

OFFICE OF

2011 DEC 1

CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Deanna J. Santana
FROM: Claudia Albano, Measure Y Coordinator
DATE: November 8, 2011

RE: Informational Report on Measure Y Community Policing Efforts for the Second Quarter Submitted on July 15, 2011 from Resource Development Associates

SUMMARY

The Violence Prevention and Public Safety Act of 2004 (Measure Y Initiative) mandates an independent evaluation of Measure Y funded programs to ascertain their effectiveness. There are two major components of Measure Y: 1) community policing and 2) violence prevention services. The independent evaluators, Resource Development Associates (RDA), released the following quarterly evaluation report, *Measure Y Community Policing Quarterly Report, July 15, 2011* (attachment A), which examines the community policing portion of Measure Y funded programs providing key finding and recommendations.

The evaluation report is scheduled to be presented to the Measure Y Oversight Committee at its November 21, 2011 meeting

FISCAL IMPACT

As this is an informational report, there are no known fiscal impacts at this time.

BACKGROUND

The purpose of the quarterly report is to assess the Oakland Police Department's progress in implementing the Measure Y funded community policing program during the second quarter of 2011. The report discusses four key findings during this period and makes three recommendations.

KEY ISSUES AND IMPACTS

The four key findings discussed in this report are: 1) While the Department has made strides in developing policies to address interruptions in services due to extended PSO absences, they have not been consistently implement. 2) Compared to previous years, turnover among PSOs has decreased. 3) While the evaluation observed strong

Item: _____
Public Safety Committee
December 13, 2011

commitment to the program, exceptional community relation skills, and examples of effective problems solving among PSOs, gaps in understanding of the SARA process were also noted. 4) Consistent support for Department-established benchmarks, practices and policing among the PSO program was not observed among middle level management.

Based on these findings, the following three recommendations are made: 1) Identify funds to train PSOs, Sergeants and Special Resource Lieutenants in program oriented policing, the SARA process, and community policing. While command staff reported that funds were unavailable for outside training, they expressed strong interest in sending officers to community oriented policing and problem oriented policing annual conferences and trainings. 2) Continue to establish and monitor Department-wide standards in relation to coverage during extended PSO absences, the number and type of projects PSOs should be working on, and the implementation of each phase of the SARA process. Develop a plan to ensure consistency across the two police command areas once the re-organization is complete. 3) Establish expectations regarding the management and supervisory role of Sergeants and Lieutenants and regularly monitor the extent to which those expectations are being met.

SUSTAINABLE OPPORTUNITIES

Economic: The reduction of crime and violence may enhance the economic vitality of the City of Oakland.

Environmental: This project will have no impact on the environment.

Social Equity: The goal of reducing crime and violence will enhance the quality of life for Oakland residents.

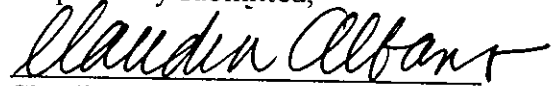
DISABILITY AND SENIOR CITIZEN ACCESS

All programs sponsored by Measure Y are in facilities accessible to person with disabilities.

ACTION REQUESTED OF THE CITY COUNCIL

It is recommended that the City Council accept this informational report.

Respectfully submitted,



Claudia Albano
Measure Y Coordinator
City Administrator's Office

**APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:**



Deanna J. Santana
City Administrator

Attached: Attachment A – Measure Y Evaluation Community Policing Quarterly Report,
April 15, 2011



Item: _____
Public Safety Committee
December 13, 2011

Measure Y Community Policing

Quarterly Report, July 15, 2011

I. INTRODUCTION

Measure Y is a voter-approved initiative that provides funding to violence prevention programming and community policing. Measure Y funding to the Oakland Police Department covers the personnel costs of 63 problem solving and crime reduction team officers, as well as related training and equipment costs. Problem Solving Officers (PSOs) are the key agents of the Department's community policing program. Their primary role is to solve problems of concern to residents in their assigned neighborhood beats. Crime Reduction Team (CRT) officers are responsible for proactively addressing sources of criminal activity in their police service area through law enforcement techniques.

An interruption in Measure Y funding in 2010 resulted in a six-month break in the community policing effort during the second half of 2010. The program was re-launched in January 2011 after the passage of Measure BB, which restored funding. This year's evaluation of the Measure Y-funded community policing component will be reported in two quarterly reports.¹ The purpose of this second quarterly report is to provide stakeholders with updated and timely information regarding the Oakland Police Department's progress in implementing the Community Policing effort. This report covers the second quarter of 2011 (April-June) and examines whether adequate staffing levels were sustained, the quality and nature of problem solving efforts, and the extent to which the necessary management and programmatic elements are in place to

¹ Quarterly reports are submitted in April and July 2011.

support successful program implementation.

II. METHODS

Evaluation activities were designed to answer the following question: how effectively is the PSO program being implemented? A number of qualitative and quantitative methods were used in this evaluation, including interviews, analysis and audits of the problem solving database (SARA), site observations, and analysis of Oakland Police Department documents and reports.

SARA Database Audit and Analysis

SARA (Scanning, Analysis, Response, Assessment) is a multi-step process that PSOs use to address issues and concerns in their beats. The SARA process may be implemented multiple times before a problem is solved. For example, an initial scan and analysis of a blighted property may lead to the property being boarded up; however an assessment indicates that people are still loitering in front of the property, which would lead the PSO to complete the SARA process a second time to develop and implement an additional response given the shifting nature of the problem. The SARA process emphasizes an analysis of the nature of the problem and consideration of multiple solutions before a response is implemented.

Scanning

Scanning the physical location to understand the nature of the problem.

Analysis

Analyzing multiple sources of information, including resident information, intelligence, crime trend and other incident data to

Measure Y Community Policing

Quarterly Report, July 15, 2011

inform the development of potential responses.

Response

Development of a response plan, with timelines and stakeholder roles articulated. Articulation of project goals and measures. implementation of response plan.

Assessment

Analysis of whether response plan was implemented as planned, and if the problem was effectively addressed.

The SARA database is the primary source of information about problem solving and contains both quantitative and qualitative information. A web-based system, the SARA database was developed in 2008 in order to track problem solving activity. PSOs enter information on each problem they are working to solve (known as projects) and the steps they have taken to solve them. A supervisor must review and sign-off on each solved project in order for it to be registered as "closed." The SARA database provides the evaluation with information about problem identification, the nature of problems, comparisons across beats, and the level of overall PSO efficiency in relation to problem solving.

During the second quarter of 2011, evaluators conducted monthly audits of the SARA database to assess usage by PSOs and to document trends in problem solving. Results of audits were shared with the Police Department leadership. Problem solving data were analyzed to understand monthly activity on open projects, the number and type of problems opened and closed, problem solving trends across the city, and the sources of problem origin/identification.

Ridealongs, Observations & Interviews

One beat in each area was selected for additional study to learn more about the nature of problem solving across the city. A closer study of beats 10, 19, and 33 was conducted through ridealongs with PSOs, NCPC meeting observations, and interviews with PSOs, Sergeants and Special Resource Lieutenants. Interviews addressed topics such as management and accountability, progress in re-launching the program, problem solving strategies, PSO duties and responsibilities, PSO training and supervision, and SARA database usage. The focus of assessing the NCPC meetings was the quality of PSO and resident interaction, while ridealongs examined the types of problems PSOs were working on in each beat. In addition, evaluation staff met regularly with Department leadership to share results of the evaluation and learn about ongoing Department efforts to support effective implementation of the PSO program.

Review of OPD Documents & Data

Relevant OPD personnel, planning, and operational documents were reviewed to determine staffing levels and assess Department progress in developing a standardized PSO program. Fiscal data from the Oakland Police Department were also reviewed.

III. FINDINGS

Finding 1 While no positions were vacant during the second quarter, on average 9 beats per month experienced extended interruptions in service due to PSOs taking leaves of absence. The majority of absences were due to medical leave. A small number

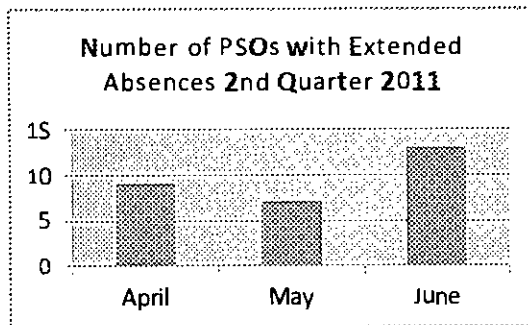
Measure Y Community Policing

Quarterly Report, July 15, 2011

were due to *military or administrative leave*.² Implementation of OPD protocols to provide coverage on those beats that experienced an extended absence was inconsistent.

Personnel and fiscal data provided by the Oakland Police Department were analyzed to determine whether adequate staffing levels were maintained. \$2,875,000 of Measure Y funds was expended by the Department during the second quarter of 2011, with the bulk of funding going towards personnel costs.³

Telestaff data were analyzed to identify those beats that experienced an extended PSO absence due to medical, administrative, military, or special assignment. While there were no vacancies in PSO positions, an average of 9 beats (approximately 15%) per month experienced extended interruptions in service due to leaves, depicted in the chart below.



The majority of absences were due to medical leave, followed by military leave. During June 11 PSOs participated in Special Assignment/Training (such as bike or dual

purpose motor-bike schools) for more than 40% of the time they were assigned to duty. Such trainings are typically mandatory and relevant to the duties of PSOs, but attendance at such trainings means that PSOs are not available to conduct regular problem solving work.

Leave Type	April	May	June
Medical	6	4	4
Military	3	5	4
Administrative	2	0	3
Modified Duty	0	0	3
SA/T (<40%)	1	2	11

Coverage: While the types of absences reported above are typical to many police departments, Oakland Police Department protocols established during the first quarter of 2011 were not consistently implemented during the second quarter. These protocols specify the following: for those beats with multiple PSOs assigned, the Sergeant is responsible for transferring open projects to the remaining PSO or closing out the project if there are no plans to continue working on them. For those projects where only one officer is assigned, projects are to be transferred to the replacement. The May audit revealed that half of the beats that experienced an extended PSO absence had no project activity recorded in the SARA database on any open projects. This is an indicator that Department protocols regarding such absences were not consistently followed.

Turnover: During the second quarter, all but three PSOs remained assigned to the same community policing beat. All three re-assignments were due to PSOs leaving the Oakland Police Department. The stability in

² Source: Oakland Police Department, Telestaff Report April-June, 2011.

³ Source: Oakland Police Department, Fiscal Report June, 2011 YTD Fiscal Report.

Measure Y Community Policing

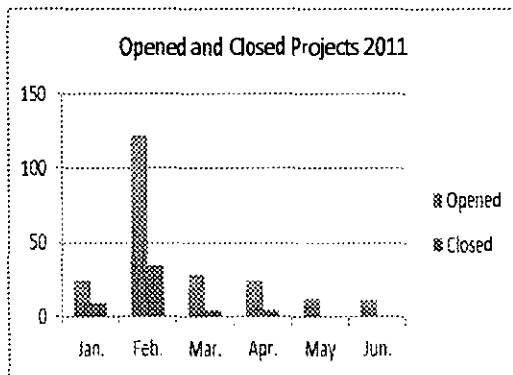
Quarterly Report, July 15, 2011

position assignment has improved over previous years.

Finding 2. While PSOs, Sergeants and Lieutenants reported a commonly shared expectation that PSOs work on 3-5 projects per NCPC, the audit found that this standard was not achieved across the Department.

Opened & Closed Projects

During the first six months of 2011 (Jan-Jun) PSOs opened 221 projects and closed approximately a quarter (or 51) of them. An average of four projects were opened per NCPC beat during this time period. Eighteen NCPC beats (close to a third) recorded two or fewer open projects on the SARA database during the first six months of the year.



It is too early to determine whether the number of closed projects is in line with anticipated results. On the one hand, the low closure rate six months into the re-launch of the program is not unexpected. Most problems take six months to a year to resolve, particularly if administrative responses are required. On the other hand, if PSOs are working on a range of projects that vary in severity, a steady increase in the number of closed projects should be observed over the next several months.

Problem Origin

These data suggest that residents are identifying problems of concern in their beats, through attendance at NCPC meetings, direct communication with their PSOs or Neighborhood Services Coordinators, and/or through calls to OPD. Consistent with the first quarter, over half of problems were identified through NCPC meetings or a Citizen Complaint.

Nature of Problems

The table below provides information regarding the nature of opened projects. A quarter of open projects were related to narcotics, followed by "other", blight and abandoned properties, and suspicious persons.⁴ OPD reported that PSOs opened projects under the "other" category for those issues that did not fit into the other available categories.

Nature	Count	Percent
Narcotics	57	26%
Other	35	16%
Blight	25	11%
Suspicious person	22	10%
Abandoned house	21	10%
Traffic	13	6%
Disturbing the peace	11	5%
Prostitution	8	4%
Robbery	8	4%
Burglary	7	3%

Project Activity

While several officers exceeded the goal of working on 3-5 projects, an examination of

⁴ Projects related to squatters, alcohol, assault, vandalism, abandoned auto, ABC violations, and theft comprised less than 1 percent of opened projects each.

Measure Y Community Policing

Quarterly Report, July 15, 2011

project activity on open projects revealed that 19 NCPC beats had no project activity recorded on them during the month of May. On average, PSOs recorded activity on less than 2 open projects during the month. While there are several factors that likely contributed to these results, (such as PSOs maintaining parallel records in Word, extended absences among PSOs, failure of a Sergeant or Lieutenant to transfer the project to another PSO during such absences, slow computers), regular maintenance of records on the system has not been made a priority by all supervisors. An analysis of differences across service areas found that inconsistent data entry was a problem in each police service area.

The SARA database has recently been upgraded and will soon be deployed in order to improve usability and align it more closely with the duties and activities of PSOs. The system is currently undergoing Beta testing and a full transition will take place this summer. The Department is hopeful that the upgrade will facilitate more consistent usage. *While technological challenges may in part account for these results, PSOs did not consistently work on 3-5 projects at a time during the second quarter of 2011.*

Finding 3 The evaluation identified several areas of strength in the PSO program, in particular: strong commitment to the program by upper level leadership, in-house trainings to build PSO capacity, positive support for the program among PSOs, instances of highly effective resident engagement, and examples of impactful problem solving efforts.

The Oakland Police Department upper level management continued to develop policies and trainings to strengthen the PSO program. The Community Meeting

PowerPoint was introduced across the PSO program, with each PSO developing a PowerPoint outlining crime trends and problem solving efforts for their NCPC meeting. These presentations were well received by community members and the Community Policing Advisory Board. The Department offered a number of in-house trainings at minimal cost, including: Bike School, Dual Purpose Motor Bike School, Speed Track Forensic Logic Training, PowerPoint Training, and Search Warrant schools.

During the second quarter, the evaluation also examined the problem solving efforts of officers in three beats: 10, 19, and 33 to learn more about the process and techniques officers are using to address problems in their assigned beat. Ridealongs, NCPC observations, and interviews with PSOs and their supervisors were conducted to generate a more detailed profile of problem solving efforts. In general, PSOs demonstrated exceptional commitment to the principles of community policing, interacted effectively with residents and community members, and approached the work of problem solving seriously and with urgency. Upper level leadership continued to demonstrate a high level of commitment to the program and implemented mechanisms to improve the program, including regular meetings with Special Resource Lieutenants, Sergeants and PSOs to review open projects.

IV. PROJECT PROFILES

Beat 10: Public Nuisance & Loitering on 52nd St. and Martin Luther King Blvd.

Measure Y Community Policing

Quarterly Report, July 15, 2011

The Problem

Residents as well as employees and visitors to Children's Hospital Oakland do not feel safe on the corner of 52nd Street and Martin Luther King Blvd. because of recent shootings, loitering, and public nuisance.

Problem Identification

When Measure Y was re-launched in 2011, one of the top concerns on residents' minds was the corner of 52nd Street and Martin Luther King. A highly trafficked area, across the street from Children's Hospital Oakland, residents reported that people were hanging out in the small triangular park at the intersection of West Street, buying,

selling and using drugs, and compromising public safety. Further, during the Fall of 2010, a quadruple shooting had occurred. Residents reported that the loitering spilled out beyond the park into the front steps of an apartment building located in front of the park on Martin Luther King Boulevard. They also suspected that narcotics sales were occurring at this property as well. Employees and patients at Children's Hospital were also concerned about the overall public safety at the intersection. Stakeholders shared these concerns at their NCPC meeting and the Problem Solving Officer assigned to beat 10 opened a problem on this issue in February 2011.

Timeline

October, 2010	Quadruple Shooting at the Corner of 52 nd and Martin Luther King
February, 2011	Residents share public safety concerns at NCPC. PSO opens project
March, 2011	PSO scans area and develops a response plan. Makes contact with landlord of problem property. Investigation of tenancy at problem property.
April, 2011	Environmental improvements to park. Fencing replaced at problem property.
May, 2011	Residents & PSO observe slight decrease in loitering, but notice that problem persists.
June, 2011	Initiation of partnership with OHA to further law enforcement action and address tenancy violations. Continued implementation

July, 2011

of response and assessment

Scanning

The PSO scanned the park and surrounding area to learn more about the nature of the problem by visiting the area on a daily basis. Stakeholder input, as well as officer observation equipped the PSO with a better understanding of the problem at this intersection.

Environmental Design Problems at the Park:

The officer noticed that several environmental factors, such as a high and dense tree cover surrounding the park, poor lighting, and high concrete benches created an ideal environment for people to engage in criminal activity out of view from the eye of the public or law enforcement. Further, the park was a magnet for people looking for a spot to sleep in or use or by drugs in.

Loitering at a Nearby Apartment Building:

PSO drive-bys of the area confirmed that many young people were loitering in front of a property directly in front of the park. A

Measure Y Community Policing

Quarterly Report, July 15, 2011

Section 8 property, there appeared to be many people staying there who were not officially on the lease. There were also environmental factors at this property- a very high, solid fence made it easy for people to loiter and conduct illegal activities out of the view of law enforcement and residents.

Analysis

In collaboration with the Neighborhood Services Coordinator, the PSO identified goals and measures of success and developed a response plan to accomplish them. The goal of problem solving efforts was to increase public safety at the park

and surrounding area at the intersection of Martin Luther King and 52nd Street. The initial response was built on the following premises:

- Increased law enforcement will increase the risks associated with engaging in illegal activity and will as a result decrease loitering, drug use and sales, and other public nuisance in the area.
- Addressing the environmental conditions that foster illegal activity will result in a decrease in such activity over time.

Response

Response Plan: Public Nuisance and Loitering at 52nd and Martin Luther King

Goal	Response Plan	Measures of Success
1. Increase public safety at the park on the corner of MLK and 52 nd Street	<ul style="list-style-type: none"> • Regular law enforcement scans and drive-bys of the area. • Enforcement stops and increased enforcement of applicable laws (vehicles and pedestrian). • Environmental review (CPTED) of park to identify recommendations for improvements. • Engage stakeholders (City Councilmembers, churches, Children's Hospital to adopt park). 	<p>Residents report decreased public nuisance and improved public safety.</p> <p>PSO observes decrease in loitering.</p> <p>Decreased calls for service.</p>
2. Eliminate presence of problem tenants and associates at 5231 MLK who contribute to narcotics sales and use, shootings, and public drunkenness.	<ul style="list-style-type: none"> • Regular law enforcement scans and drive-bys of the area. • increased enforcement of applicable laws • Identify landlord and secure commitment to address loitering on his property. • Environmental Review (CPTED process). • Aggressively address illegal tenancy in partnership with OHA. • Increase surveillance of area and 	<p>Residents report decreased loitering.</p> <p>PSO observes decreased loitering.</p> <p>Illegal tenants and associates no longer reside at the property.</p>

Measure Y Community Policing

Quarterly Report, July 15, 2011

Goal	Response Plan unit.	Measures of Success
<p>The PSO collaborated with the Neighborhood Services Coordinator to implement the response. The Neighborhood Services Coordinator focused on coordinating the participation of various stakeholder groups, including arranging the CPTED inspections and securing the participation of the Public Works Agency and City Councilmember Jane and securing Bruner's office. The PSO focused his efforts on the enforcement of applicable laws and investigation regarding the tenancy issues.</p>	<p>Community Response to Improve the Park: A key component of problem solving in this beat was the participation of residents and other community stakeholders, particularly in relation to improving public safety at the park. The environmental review pointed to the need for the following changes, which were implemented by the Public Works Department, the office of City Councilmember Jane Bruner and community partners:</p> <ul style="list-style-type: none">• Tree trimming to increase visibility at the park• Improved lighting by increasing wattage of existing street lights• Increased signage outlining park rules in regards to loitering and substance use• General beautification and maintenance of park, including plating of flowers and monitoring debris/need for maintenance	<p>the overall conditions of the park. The environmental review recommended that concrete benches be removed, as they provided an additional visual barrier. This recommendation was not implemented because the benches serve as a retaining wall to the vegetation at the park. The PSO drove by the location 2-3 times per week.</p> <p><i>Addressing Loitering through Collaboration with the Landlord:</i> The PSO identified the landlord and secured his participation in addressing the loitering on the property on Martin Luther King adjacent to the park. The landlord made improvements to the fencing, removed a tree and improved the lighting to allow for increased visibility.</p>
<p>The Baptist church located across the street adopted the park, which included planting flowers and providing general monitoring of</p>		<p>Assessment At a recent NCPC meeting in May 2011, the PSO provided an update on progress in relation to problem solving efforts. The initial response plan had been implemented as planned. While responses improved the overall appearance and resulted in a slight decrease in loitering at the park, according to the PSO and residents, the problem has not been fully resolved. Loitering, drug dealing and public intoxication continue to be problems in the area.</p> <p>The PSO has begun to implement the SARA process a second time. The second phase of scanning led the PSO to revise his understanding of the problem. He noted that the problem property appeared to be the source of much of the loitering and overall illicit activities. The illegal tenants bring negative and illegal activities to the property. The location of this property creates a cover for their activity (at the park) and creates an externality of the</p>

Measure Y Community Policing

Quarterly Report, July 15, 2011

problem in the neighborhood. The PSO developed a second response plan focused on addressing the tenancy issues, in collaboration with the Oakland Housing Authority. The PSO plans to continue to implement the response plan and anticipates resolution in the next couple of months.

Beat 19: Prostitution along the International Corridor

The Problem

Prostitution is a significant problem along the International Corridor that spans the beats that border International Blvd. and cuts across Police Service Areas 2 and 3. Prostitution is accompanied by and fosters problems such as sexual exploitation of minors, robberies, and drug sales/use, which further compromise public safety.

Problem Identification

Prostitution along the International Corridor presents a persistent and challenging problem for law enforcement, as well as the residents and businesses along this stretch of Oakland that spans from Lake Merritt to the San Leandro border. This problem has been the subject of numerous law enforcement operations and has been profiled in local and national news stories. One need simply drive down International to observe the depth of the problem. More recently, the Oakland Police Department noticed that individuals previously involved in narcotics sales were shifting to prostitution and human trafficking, particularly the sexual exploitation of minors to generate income. Responding to Department direction to address problems that significantly contribute to criminal activity and compromised public safety, the Special Resource Lieutenant assigned to

Area 2 decided to implement an area-wide effort to tackle prostitution. PSOs assigned to beats along the corridor, including beat 19 opened projects on the issue and collaborated on area-wide efforts.

Stakeholder Input: While the PSOs assigned to beat 19 opened the project related to prostitution along International at the behest of Area 2 leadership, residents and business owners have long expressed concerns about this issue, at the NCPC meetings, through calls for service, and in interactions with PSOs. When the program was re-launched, residents were supportive of the project and also selected prostitution as an NCPC priority.

Scanning

The PSOs assigned to beat 19 bring several years of experience in Area 2, either in patrol or in a problem solving officer role prior to the interruption in Measure Y. They noted that they were highly familiar with the key problems in the area, including prostitution and that additional scanning was not necessary. However, they noted that their work in the area provides them with an understanding the different facets and sources of the problem and the conditions that allow it to foster. The PSOs noted that there are a range of people involved in prostitution: sexually exploited minors that come from troubled homes and may be runaways that are managed by a pimp, prostitutes that are from Oakland or other states that engage in prostitution as a source of income (also managed by a pimp), and those involved in on-line prostitution. The PSO noted that a part of the problem is the demand- johns come to International Blvd. looking to engage in prostitution because they know they can get it there. As a result, pimps open shop where they know there is demand. Hotels located along

Measure Y Community Policing

Quarterly Report, July 15, 2011

International Blvd. provide a venue for the crime to occur. A project to address prostitution must include strategies to address each of these factors.

Analysis

Given the persistence, breadth, and complexity of the problem, Area 2 leadership and problem solving officers developed a multi-pronged strategy to address prostitution. The Area 2 plan included law enforcement, administrative, and community resources as key components of the response, while the beat level plan focused primarily on increased

law enforcement. The plan was built on the following premises:

- Increasing the risks associated with prostitution for all stakeholders, including pimps, johns, and prostitutes can decrease their willingness to engage in prostitution.
- Decreasing available venues to conduct prostitution can also result in a decrease in prostitution.
- Connecting sexually exploited minors and women victimized by pimps with community resources can decrease future victimization.

Response

Response Plan: Prostitution along the International Corridor

Goal	Response Plan	Measures of Success
1. Decrease prostitution along International Blvd.	<ul style="list-style-type: none"> • Increased law enforcement action, including surveillance, undercover decoy johns, and prostitutes, hotel checks, and increased enforcement of relevant laws. (Area 2-wide) • Increased high visibility law enforcement by PSOs in Beat 19. • Increased deployment of social workers and community resources for prostitutes. • Engage stakeholders, residents, and media through marches and other actions to raise awareness of problem. 	<p>Decrease in calls for service related to prostitution.</p> <p>Decrease in PSO and resident observation of prostitution along International.</p> <p>Reduced recidivism among prostitutes and johns.</p>

Measure Y Community Policing

Quarterly Report, July 15, 2011

The response plan was implemented from February to May 2011 by the Oakland Police Department, District Attorney's Office, and community based organizations, across Area 2 and in beat 19. Each is described below:

Law Enforcement: The Department implemented two four-week rounds of increased enforcement described in the response plan. In addition to increasing arrests for prostitutes and johns, the Department has also worked with other agencies to increase the penalties associated with engaging in prostitution. Among the key law enforcement techniques:

- **High Visibility Enforcement:** The PSOs assigned to beat 19 focused primarily on increased, high visibility enforcement targeting prostitutes. The goal of increased enforcement is to increase the risks associated with engaging in prostitution. During the past couple of months, the PSO team has made 35 arrests, while area 2-wide, 150 prostitution-related arrests have been made.
- **Policy and Administrative Approaches:** At an area 2 level, there have been a variety of efforts to establish policies and administrative approaches to create a less hospitable environment for prostitution to occur along International, including exploring actions against the National Hotel (a hotspot for prostitutes), increasing penalties for johns and

those involved in the prostitution of minors, engaging residents and community based organizations in the implementation of a Dear John letter to johns observed soliciting prostitutes in the neighborhood, and increasing the length of time prostitutes are held after arrest, as well as increasing the cost of bail. These efforts are ongoing.

Community & Social Services: In collaboration with Neighborhood Services, community based organizations focused on decreasing sexual exploitation of minors were deployed for one week periods two times through a collaboration between the Neighborhood Services Division. Organizations provided information about available services, access to healthcare, and other supports. (Area 2-wide)

Stakeholder & Resident Engagement: The Department held a community march in May, attended by residents focused on reclaiming International Boulevard. An article on the Oakland Police Department's collaboration with community-based organizations to treat sexually exploited minors as victims instead of criminal was published in the New York Times in May. Also, many business owners along International have installed cameras outside their businesses to deter prostitutes. The collaboration of Oakland Community Organizations (OCO) and the East Bay Asian Youth Center (EBAYC) was secured to implement a Dear John Letter Campaign. (Area 2-wide)

Assessment

The Department is still assessing the effectiveness of the Response and working to achieve policies to increase the penalties

Measure Y Community Policing

Quarterly Report, July 15, 2011

associated with prostitution. A challenge with a problem like prostitution is identifying achievable measures of success, as well as the appropriate time to close the project. Most stakeholders agree that success can be measured by a decrease in, as opposed to complete eradication of, the problem. The PSO reported a decrease in the number of prostitutes observed on International and a decrease in repeat offenders. Residents also reported decreased prostitution. The PSO anticipates that the current project will be closed sometime during the summer, but also noted that as long as it is a resident or NCPC priority, he and other PSOs would continue to work on it.

Finding 4 While the PSO program is still in the early phases of implementation, inconsistent management and support for the vision of community policing among middle management, as well as a lack of ongoing professional development for all officers assigned to the program represent potential barriers to achieving programmatic goals. The reorganization the Department is currently undergoing also represents a potential barrier to developing and implementing a consistent and effective program.

Implementation of the SARA Process

While some PSOs, particularly those with significant police experience, demonstrated a solid understanding of the SARA process, significant gaps in understanding were also observed. While the role of Sergeants and Lieutenants in modeling and reinforcing the SARA process to build PSO capacity to implement it was a shared expectation

across the Department, it was not consistently observed.

The audit and field research revealed that the analysis phase is frequently skipped, as officers move directly to the response phase. By skipping analysis, responses are implemented without a clear understanding of how the response will lead to successful problem resolution. This is particularly problematic for projects such as prostitution, shootings, robberies and narcotics that are not confined to a single address or location and where many law enforcement strategies have been tried before.

Further, according to the database, very few officers conducted the assessment phase of the SARA process. Assessment is an iterative process that should be conducted multiple times during problem solving efforts and should inform changes in the response plan if the intended outcome is not being achieved. Without further training and professional development on problem oriented policing, the SARA process, and community policing at the PSO, Sergeant, and Special Resource Lieutenant levels, the PSO program is unlikely to achieve its intended impact on crime and public safety.

Administrative Responsibilities of PSOs

Among middle level managers responsible for supervising PSOs, there was inconsistent support for mandates regarding usage of the SARA database, forensic software, and development of community meeting PowerPoint presentations. Some reported that they simply didn't believe that these duties were the job of police officers, while others were concerned that officers needed

Measure Y Community Policing

Quarterly Report, July 15, 2011

too much additional training to be able to do these effectively. The policies and procedures developed by upper level leadership will need to achieve a greater level of support across the chain of command in order to be implemented consistently across the Department.

Strategic Deployment of Problem Solving Resources

Department resources for proactive police work are dwindling. The Department is coping with a shifting and constrained fiscal environment, which means that fewer resources are dedicated to proactive police work and problem solving. The Department developed a PSO policy during this quarter, which outlined the expectation that PSOs prioritize problems that compromise public safety. This standard was not consistently observed among the projects selected by PSOs or articulated by Sergeants and Lieutenants. For example, at one NCPC meeting, residents spoke of an ongoing spate of robberies and burglaries. The PSO had two open projects and reported that he was unlikely to be able to solve a project on burglaries. If it is a Department expectation that PSOs will work on projects that seriously compromise public safety, this expectation will need to be monitored more closely and the Department will need to build PSO capacity to solve such problems.

Use of Training Funds

While Measure Y allocates \$500,000 for training annually, the Department reported that as a result of the under-funding of Measure Y, funds were not expended on training. As noted in previous evaluations, the skills of a PSO differ significantly from those of a traditional police officer. In order to develop the capacity to implement evidence based problem solving and community policing approaches, officers

and their supervisors must receive ongoing training and professional development.

Department Reorganization

The Oakland Police Department has recently undergone a reorganization that de-centralizes the Department, eliminates the three police service areas and creates a two-area command structure. One consequence of this reorganization is the loss of a single upper-level leadership position responsible for developing, managing and implementing the PSO program. There is a risk that the progress made in standardizing the program during the past six months will be lost without a single position or plan for ensuring consistency across the two-command areas.

V. RECOMMENDATIONS

The purpose of this quarterly report is to assess the Oakland Police Department's progress in implementing the Measure Y-funded community policing program during the second quarter of 2011. Among the key findings:

- While the Department has made strides in developing policies to address interruptions in service due to extended PSO absences, they have not been consistently implemented.
- Compared to previous years, turnover among PSOs has decreased.
- While the evaluation observed strong commitment to the program, exceptional community relation skills, and examples of effective problem solving among PSOs, gaps in understanding of the SARA process were also noted.

Measure Y Community Policing

Quarterly Report, July 15, 2011

- *Consistent support for Department-established benchmarks, practices, and policies among the PSO program was not observed among middle level management.*

Without a sustained and strategic plan to address the deficiencies in management, accountability and professional development, the PSO program is unlikely to have its intended impact of improving public safety. Given these findings, the evaluation makes the following recommendations:

- 1. Identify funds to train PSOs, Sergeants and Special Resource Lieutenants in problem oriented policing, the SARA process, and community policing. While command staff reported that funds were unavailable for outside training, they expressed strong interest in sending officers to community oriented policing and problem oriented policing annual conferences and trainings.*
- 2. Continue to establish and monitor Department-wide standards in relation to coverage during extended PSO absences, the number and type of projects PSOs should be working on, and the implementation of each phase of the SARA process. Develop a plan to ensure consistency across the two police command areas once the re-organization is complete.*
- 3. Establish expectations regarding the management and supervisory role of Sergeants and Lieutenants and regularly monitor the extent to which those expectations are being met.*