report explained that when an applicant fails a certain portion of the testing process, information is given in their non-select letters on how to better prepare for the part of the testing process that they failed. If an applicant fails the PAT for example, they are informed that OPD holds practice PAT courses on the first Saturday of every month to help them practice and prepare for the next test. Staff also provides information about physical fitness classes given at Merritt and Laney Community Colleges geared toward Police and Fire PATs. Applicants who fail the written test are provided information about online tutoring at <http://www.passingthepost.com>, which provides dates and locations of future community location workshops and / or webinars. Applicants who fail the oral interview are given a schedule of future oral interview workshops via <http://www.opdjobs.com>.

POT applicants who are disqualified due to the background investigation process also receive a non-select letter; these letters do not provide specific reasons for why they were not chosen to advance in the process, but they do explain that the applicant is welcome to contact the OPD Sergeant in the Recruiting and Background Unit. The letter gives the name, telephone number and email of the Sergeant. The Recruiting and Background Unit Sergeant shares with applicant who contact the office, which POST dimension(s)¹ led to the disqualification. The Sergeant also provides general recommendations for how to improve their candidacy regarding any particular POST dimension. The African American Recruitment Efforts – 2nd Supplemental Report dated April 7, 2015 provides more detail on POST Dimensions.

¹ The POST dimensions are as follows: 1) Social Competence, 2) Teamwork, 3) Adaptability/Flexibility, 4) Conscientiousness/Dependability, 5) Impulse Control, 6) Integrity/Ethics, 7) Emotional Regulation/Stress Tolerance, 8) Decision Making/Judgment, 9) Assertiveness/Persuasiveness, and 10) Avoiding Substance Abuse and Other Risk-Taking Behavior

Ad Hoc Working Group on OPD Recruitment

The Ad Hoc Working Group, as noted above, has been meeting over the last year to develop strategies for OPD officer recruitment and hiring. This group's efforts will lead to a strategy report to be presented to the Public Safety Committee on July 12, 2016. The Ad Hoc Working Group Report has recommendations related to the following:

- Recruitment marketing (including online/internet strategies);
- Outreach to people with Oakland connections;
- Community policing;
- Improvements to DHRM's personnel software systems for better data analysis;
- Consider an alternative to OPD's current POST-certified written test;
- Review the background process and how background investigators are chosen;
- Greater partnerships with local educational institutions;
- Add greater cultural competency to the training curriculum;
- Work with the new Department of Race and Equity to analyze hiring outcomes for subgroups (i.e. people of color, lesbian, gay, bisexual, transgender, queer (LGBTQ) individuals); and
- Review the process of how field training officers are selected.

Hiring and Early Warning System Audit

During the week of June 13, 2016, the CAO contacted the Court-Appointed Compliance Director and requested assistance with an audit on OPD's hiring background process. The audit is being conducted by the OPD Office of Inspector General (OIG) and City Auditor's Office. The purpose of the audit, which the City initiated as one of several responses to recent personnel issues, is to examine OPD's recruitment process and early warning system.

Conclusion

OPD looks forward to reviewing the Ad Hoc Committee's recommendations as well as the results of the audit being conducted by the OIG, City Auditor's Office, and the Compliance Director. OPD looks forward to the opportunity to collaborate with DHRM, the Department of Race and Equity, and the broader Oakland Community to continue to improve the recruitment and hiring processes in terms of the report's final recommendations. In so doing, OPD will strive to maintain the highest ethical standards in selecting the future police officers, supervisors, and commanders to serve the Oakland community.

PUBLIC OUTREACH / INTEREST

This report contains information of public interest as it directly relates to OPD efforts to recruit and hire a highly qualified and diverse workforce that reflects the Oakland Community and improves police-community relationships.

Item: _____
Public Safety Committee
July 12, 2016

COORDINATION

The Office of the City Attorney and DHRM were consulted in the preparation of this report.

SUSTAINABLE OPPORTUNITIES

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

Environmental: There are no environmental opportunities identified in this report.

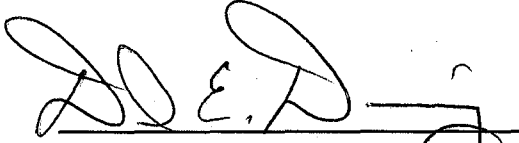
Social Equity: This report provides valuable information to the Oakland community regarding efforts to ensure the inclusion of under-represented groups in OPD.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Accept This Informational Report Regarding the Oakland Police Department's (OPD) Ongoing Recruitment and Hiring Policies.

For questions regarding this report, please contact Bruce Stoffmacher, Legislation Manager, Office of the Chief of Police, Research and Planning, at (510) 238-6976.

Respectfully submitted,



David Downing
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Oakland Police Department

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