CITY OF OAKLAND

AGENDA REPORT

TO:	Sabrina B. Landreth City Administrator	**FROM:**	Anne Kirkpatrick Chief of Police
SUBJECT:	Oakland Measure Z Policing Services Evaluation: Year 1 Report by Resource Development Associates – Supplemental Report	**DATE:**	March 29, 2018

City Administrator Approval _____ Date: 4/12/18

RECOMMENDATION

Staff Recommends That The Public Safety Committee Receive This Supplemental Report From The Oakland Police Department (OPD) Regarding The Implementation of Policing Services Funded Through The Safety And Services Act Of 2014 (Measure Z).

REASON FOR THE SUPPLEMENTAL REPORT

The Report titled, "Oakland Measure Z Policing Services Evaluation: Year 1 Report by Resource Development Associates," was presented to the Public Safety Committee on March 13, 2018. The Committee asked that OPD respond to the five recommendations in the RDA Report.

BACKGROUND / LEGISLATIVE HISTORY

The 2014 Safety and Services Act, or Measure Z, raises tax dollar funds to support efforts at reducing violent crime, as well as reducing police and fire response times and enhancing violence intervention and prevention strategies. Measure Z's legislation also calls for three percent of funds to support program evaluations as well as support for an oversight committee. The City Administrator hired Research and Development Associates (RDA) to conduct an annual evaluation of Measure Z-funded policing services. The RDA Year One Report (of 2017), on page 4, explains that the evaluation focusses on both OPD's "implementation and their efficacy in relation to the legislation's objectives and the larger violence prevention and intervention goals of the City and [OPD]."

The report outlines several identified successes as well as challenges, in terms of OPD implementation of Measure Z-funded policing services. RDA explains that it used a

"mixed-methods analysis to evaluate how well OPD's Community Resource Officer (CRO) and Crime Reduction Team (CRT) policing model" aligns with OPD stated strategic goals of: 1) reducing crime; 2) strengthening community trust and relationships; and 3) achieving organizational excellence. RDA used quantitative data, such as crime incident data, and OPD SARAnet database usage, as well as qualitative data, such as interviews with OPD leadership and line staff; RDA also interviewed community members throughout the city. The report concludes with five key recommendations for OPD Measure Z-funded Policing:

1. Continue building OPD's web-based media presence to:
   a. Promote positive stories about Measure Z officers and other Department activities, and
   b. Increase communication with residents about the CRO program, problem solving activities, Neighborhood Crime Prevention Council (NCPC) meetings, and more.
2. Clarify to both CROs and NCPC members how CROs are expected to address community-driven problem-solving work versus supporting other department operations related to addressing shootings and homicides.
3. Establish minimum timeframes for which CROs must remain assigned to the same beat. In addition, OPD should develop protocols for transitioning CRO responsibility and projects when turnover is unavoidable.
4. Implement the SARAnet Accountability Protocol to improve SARAnet data collection and increase oversight of CRO activities.
5. Establish measures for successful implementation of CRT activities and mechanisms for tracking those measures.

The Analysis and Policy Alternatives Section below outlines OPD's response to these five recommendations. In several cases, OPD has already implemented, or begun to implement policies that address these recommendations. The recommendations from RDA provide reinforcement of initiatives already undertaken while helping OPD prioritize its very limited resources.

ANALYSIS AND POLICY ALTERNATIVES

RDA Recommendation #1: Continue building OPD's web-based media presence

OPD recognizes that it needs multiple channels to reach the public and that Neighborhood Councils (formerly known as Neighborhood Crime Prevention Councils or NCPC) need to expand their reach to connect with more Oaklanders. OPD currently uses social media primarily facilitated by OPD's Public Information Office (PIO). OPD also uses a website to share public information. However, the existing website has limitations:

The website is hard to navigate and needs to be more user-centered. Recognizing the need for a more user-centered web page, OPD plans to leverage the soon-to-be-released new City website to improve accessibility and navigation. The new OPD-specific section of the citywide website will have easier to find sites such as, "Find a Police Beat," "Police Jobs," and

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"Neighborhood Services." OPD is also exploring the development of a CRO specific section of the website. This will allow staff to provide information relevant to the role of a CRO, the identification of beat-specific CROs, upcoming community/Neighborhood Council[1] meetings and other events, as well as other newsworthy stories (successful beat projects, community activity, etc.). Staff from OPD's PIO, Neighborhood Services, and Training Division are currently developing these improvements in collaboration with the city's digital services staff. The OPD website should feature this improved functionality by Fall, 2018.

OPD currently uses social media platforms such as Facebook, NextDoor, Twitter, Instagram, and NIXLE to disseminate police information. OPD is exploring how to increase the publication of community policing information useful to different neighborhoods. OPD recognizes the need to better train officers to utilize these platforms and share useful information. OPD held a meeting on March 28, 2018 with several internal stakeholders (including the Public Information Officer, Neighborhood Services Management, Executive Command, and others) as well as the City's Online Engagement Coordinator to specifically address social media and web presence for OPD community engagement activities. As a solution, we are looking to leverage our Neighborhood Services Coordinators (NSC) to push information through our social media sites, regarding community policing related stories. We have scheduled social media training, particularly on NextDoor, for the NSCs and CROs in April.

RDA Recommendation #2: Clarify to both CROs and NCPC members how CROs are expected to address community-driven problem-solving work versus supporting other department operations related to addressing shootings and homicides.

The Measure Z legislation provides the City and OPD with dual missions of supporting solutions to community crime problems and directly confronting violent crime. OPD CROs provide support for diverse and complex neighborhood challenges, such as illegal drug sales, illegal waste dumping, and unsafe driving. OPD CRTs are used to more directly address and reduce violent crime activity such as shootings, homicides, and robberies. OPD recognizes that one of its challenges is to consistently support these separate but related community challenges and to also communicate this dual challenge. OPD must also regularly use CROs for violent crime suppression, as complex violent crime suppression operations require sufficient staffing to ensure operational effectiveness and safety.

Neighborhood Councils bring community members together by specific police beats to work in partnership with OPD to solve problems that lead to crime. The assigned CRO and NSC attend each Neighborhood Council meeting. Each Neighborhood Council also has an elected chair to lead the meetings and help neighbors choose area priorities for the CRO. These councils focus on finding solutions to issues facing that area.

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[1] Neighborhood Crime Prevention Councils (NCPCs) are now Neighborhood Councils.

OPD recognizes that each neighborhood is unique. However, OPD sees value in developing a more structured communication format that captains and lieutenants can provide for CROs and NSCs for council meetings. The revised format can ensure that critical information regarding CRO and CRT area activity is provided to the public. In turn, this revised format can help the public better understand the challenges CROs face in balancing community problems with focusing on violent crime in each beat (communication strategies can be tailored to each council).

OPD is developing a policy, which should be implemented by Fall, 2018, to better reflect CRO roles and responsibilities. A CRO-specific policy will better inform CROs of expectations. The policy will also serve to provide CROs with guidance on how to better facilitate meetings by providing consistency and useful information. OPD will also task CROs and NSCs to better collaborate with Neighborhood Council Chairs so that Chairs can communicate broader information to their audience around the breadth of CROs' ongoing policing activity. This policy will be reviewed by the Measure Z Safety and Services Oversight Commission (SSOC) and the City's Community Police Advisory Board (CPAB).

OPD recognizes that Neighborhood Councils do not sufficiently reach enough community members; OPD will work with Neighborhood Council Chairs to consider alternate locations for meetings. CROs and NSCs will be tasked with finding greater channels to share information (neighborhood newsletters, OPD website, and social media). OPD is also examining the types of fliers and business cards with information sites which can be more readily shared at meetings.

Typically, Neighborhood Councils have chosen three community problems at a time for CROs. Some community problems, such as illegal dumping in a specific block, may be better addressed through specific communications with the City's Public Works Department than by being listed as an ongoing community crime problem. OPD is examining how CROs and NSCs may better coordinate and collaborate with different Department and other City entities. Another example of this is through stronger coordination and collaboration with the OPD Traffic Section and the City's Department of Transportation (DOT) on traffic-specific neighborhood concerns.

OPD will also provide SARAnet access to NSCs so that they can more effectively collaborate with CROs to address ongoing neighborhood crime problems. CROs and NSCs will more effectively communicate these activities to Neighborhood Councils as community crime problems are refined. NSC SARAnet access will encourage greater use of this community crime solution tool.

RDA Recommendation #3: Establish minimum timeframes for which CROs must remain assigned to the same beat. In addition, OPD should develop protocols for transitioning CRO responsibility and projects when turnover is unavoidable.

OPD recognizes that Neighborhood Councils and members of the public want to have strong and trusting relationships with their CRO, and that CROs need time to develop effective relationships with neighbors. Officers choose CRO assignments to support

community policing efforts – but sometimes choose to switch assignments for a variety of reasons (e.g. an officer may wish to fill a vacant and critical vacancy in the Criminal Investigations Division). OPD's challenge is to incentivize CROs to stay in their positions longer so that community problems are addressed and so that one officer can provide the next CRO with enough information to continue ongoing efforts. OPD plans to implement several practices to ensure greater CRO position longevity including the following:

- Communicate with Special Resource Lieutenants about the need to balance staffing for other specialized units with the need to maintain CRO position longevity.
- Interview CROs who leave their positions early – ask them why they are choosing to leave for other positions...what did they find rewarding and challenging?
- Standardize use of CRO-specific beat emails so that new CROs have ready access to prior communications.
- Find ways to allow for current CROs to have needed time to share insights with new CROs through an overlap period (there needs to be sufficient time to allow for CRO to CRO knowledge transfer.
- Increase the use of classes and training opportunities for new CROs. A two-day training was held March 5-6, 2018. Going forward, OPD is planning to hold a semi-annual training in coordination with Safety Services Oversight Committee (SSOC) and other stakeholders, such as the Public Works and Transportation Departments.
- Ensure consistent use of SARAnet (see recommendation #4 below) so that incoming CROs will be able to access both project-specific information as well as overall problem-solving strategies.

RDA Recommendation #4: Implement the SARAnet Accountability Protocol to improve SARANet data collection and increase oversight of CRO activities.

RDA built the SARAnet community policing database for OPD in 2014 to establish processes for CRO data collection, oversight, and accountability (SARA is an acronym for Scanning, Analysis, Response and Assessment, the steps used for problem-solving in the Problem Oriented Policing (POP) model of community policing). The RDA report shows that CROs are not using the system regularly to document progress focused on addressing community crime problems.

OPD has assigned a CRO Sergeant to collaborate with RDA so that the system has better features for reviewing and closing out CRO projects which address community crime problems and blight. Additionally, OPD has implemented a practice whereby supervisors and commanders regularly audit SARAnet to review how CROs document their community projects and activity. This accountability practice will better ensure proper use of SARAnet as intended for community problems. This practice will be captured in the CRO policy

RDA Recommendation #5: Establish measures for successful implementation of CRT activities and mechanisms for tracking those measures.

OPD has strong processes in place for reviewing feedback and implementing CRT operations. There is constant coordination between commanders and Special Resource Section (SRS) Lieutenants who work directly with CRTs. OPD has received national recognition for its regular violent crime discussions. This weekly discussion (known as "shooting review") brings together all relevant internal and external law enforcement stakeholders to exchange information concerning violent crime in the City of Oakland. These meetings provide focus for CRT activities in part through the use of "score cards"[2] and weekly action plans. Additionally, OPD uses bi-weekly Ceasefire / SRS meetings, risk management, stop data meetings, and Patrol Area Commander messages to focus priorities for CRTs.

FISCAL IMPACT

There is no fiscal impact associated with this report.

PUBLIC OUTREACH / INTEREST

There is strong public interest in how OPD is engaging the Oakland community.

COORDINATION

Numerous OPD divisions and units, including the Bureau of Field Operations (One and Two), the Office of the Inspector General (OIG), the Public Information Office (PIO) and the Training Division collaborated on the production 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: The policies outlined in this report will guide OPD towards greater community engagement, which in turn will benefit some of the less advantaged communities in Oakland.

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[2] The Ceasefire Strategy in the Quarterly Crime reports, presented to the Public Safety Committee, explain how OPD uses score cards to focus on crime activity of gangs and groups. This technique is specific to OPD's Ceasefire Strategy but is also integral to OPD's overall and use of CRTs.

ACTION REQUESTED OF THE CITY COUNCIL

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For questions concerning this report, please contact Darren Allison, Deputy Chief, BFO 1, at (510) 238-7422.

Respectfully submitted,

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