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TO: FRED BLACKWELL
City Administrator

FROM: Chantal R. Cotton
Asst. to the City Administrator

SUBJECT: Informational Report and Presentation
By Resource Development Associates
(RDA) of the report: What Works In
Community Policing? A Best Practices
Context for Measure Y Efforts

DATE: May 20, 2014

City Administrator
Approval

Date

5-27-14

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the Public Safety Committee accept this informational report regarding the presentation by Resource Development Associates (RDA) of the "What Works in Community Policing: Best Practices Context for Measure Y Efforts." The Measure Y Oversight Committee received this report on February 24, 2014. The presentation at the Public Safety Committee will come from RDA staff.

For questions regarding this report, you may contact Chantal R. Cotton in the Office of the City Administrator at (510) 238-7587.

Respectfully submitted,

Chantal R. Cotton,
Assistant to the City Administrator

ATTACHMENTS:

Attachment A: What Works in Community Policing? A Best Practices Context for Measure Y Efforts

Item: _____
Public Safety Committee
June 10, 2014

Measure Y 2012 - 2013
Community Policing Neighborhood Services
Evaluation Annual Report

Prepared by:

Bright Research Group & Resource Development Associates



Table of Contents

Table of Contents 2

Table of Figures 3

Table of Maps 3

Table of Tables 4

Executive Summary 5

 Key Findings 5

 Recommendations: 6

Introduction 9

 Organizational Transformation 9

 Problem Solving 10

 Community Partnerships 10

Report Structure 10

Methods 11

Results 12

 Organizational Transformation 12

 Key findings in relation to organizational transformation 13

 Key findings related to Deployment 14

 Crime Reduction Team (CRT) Officers 15

 PSO and CRT Training 17

 Problem Solving 18

 PSO Outputs 23

 Types of Projects 25

 Unnamed Section **Error! Bookmark not defined.**

 Community Partnerships 34

 NCPC Survey Results 35

Conclusion and Recommendations 38

 Key Findings 39

 Recommendations: 39

APPENDIX A: Background on Community Policing in Oakland 42

 The Role of the PSO in Implementing Community Policing 42

The SARA Problem Solving Process 42

The Role of Neighborhood Crime Prevention Councils (NCPCs) 43

Linkages/Collaboration with Other City Services 43

The Role of Crime Reduction Teams 44

APPENDIX B: Opened and Closed Projects by Beat and Nature 2010-2013 45

APPENDIX C: Measure Y Evaluation: 2012-13 Community Policing Logic Model 47

APPENDIX D: CPNS Recommendations 2010-12 49

Table of Figures

Figure 1. The Difference between Open and Closed PSO Projects (2010 to 2013) 24

Figure 2. Respondent Familiarity to a Community Policing Approach..... 35

Figure 3. Respondent Support for a Community Policing Approach 36

Figure 4. How Respondents Seek Help with Neighborhood Problems 36

Figure 5. How Respondents Contact a Problems Solving Officer..... 37

Figure 6. Impact of Participation in NCPC on Respondent Voice in Crime Fighting Priorities 37

Figure 7 Respondents Perceptions of Neighborhood Safety over the Past Year (2012-13) 38

Figure 8. The SARA Problem Solving Process 42

Table of Maps

Map 1. Number of Currently Open Narcotics Projects by Police Beat..... 27

Map 2. Number of Currently Open Abandoned Property Projects by Police Beat 28

Map 3. Number of Currently Open Robbery/Burglary Projects by Police Beat 29

Map 4. Number of Currently Open Narcotics Projects by Police Beat..... 30

Map 5. Number of Currently Open Narcotics Projects by Police Beat..... 31

Table of Tables

Table 1. 2012-13 Measure Y Expenditures.....**Error! Bookmark not defined.**

Table 2 Extended Absences from PSO or CRT Duty 2012-13 14

Table 3. CRT Roles and Outcomes..... 16

Table 4. 2013 Recommendations for Changes to SARA Database..... 20

Table 5. Adherence to the SARA Process: Quality Metrics..... 22

Table 6. Baseline SARA Quality Metrics for 2011-13..... 22

Table 7. Project Assessment Metrics 2011-13 23

Table 8. The Type and Number of Open Projects 25

Table 9. Average Length of Time Projects Remain Open By Project Type, 2010-13..... 26

Table 10. Counts for Open and Closed Projects, 2010-13..... 45

Table 11. Current Open Projects by Police Beat (As of July 1, 2013) 46

Table 12. CPNS Recommendations by Topic Area 49

Table 13. Survey Respondents by Zip Code..... 51

Table 14. NCPC Respondents by Ethnicity..... 51

Executive Summary

Measure Y is a voter-approved initiative that provides funding to violence prevention programming and community policing, passed in 2004. Measure Y funding to the Oakland Police Department's Community Policing Neighborhood Services (CPNS) program 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 Teams (CRTs) are responsible for conducting violence suppression in areas experiencing high rates of shootings and other serious crime. The 2012-13 evaluation focuses specifically on the quality of implementation of the PSO program, while also providing an assessment of the overall structure of Measure Y-funded community policing services in achieving public safety goals.

Oakland's Community Policing Neighborhood Services program includes many assets that are aligned with best practices in community policing. In terms of organizational transformation, Oakland's key strengths include the geographic organization of services, dedicated resources to support community policing efforts, and existing infrastructure to support community policing. In relation to the problem solving, Oakland uses the SARA approach, which is a best practice and has a database to track problem solving efforts. Established forums for developing partnership with community residents include regular PSO participation at NCPCs and coordination with Neighborhood Services Coordinators and other city agencies.

Key Findings

- ✓ The Department reported that the CPNS program was fully staffed during the 2012-13 fiscal year; however, turnover among PSOs and extended absences continue to be a challenge to successful implementation of the program. Further, Measure Y-funded officers are one of the only flexible resources available to the Department to cover protests and other unanticipated events. As a result, PSOs and CRTs are frequently called off Measure Y duty to respond to other Department priorities.
- ✓ PSOs worked on over 200 projects during 2013. While more projects were closed this year compared to previous years, this was due to many inactive projects being closed out of the SARA system. The most common types of projects opened were related to narcotics and blight. An average of 3.6 projects per beat were open.
- ✓ The 2013 front-end audits of the SARA database identified compromised data quality due to a lack of resources to maintain the system and an absence of standardized data entry protocols and accountability structures within the PSO Program.
- ✓ Audits and field research found that many projects remain in a sustained enforcement mode. That is, projects are not moving through each phase of the SARA process toward

closure. This is due in part to the structure of Measure Y where one officer is assigned to each beat and to a lack of Department resources to support PSO problem solving efforts.

- ✓ While respondents to the NCPC resident survey reported a high level of support for community policing and familiarity with Measure Y, a minority reported that they seek out support for neighborhood problems through their NCPC. A third of respondents reported that they have worked with their PSO to solve neighborhood problems.

Recommendations:

- **Recommendation 1:** Continue to develop accountability protocols for the PSO Program and monitor their implementation
- **Recommendation 2:** Offer the 40-hour PSO School annually and require Measure Y-funded Sergeants to receive training using a train-the-trainer approach. Consider expanding community policing training to additional units, including patrol, to promote Department-wide integration of community policing principles.
- **Recommendation 3:** The Department and Neighborhood Services Division should identify additional strategies to build partnerships with residents in addition to collaboration through the NCPCs.
- **Recommendation 4:** The Department and other stakeholders should reassess the extent to which the current structure of Measure Y facilitates problem solving, enhanced community partnerships, and improved public safety given the constrained fiscal environment and reduced size of the sworn force.

Recommendation 1: Develop Accountability Protocols for PSO Program

Specific accountability protocols need to be established to delineate the role of PSOs, Sergeants, and Special Resource Lieutenants in maintaining data quality and ensuring effective practices in problem solving. The Department's protocol should include at a minimum, the following:

- Describe PSO, Sergeant, and Special Resource Lieutenant roles in ensuring data quality and use of best practices through the SARA model.
- Establish standards regarding projects that are in a holding pattern of "high visibility enforcement".
- Establish standards regarding project closure and handling of reassignment via the SARA system when a personnel transition occurs.
- Require Sergeants to review projects opened for more than a year and either reset goals so that they are SMART, close the project, or re-assign it if it continues to be an active neighborhood problem but is not receiving attention.

- Require quarterly assessments of open projects.
- Require Special Resource Lieutenants to review projects, activity, and closures on a monthly basis.

Recommendation 2: Offer PSO Training and Require Measure-Y Sergeants to Receive Training. Consider Expanding Community Policing Training to Additional Units, including Patrol, to Promote Department-Wide Integration of Community Policing Principles.

While the two-day training provided PSOs with important information, the length did not allow for sufficient opportunity to practice core concepts. Trainings should highlight examples of effective partnership with residents, community-based organizations, and other community resources through collaborative presentations and workshops that identify effective strategies and techniques. This could include joint presentations between PSOs and community partners describing how they worked together to resolve a neighborhood concern.

Sergeants need additional training in the SARA process and usage of the SARA database for management purposes. In order to strengthen the quality of implementation, the Department should at a minimum require all Measure Y-funded Sergeants to undergo training on community policing, the SARA process, SARA database, quality assurance of project selection, and effective supervision practices. OPD should leverage the knowledge and skill of Sergeants who are using the SARA database as a management tool to ensure the use of best practices in problem solving and to maintain data quality. Sergeants should be involved in protocol development and training. The Department should leverage internal Department expertise to provide Sergeant training using a train-the-trainer approach.

A best practice in community policing is the training of all officers within a Department in the principles and approaches of community and problem-oriented policing. PSOs reported that patrol officers regularly assist with open projects, and leadership has expressed a desire to move the Department toward a more proactive approach to crime fighting. Training all officers (including patrol) in community policing can further these departmental objectives.

Recommendation 3: Identify Additional Strategies to Build Partnerships with Residents in Addition to Collaboration through the NCPCs.

The NCPC survey found that a significant number of respondents did not know how to reach their PSO, and of those who did, many did so via email. Further, most respondents did not participate regularly in their NCPC nor did they feel that it gave them a voice in local crime-fighting priorities. While efforts can be made to engage more residents in the NCPC, there are many opportunities to expand resident and police collaboration outside the forum of the NCPC through partnerships with community-based organizations, faith-based organizations, schools, and use of social media and electronic communication. The Department and Neighborhood Services should identify additional strategies for PSO-resident collaboration.

Recommendation 4: Reassess the Extent to which the Current Structure of Measure Y Facilitates Problem Solving, Enhanced Community Partnerships, and Improved Public Safety Given the Constrained Fiscal Environment and Reduced Size of the Sworn Force.

Measure Y was written and authorized when the size of the force exceeded 800 officers. The role of the PSO was envisioned as a project manager, responsible for coordinating internal and external resources to combat neighborhood problems and improve quality of life. In a Department with 200 fewer officers, many of these internal resources are no longer available. PSOs continue to engage CRTs as a resource, but are often operating in silos due to the lack of additional resources. Open projects in many instances remain in a sustained enforcement mode without a clear path to problem resolution.

Further, the structure of Measure Y, where a single officer is assigned to a single beat with limited capacity to work in teams or squads, has not resulted in significant resolution of neighborhood problems, particularly those related to narcotics, shootings, or prostitution. In considering re-authorization, the Department and other stakeholders should consider restructuring the initiative in a way that preserves a community policing presence in each beat, but also directs resources more proportionately to the level of crime in each beat. This type of restructuring of resources could allow for the type of operations that are needed to solve problems related to serious crime and ensure that police resources are used most efficiently.

Introduction

Measure Y is a voter-approved initiative that provides funding to violence prevention programming and community policing, passed in 2004. Measure Y Community Policing Neighborhood Services (CPNS) 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 Teams (CRTs) are responsible for conducting violence suppression in areas experiencing high rates of shootings and other serious crime.

Measure Y mandates an external evaluation of funded services. The purpose of this report is to provide Oakland residents, decision-makers, and other stakeholders with information about the progress and impact of Measure Y-funded CPNS activities, with a specific emphasis on PSOs. The 2012-13 evaluation of CPNS component of Measure Y consists of several documents including a literature review on community policing that provides an assessment of Measure Y-funded community policing services within the context of broader research in the field; a long-term crime trend analysis and an incident analysis (upcoming in 2014), and this report, which provides an implementation assessment of Measure Y CPNS activities.

This report revisits prior year recommendations related to the CPNS program and summarizes PSO outputs for 2011-13. The evaluation focuses on the deployment of Measure Y resources and the quality of implementation in three major areas of best practice in community policing: Organizational Transformation, Problem Solving, and Community Partnerships.¹ The evaluation activities are designed to answer the following evaluation questions.

Organizational Transformation

- What services are being provided with Measure Y resources?
- Were services delivered as planned?
- What preparation are PSOs and CRTs receiving to fulfill their duties?
- Is the current structure of Measure Y CPNS an effective one for achieving public safety goals? Is the strategy of siloing community policing work to a specialized force effective, or is it better to integrate community policing into regular beat work?

¹ A separate report on best practices in community policing was developed as part of the evaluation. See, "What Works in Community Policing: A Best Practices Context for Measure Y Efforts." Resource Development Associates, 2013.

Problem Solving

- Are PSOs implementing the Scanning, Analysis, Response, Assessment (SARA) problem-solving model in alignment with best practices?
- Can the SARA database be used to learn about the connection between drops in crime and problem solving activities and differences in implementation across beats?

Community Partnerships

- What are resident perceptions of Measure Y, Community Policing, and PSOs

Report Structure

The report is organized in the three primary areas of best practice identified in the community policing literature review to assess the Department's progress in implementing the program:²

1. **Organizational Transformation:** A best practice in community policing is transforming the structure of the Department to support the goals and practices of community policing. Organizational transformation involves Department-wide changes around policies, organizational structure, personnel practices and information technology systems to support the goals and principles of community policing. This also includes organizing the Department around geographic-based assignments.
2. **Problem Solving:** A central practice within community policing is the shift away from reactive, call-driven policing, towards more proactive police work that focuses on solving problems in partnership with residents and other stakeholders. Problem solving can contribute toward improved neighborhood safety by focusing on identifying and addressing root causes as opposed to symptoms. Evidence-based approaches to problem solving include the SARA process, which involves Scanning, Analysis, Response and Assessment (See Appendix A for a review of community policing in Oakland, including the SARA process).
3. **Community Partnership:** A primary goal of community policing is to enhance relationships between police and community members. This is achieved in part through more intentional collaboration with residents and other stakeholders to identify and solve problems that are impacting their communities. (Appendix A provides additional information on how these partnerships are structured in Oakland).

² Ibid.

Methods

Qualitative and quantitative methods were used in this evaluation to answer the evaluation questions outlined above, including key informant interviews, ridealongs with PSOs and CRTs, audits of the problem solving database (the SARA Database), site observations, an analysis of Oakland Police Department documents and reports, and geocoding of opened and closed projects.

SARA Database Audit and Analysis

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 2009 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 solving activities. Front-end audits of the system were conducted twice to determine the quality of data entry and problem-solving activity and to report on outputs.

Field Research

Field research, including key informant interviews, ridealongs, and site observations were conducted to learn more about the quality of implementation of the PSO program and CRTs. 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.

- **Key Informant Interviews:** Fifteen interviews were conducted with PSOs, CRT Officers, Sergeants, Special Resource Lieutenants, and Upper Level Command.
- **Ridealongs:** Ridealongs were conducted in beats 29 and 10 to learn more about problem-solving efforts. A ridealong was also conducted with a CRT to learn more about its deployment.
- **Site Observations:** Evaluators observed the PSO training school and attended NCPC meetings in beats 29 and 10.

NCPC Survey

An online survey of NCPCs was deployed in June 2013 to gather NCPC member perspectives on Community Policing, knowledge of Measure Y, and problem-solving efforts. Paper and online versions were made available in English, Spanish (paper only), and Chinese (paper only). Neighborhood Services deployed the survey via its listserv and at NCPC meetings. Over one thousand residents (1146) responded.

Geocoding of Opened and Closed Projects

Open and closed projects from 2011-2013 were geo-coded to learn more about where different types of problems were being opened. The location of projects related to Narcotics, Burglaries/Theft and Robberies, and Blight/Abandoned Properties was geo-coded by beat. An analysis of length of time projects remained open was also geo-coded by beat.

Review of OPD Documents & Data

Relevant OPD personnel, planning, and operational documents were reviewed to determine staffing levels and deployment of Measure Y-funded resources. Fiscal reports on Measure Y expenditures and personnel data were also analyzed.

Results

This section of the report details the results of the 2012-13 evaluation of the CPNS program funded through Measure Y. Findings are organized into the following areas: Organizational Transformation, Problem Solving, and Community Partnerships.

Organizational Transformation

The Department has several organizational assets in place that support the effective implementation of a community policing approach. Assets and areas of progress in relation to organizational transformation are summarized below:

Geographic Based Deployment/Organization

The deployment of resources in the community policing program (CPNS) and other units is organized geographically. Under the most recent re-organization of the Department, the geographic organization of resources was enhanced by establishing five areas, with a captain responsible for the resources, public safety, and crime reduction activities and outcomes within his/her assigned area.

Dedicated Community Policing Resources

Because Measure Y provides funding for PSOs and CRTs, the Department has dedicated community policing resources that enable problem solving on a continuous basis. In addition to PSOs and CRTs, the Department invests in Sergeants and Special Resource Lieutenants who are responsible for management of the program. While these resources are organized as a standalone unit, the value is that there is continued investment in proactive problem solving that many other Departments in the country do not benefit from.

Finding: The Department expended approximately \$9.5 million dollars on the CPNS Program, covering the personnel costs of 63 officers.

Training and Other Infrastructure to Support Community Policing

Oakland has made progress in developing a more standardized community policing effort over the past several years, particularly in relation to the PSO program. This includes the development of a web-based system (the

SARA database) to track PSO activities and outputs and to promote the SARA-based approach to problem solving. In addition, the Department has made some progress in offering a PSO training program annually and improving alignment of activities across the Bureau of Field Operations (BFO) 1 and 2. Over the past year, the Department has identified opportunities for outside training and conferences, sending several officers to the COPS conference and the Goldstein conference on community policing. The Department has also established a PSO policy that provides guidelines on the work of PSOs.

Key findings in relation to organizational transformation

Measure Y Investment in CPNS

Table 1. 2012-13 Measure Y Expenditures

Measure Y 2012-13 Expenditures	Amount
Salary	9,135,028.03
Overtime	136,108.70
Facilities Support	1,636.00
Equipment	33,106.71
Other Supplies and Commodities	5,490.54
Training	7,495.00
Travel	18,446.90
Phone	81,459.64
Capital Equipment	127,033.86
Total Billed to Measure Y	9,545,805.38

The Department expended approximately \$9.5 million in 2012-13 to cover the personnel, equipment and trainings costs of 63 officers, as well as related training and equipment costs. Measure Y-funded 35 Problems Solving Officers, 22 CRTs, and 6 Sergeants. The table below documents the costs charged to Measure Y during the 2012-13 fiscal year. The bulk of Measure Y funds covered officer salaries.³

Measure Y includes a \$500,000 allocation to equipment and training. Prior year recommendations have encouraged the Department to make use of this allocation to strengthen PSO capacity to implement evidence-based practices and to replace outdated computers and laptops. Expenditures provided by the Department suggest that the equipment and training allocation continues to be under-utilized.

³ Source: Oakland Fiscal Services Division, Measure Y Expenditures 7/1/12-6/30/13.

Key findings related to Deployment

During the early years of the evaluation, turnover and vacant positions significantly compromised the implementation of the program. Over the last two years, the Department has made progress in fully staffing the program and immediately replacing officers when a transition occurs. However, procedures for providing coverage to neighboring beats when an extended absence occurs have not been established, nor are they being implemented consistently. A

***Finding:** The Department reported that the CPNS program was fully staffed during the 2012-13 fiscal year; however, turnover among PSOs and extended absences continue to be a challenge to successful implementation of the program. Further, Measure Y-funded officers are one of the only flexible resources available to the Department to cover protests and other unanticipated events. As a result, PSOs and CRTs are frequently called off Measure Y duty to respond to other Department priorities.*

challenge for the Department is having enough officers to provide coverage. The Department is simply short-staffed. Measure Y funded officers are called frequently to perform other duties and do not have the band-width to perform PSO duties on neighboring beats.

Extended Absences from PSO or CRT Duty

The Department provided personnel reports on Measure Y-funded positions for the 2012-13 year, reporting that all Measure Y positions were fully staffed and no positions were vacant. The table below shows the number of Measure Y officers that were absent for 20% or more of their regular duty due to medical, military, Special Assignment training, or Administrative leave. It should be noted that Special Assignment trainings are required of all officers.⁴

Table 2 Extended Absences from PSO or CRT Duty 2012-13

	Medical or Military	Special Assignment Training	Admin Leave	Total
July-Dec 2012	3	7	0	10
Jan-June 2013	3	10	2	4

Police Beat Coverage

Coverage of beats during extended absences remains a challenge for the Department for several reasons:

⁴ Source: Oakland Police Department Fiscal Services 2012-13

- **Re-organization to 35 beats and heavier PSO workload:** During 2011, the Department reorganized from 57 community policing beats to 35 and re-deployed 22 officers to CRTs. As a result, many PSOs cover two NCPC beats (27X and 27Y) and are less able to cover neighboring beats in the event of an extended absence.
- **Decrease in Sworn Force and Limited Flexible Resources:** Measure Y-funded resources are one of the few flexible resources available to the Department to cover unanticipated events such as protests. As a result, PSOs and CRTs are pulled off of their regular duty to respond to protests and other priorities. They are frequently juggling additional responsibilities beyond their Measure Y-funded roles.

While data related to the amount of time that PSOs spend on their beats is not collected by the Department, interviews with Department staff suggest that reduced staffing levels across the Department cause Measure Y officers to carry an increased workload. They also report that fewer resources are available to provide coverage during extended absences and that Measure Y-funded officers are called off of regular duty to respond to more immediate public safety needs.

Measure Y Funded Position Turnover

According to personnel reports provided by the Department, about a third of Measure Y-funded positions (20 positions) experienced at least one turnover during 2012-13. Important to developing partnerships with community members is the sustained assignment of PSOs to the neighborhood beat. While some level of turnover is expected annually due to retirement, officers leaving the Department for other jobs, or due to the annual re-assignment process in which officers may request a transfer to a different position, frequent turnover disrupts this relationship and problem-solving efforts. Turnover is likely a Department-wide concern, not isolated to the CPNS program.

Crime Reduction Team (CRT) Officers

Finding: Measure Y supported the deployment of 22 CRT officers to conduct violence suppression and proactive police work in areas experiencing high levels of crime.

Measure Y authorizes funding for CRTs. As a result of the re-organization in 2011, the Department reallocated Measure Y funds toward the deployment of CRTs to conduct violence and crime suppression activities. In prior year recommendations, the evaluation has encouraged the Department to develop common metrics for CRT activities and

outcomes, as well as a data system for tracking those. This recommendation still stands, as progress has not been made in this area.

Twenty-two officers were assigned to CRTs in 2012-13. CRTs work individually, in teams, and as a squad to conduct law enforcement activities that result in the identification, charging, and successful prosecution of suspects involved in serious crimes. CRT work has centered on areas experiencing high levels of violent crime (i.e. shootings and homicides), specifically Areas Four and Five. CRTs are one of the few Department resources to conduct proactive police work

"Take beat 27X; there are too many high crime areas with complex problems that a PSO can't solve by himself. CRTs have the luxury of working in a squad, which allows us to do additional enforcement that PSOs cannot do by themselves. CRT acts as enforcement arm that can move from one problem to the next."

-Crime Reduction Team Officer

tactics that results in the detention of suspected perpetrators of serious crimes, including narcotics, homicides and shootings, robberies, and burglaries. Tactics include surveillance operations, walking stops, buy busts, undercover operations, and other activities.

CRTs are a flexible unit that can be deployed to complete short-term tasks, such as issuing arrest warrants or completing investigative activities after a shooting to relieve patrol, or to work on long-term problems, such as

narcotics dealing in a specified location. Supervisors exercise considerable flexibility in deploying CRTs, though they generally focus on high-crime areas. When not responding to a more immediate need, CRTs may conduct self-initiated intelligence-gathering activities to develop profiles of specific gangs and individuals with suspected involvement in criminal activity. OPD states that this information can be helpful in solving shootings and homicides. The table below outlines CRT roles and outcomes.

Table 3. CRT Roles and Outcomes

CRT Roles	Outcomes
<ul style="list-style-type: none"> • Work as the enforcement arm on PSO projects • Gather intelligence or apprehend suspects based on direction from Criminal Investigation Division (persons with a warrant); supervisor/upper command, or based on CRT observation (self-initiated) • Build relationships with community residents (e.g. walking or riding beat, attending NCPC meetings) • Respond to major incidents requiring additional resources citywide (e.g. sideshows, protests, street racing) • Provide assistance to patrol 	<ul style="list-style-type: none"> • Increased intelligence on perpetrators of serious crime • Suspects are identified, apprehended, and arrested • Crime is deterred or reduced • Better relationships between communities/residents and the police

The Department views CRTs as an important resource in improving public safety because they can conduct investigative activity that leads to the identification, arrest, and potential prosecution of suspects. While saturating high-crime areas with a law enforcement presence is an important strategy in improving public safety, a potential risk is that individuals residing in

those neighborhoods experience disproportionate contact with police and, as a result, unnecessary involvement with the criminal justice system.

CRT Activities & Impact

CRT activities and impact are not systematically tracked, though some areas use CRT stat sheets. A CRT survey is currently being administered and will provide additional information on CRT preparation, activities, and outcomes to be reported in 2014. The Department reported that CRTs worked on the following activities during 2012-13:

- **Human Trafficking Operations:** Focused on reducing prostitution along the International corridor by arresting Johns and referring victims to counseling and supportive services.
- **Gang-Related Shootings and Homicides:** Focused on intelligence gathering and identification of individuals involved in gang-related violence in East Oakland (High Street) in collaboration with Ceasefire efforts.
- **Narcotics:** Focused on drug houses in West Oakland and open-market drug dealing in East Oakland, particularly in locations with high levels of violence and calls for service.
- **Armed Robberies:** Focused on identification of individuals involved in coordinated robberies in Fruitvale and other areas of the city.

PSO and CRT Training

***Finding:** While the 40-hour PSO school was not offered during 2012-13, PSOs participated in a two-day PSO training that included a presentation on the history of community policing in Oakland and the SARA approach to problem solving. CRTs attended a variety of Department provided trainings, such as undercover school and interrogation techniques, as well as trainings offered through the California Narcotics Officers Association.*

PSO Training

The Department has made progress in offering an annual training to PSOs to ensure that incoming officers learn the core community policing competencies. Prior year recommendations have encouraged the Department to expand training for Sergeants and Special Resource Lieutenants to enhance their knowledge of the SARA-based

approach to problem solving. This recommendation still stands, as progress in this area has not been made. As noted above, the \$500,000 equipment and training allocation provided by Measure Y continues to be under-utilized.

In prior years, the Department has offered a comprehensive 40-hour PSO School where officers learn about community policing techniques and have the opportunity to practice the SARA problem-solving approach with real problems. This year a two-day condensed course was offered instead, due to available Departmental resources. While the training provided officers with information on community policing in Oakland and problem-solving techniques, there were

fewer opportunities to practice core competencies. Further, the training failed to highlight effective examples and approaches to building partnerships with community-based organizations and other community stakeholders. The 40 hour training included presentations from NCPD leaders, non-profit organizations, Measure Y Violence Prevention Programs, and other community agencies, highlighting effective partnerships between police and community stakeholders. This year's training included a standalone presentation by a community partner, which did not adequately illustrate or promote collaboration between stakeholders and police as a core competency.

CRT Trainings

Interviews with CRT officers and their supervisors indicate that CRTs participate in a variety of Department-offered trainings, as well as those offered by the California Narcotics Officers Association. No formal CRT school exists. CRTs highlighted the value of learning from more experienced CRTs as well. A CRT survey that is currently being administered will identify additional training needs and will be included in future reports.

Problem Solving

The Department has several assets that promote effective problem solving and has made progress in implementing some of the prior year recommendations to strengthen problem solving.

1. **SARA-Based Approach to Problem Solving:** The Department uses the SARA-based approach to problem-solving, which is a systematic approach to solving neighborhood concerns that has been used effectively. The Department has made progress in ensuring that all PSOs are trained and implementing the approach. The Department is ahead of many other departments in the country in that it has a system for tracking PSO outputs via the SARA database.
2. **Improved Alignment:** While areas of improvement for strengthening problem solving remain, the Department has made progress in improving alignment of the PSO program across BFO 1 and 2 and developing program standards in relation to the number of problems open, the types of problems that are being opened, and expectations for attendance at community meetings. The Department is beginning to develop additional protocols to ensure the quality of data entered into the SARA database and to strengthen PSO capacity to implement evidence-based approaches to problem solving.

Finding: *The 2013 front-end audits of the SARA database identified compromised data quality due to a lack of resources to maintain the system and an absence of standardized data entry protocols and accountability structures within the PSO Program.*

Background on the SARA Database

Designed to facilitate use of the SARA process among PSOs, the SARA database was developed in 2009 by RDA to address the gap in systematic data collection for the PSO program. The initial design (SARA 1.0) was designed to fulfill an immediate need for a web-based information management system to support program accountability, with the

expectation that a more comprehensive system with additional reporting and management capabilities would be developed at a later point. Version 1.1 was developed in Summer 2011 to address immediate needs for revisions and upgrades. Version 1.1 did not include the comprehensive upgrade that would improve the database's usability for management and evaluation purposes, despite Department and City Administrator interest in such an overhaul. Over the past two years, RDA has engaged in conversations with the City about conducting updates to ensure the quality of the system. The lack of progress on fully building out the system and putting in place a maintenance contract has compromised the quality of the data on problem-solving efforts, limited the evaluation from being able to make conclusive statements about problem solving, and prevented the Department from fully accessing the system as a management tool.

During prior years, evaluators conducted back-end audits of the system to report on program outputs because the system was not fully built out. Back-end audits do not include qualitative information, which means any narrative fields (the bulk of PSO entries) were not accessible to evaluators. The evaluation provided monthly audits of the system to the Department based on these back-end pulls of data for the past few years. In order to gain a better sense of the quality of data entry and to verify discrepancies between back-end pulls and Department reports, evaluators underwent background clearance and received approval to conduct front-end audits of the system in 2012. In 2013, evaluators conducted front-end audits of all information entered by PSOs to assess the quality of data entry and progress toward goals.

Front-end audits of the SARA system and reports from PSOs and other Department staff revealed that PSO output data did not reflect PSO activity. As a result, many projects reflected as "open" were inactive projects that had not been closed out after a PSO transition due to glitches in the project close function. The City is in continued conversations about investing in an ongoing maintenance contract to troubleshoot system bugs and to implement an IT solution for differentiating School Safety Officer activities.⁵

⁵ Contract is still pending.

Table 4 summarizes the evaluation's recommendations for changes to the SARA database that were made in Spring 2013.

Table 4. 2013 Recommendations for Changes to SARA Database

Recommendation	Description
"Other" Category for Project Source	Eliminate the "Other" Category for project source in the SARA database; a significant number of projects have been entered as Other for project source when they either should not have qualified as a project or a new category of project source should have been created. Train Sergeants and Lieutenants on how to add new sources. Create additional categories of project source: Homelessness, Compliance Checks, Code Enforcement and School Safety.
School Safety Officer Designation	Create a designation for School Safety Officers under project nature to separate their activities from Measure Y-funded activities.
Back and Forward Buttons:	Create a back and forward button option on the SARA database to ease usability and reduce time spent recreating searches.
Project Nature and Project Source to Search Functions:	Add a function that allows searches by Project Nature and Project Source and train PSO Program staff on how to use them.
Project Closure:	Address project closure barriers: enable Sergeants to close projects, establish a reason for project closure (PSO transition, Goal Achieved, Goal Not Achieved But Inactive, etc.), and require complete entries for projects with Goal Achieved.
Management Reports:	Develop management reports to be used by Sergeants and Special Resource Lieutenants and train them in how to access them.

Protocols and Accountability Structure for the SARA Process and Database

A lack of accountability protocols related to using the SARA database, project selection, and implementation of the SARA method for problem solving has resulted in variation in the quality of the data being entered into the SARA system and overall adherence to the SARA model in problem solving. However, the Department has begun to make progress in addressing these issues.

"With the SARA process, there is a need to understand and establish the project so that it has long-term effects and sustainability beyond the enforcement level. When the PSO is out of the equation, can it be sustained?"

-Problem Solving Officer

Front-end audits revealed that there is significant variation by Area, Supervising Sergeant, and PSO in the quality of data entry and the extent to which the SARA-based approach to problem solving is being used. The SARA database is structured to promote adherence to the model: each phase can only be completed if the preceding phase has been entered. While some PSOs are engaging in each phase of the SARA-based approach to problem solving, including setting

SMART goals, assessing progress towards those goals, and documenting their problem solving activities in detail, others are not. Among the major issues identified in the front-end audits in 2013 are the following:

- **Length of Time a Project Remains Open:** Projects opened in 2011 and 2012 were remaining open and not being closed in a timely fashion. In some cases, the problem may require sustained law enforcement resources; in others, the problem was never closed out or reassigned when a PSO transitioned. Many of these projects were identified as inactive projects that are not being worked upon.
- **Other Projects:** To describe the nature of their projects, PSOs are in some cases inaccurately selecting "Other." In some cases the activity did not constitute a project; in others, they were improperly categorized.
- **Assessment of Goals:** Assessment of whether goals have been achieved should occur prior to a project being closed and on a quarterly basis to determine whether the project merits continued law enforcement resources or if the project should be closed. Front-end audits revealed that assessment is not being completed for many projects, particularly those that remain open over a year.
- **Quality of Information:** While comprehensive documentation of projects was evident for many projects, in other cases inadequate detail was provided, or a project was opened for a single task. Regular management of the quality of problem-solving efforts and data entry by Supervising Sergeants or Special Resource Lieutenants was not evident in some cases and is lacking across the program.

Evaluators shared these findings with the Department in the Spring 2013 and have worked with the Department to address these issues. In response, the Department has taken the following actions:

- Closed out old projects that are no longer being actively addressed;
- Begun to participate in quarterly meetings with evaluators to review SARA front-end audit results and progress;
- Begun to develop a protocol for opening projects and managing project quality;
- Convened PSO project reporting sessions in some areas to assure that quality standards are being met.

SARA Quality Metrics

The evaluation established quality metrics against which Department progress on ensuring data quality and adherence to the SARA process can be measured. Results of the baseline assessment are reported below. Going forward, the evaluation will assess progress every two months and share results with Captains at quarterly meetings. Table 5 below depicts the quality metrics that are being assessed.

Table 5. Adherence to the SARA Process: Quality Metrics

Department Beat Type	Quality Measure
Total Projects Open / Closed by Area and by Beat	<ul style="list-style-type: none"> 3 projects per Beat Projects are actively being worked up
Beats with No Open Projects	<ul style="list-style-type: none"> At Least 1 project per NCPC beat Measure Y Resources are deployed as legislated
Beats with No new Projects in 2013	<ul style="list-style-type: none"> Projects that are open for more than a year merit continued law enforcement resources Projects are actively being worked upon
Projects with No Assessments	<ul style="list-style-type: none"> SARA model is being implemented with fidelity Project Goal are assessed prior to closure

Table 6 depicts baseline quality metrics for the Department for 2011-13. These figures reflect Department effort to close out projects in response to the findings shared in the Spring 2013 and will be used as baseline data against which future results will be compared. The grey shaded cells show the Department's progress in closing out inactive projects that were opened in prior years.

Table 6. Baseline SARA Quality Metrics for 2011-13

Open and Closed Project by Year								
	30-Sept	29-Jul	30-Sept	29-Jul	30-Sept	29-July	30-Sept	29-July
Calendar Year	Project opened	Projects opened	# Currently open	# Currently open	# Closed	# Closed	% Closed	% Closed
2011	115	115	14	24	101	91	88%	79%
2012	219	220	82	106	137	113	63%	51%
2013	129	98	92	77	37	21	29%	21%
Total	463	433	188	207	275	226	59%	52%

Table 7 depicts the extent to which projects are assessed prior to closure and on a quarterly basis. The goal is for projects to be assessed regularly to determine whether projects require sustained investment of resources or whether goals should be modified. The grey column depicts the Department's progress in conducting an assessment of goals prior to closing out a project. Many of those opened in 2011 were closed in 2013 without an assessment because they were inactive.

Table 7. Project Assessment Metrics 2011-13

Open and Closed with Assessment by Year								
	30-Sept	29-Jul	30-Sept	29-Jul	30-Sept	29-July	30-Sept	29-July
Calendar year	# Closed with Assessment	# Closed with Assessment	% Closed with Assessment	% Closed with Assessment	# Open with Assessment in 2013	# Open with Assessment in 2013	% Open with Assessment in 2013	% Open with Assessment in 2013
2011	63	54	62%	59%	7	16	50%	67%
2012	63	49	46%	43%	42	48	51%	45%
2013	20	9	54%	43%	46	35	50%	45%
Total	146	112	53%	50%	95	99	51%	44%

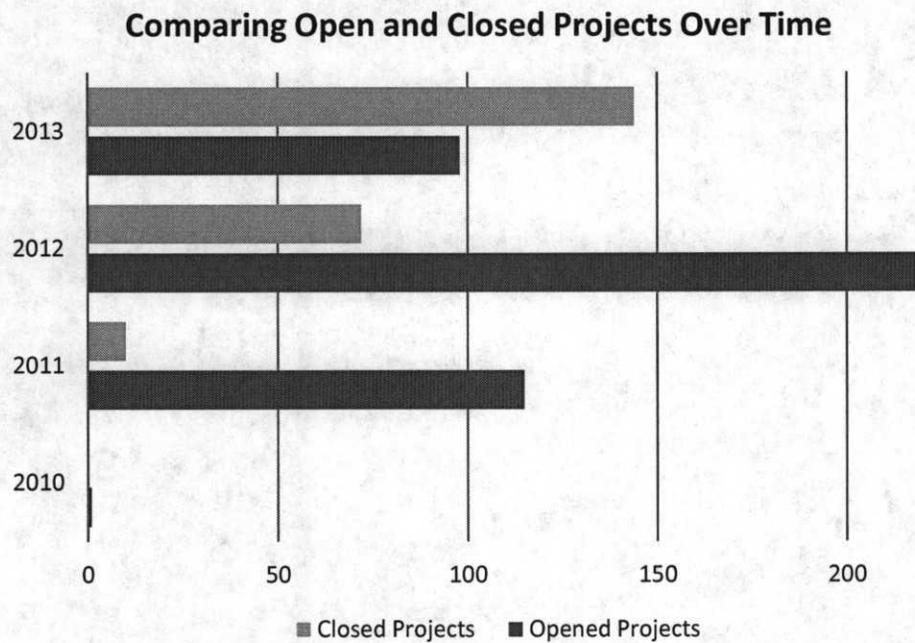
Finding: PSOs worked on over 200 projects during 2013. While more projects were closed this year compared to previous years, this was due to many inactive projects being closed out of the SARA system. The most common types of projects opened were related to narcotics and blight. An average of 3.6 projects per beat were open.

PSO Outputs

The evaluation shared the concerns related to data quality outlined above with the Department. In the Spring, the Department worked to close out inactive projects and improve data entry going forward. The analysis of PSO outputs described in this section was

conducted after the Department had finished cleaning out inactive projects. The increase in project closure depicted below is reflective of that activity and should not be interpreted as program impact. PSOs opened 98 new projects in 2013 and closed out 144, as depicted in the Figure 1 below.

Figure 1. The Difference between Open and Closed PSO Projects (2010 to 2013)



Types of Projects

Table 9 outlines projects that are currently open, including projects opened in prior years. The most common types of projects in 2013 included Narcotics, Traffic, Blight, Robberies, and Other/Not Identified. Appendix A provides a year-to-year comparison of projects by project nature.

Table 8. The Type and Number of Open Projects

Project Nature	Currently Open Projects	% of Total Open
Narcotics	45	22%
Other	22	11%
Traffic	18	9%
Not Identified	18	9%
Robbery	17	8%
Blight	15	7%
Burglary	11	5%
Prostitution	11	5%
Disturbing the Peace	9	4%
Abandoned House	6	3%
Alcohol	5	2%
Calls For Service	4	2%
Theft	4	2%
Vandalism	4	2%
Abandoned Auto	3	1%
Burglary - Locked Auto	3	1%
Squatters	3	1%
Mental Health Response	2	1%
Shootings	2	1%
ABC Violations	1	0%
Assault	1	0%
Burglary - Residential	1	0%
Crime Prevention	1	0%
Gang	1	0%
Total:	207	100%

Projects per Beat

An average of 3.6 projects were open per beat during 2013. All 57 NCPC beats had at least one project open, while many had significantly more. Appendix A provides a list of currently open projects by beat as of July 1st, 2013.

Length of Time to Close a Project

The length of time that projects remain open varies by the nature of the problem. Projects related to prostitution, burglary, and traffic remained open for more than a year on average. The SARA audit revealed that many projects stored in the SARA database were kept open for more than two years, with some being actively worked on and others being inactive projects from former PSOs that had not been closed (discussed further below).

Table 9. Average Length of Time Projects Remain Open By Project Type, 2010-13⁶

Project Nature	Incident Count	Average Number of Months open	Minimum Months Open	Maximum Months open
Abandoned Property	27	7	0	23
Narcotics	60	9	0	27
Prostitution	7	15	6	28
Robbery-burglary	28	13	2	24
Shootings	4	8	3	15
Traffic	11	12	2	22
Blank	16	8	0	25
Other ⁷	73	11	1	29

Location of Opened and Closed Projects: 2010-2013

The evaluation examined the location of the most common projects opened and closed from 2011-2013, including narcotics, blight and quality of life, and robberies/burglaries. The location and nature of opened and closed projects over the past three years was geo-coded and is reflected in the maps below.

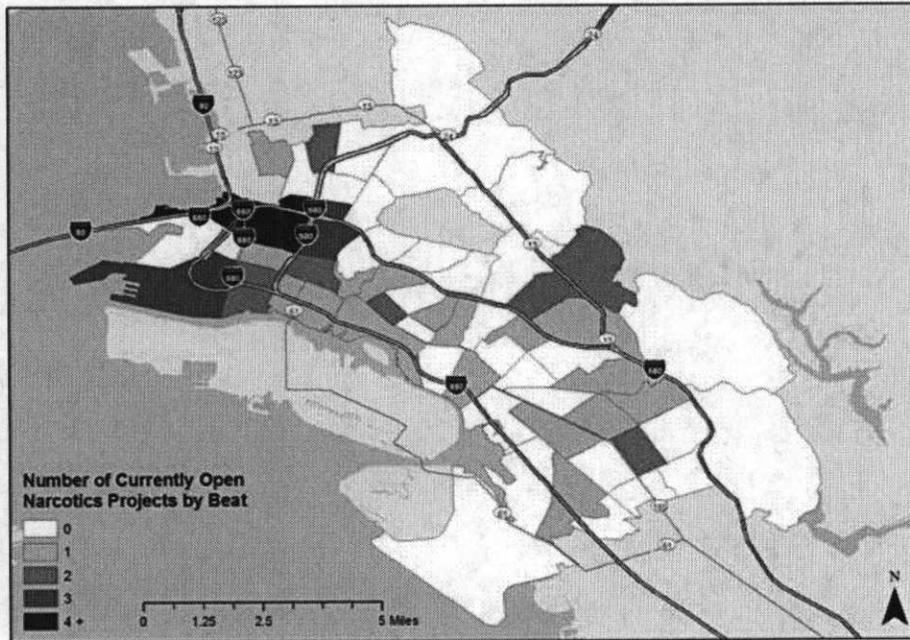
Narcotics

Narcotics problems are the most common type of projects PSOs have worked on over the last three years, as depicted in Map 1 below. Narcotics-related problems were located in many flatland areas across the city, with a high concentration of projects in North West Oakland.

⁶ Includes only those projects that have been closed.

⁷ The "Other" category includes the following project types: Abandoned Auto, Alcohol, Assault, Disturbing the Peace, Gang, Suspicious Person, Theft, Vandalism, and Weapons.

Map 1. Number of Currently Open Narcotics Projects by Police Beat
Oakland, California

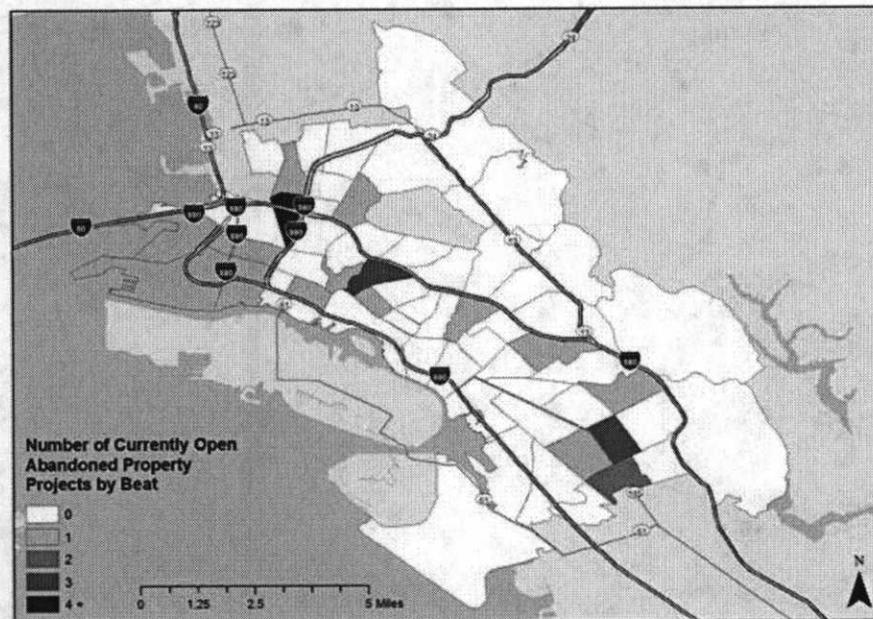


Abandoned Property

Blighted Property Project Profile: Beat 9
 A building located on the corner of 41st Street and Piedmont Avenue was left vacant when the former tenant, the Oakland Public Library, ended its lease. The building, which included a grassy, unfenced yard in the rear, was left vacant and soon became the site of a homeless encampment. Homeless people were creating makeshift barbecues and lighting fires for cooking, which was an additional concern. The PSO for Beat 9 opened a project to eliminate blight at this location and to secure the property in February 2013. The PSO secured the property owner's cooperation in taking some preliminary steps, including removing unwanted items from the building, removing debris from the yard, and fencing off the area. However, the project remains open as the fence was cut, providing homeless people with continued access.

Map 2 below depicts the location of PSO projects opened and closed from 2011-13 related to abandoned property. Projects were dispersed throughout the city.

Map 2. Number of Currently Open Abandoned Property Projects by Police Beat
Oakland, California



Robberies, Burglaries, and Theft

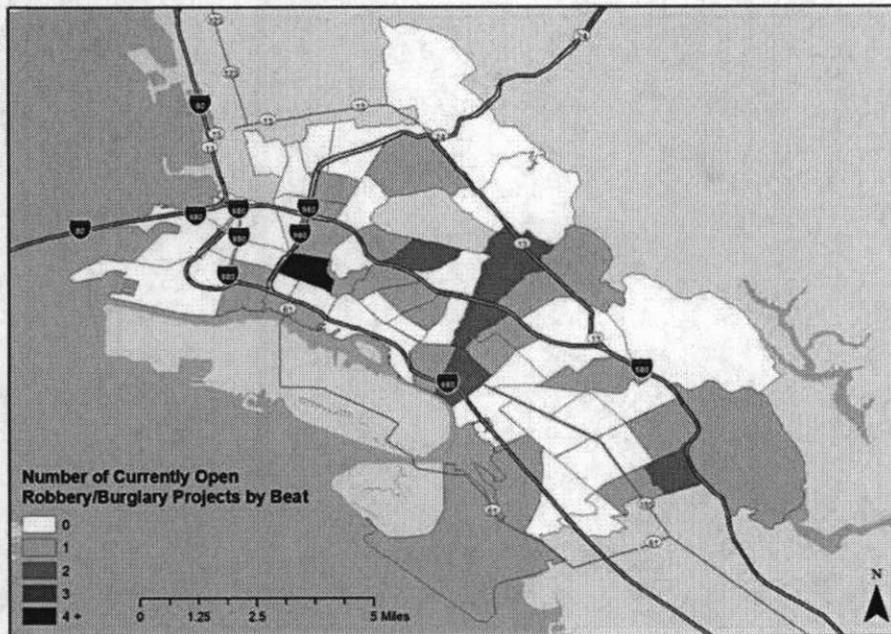
Burglary Project Profile: Beat 29

In early 2012, home break-ins in beat 29 were surging at an average of one burglary per day. The PSO for Beat 29 opened a project targeting the entire beat and focused on reducing burglaries. Key activities included increased patrol and resident education on strategies for making homes less attractive to burglaries. Burglary prevention flyers were created, and the PSO made an effort to reach out to each victim to conduct an assessment of their home and provide further education. The reasoning was that residents would share this information with each other, making the neighborhood safer.

The PSO also noticed that communities that had successfully prevented and reduced burglaries had watchful neighbors that took down detailed information on suspect activity and immediately called the police. He encouraged neighbors to get to know each other and report suspicious activity. The PSO received multiple reports of a red Saturn in various locations throughout the beat, which ultimately led to the arrest of individuals responsible for perpetrating many home burglaries.

Map 3 depicts the number of opened and closed projects by police beat that were related to robberies, burglaries and theft from 2011-13. Projects were disbursed throughout the city.

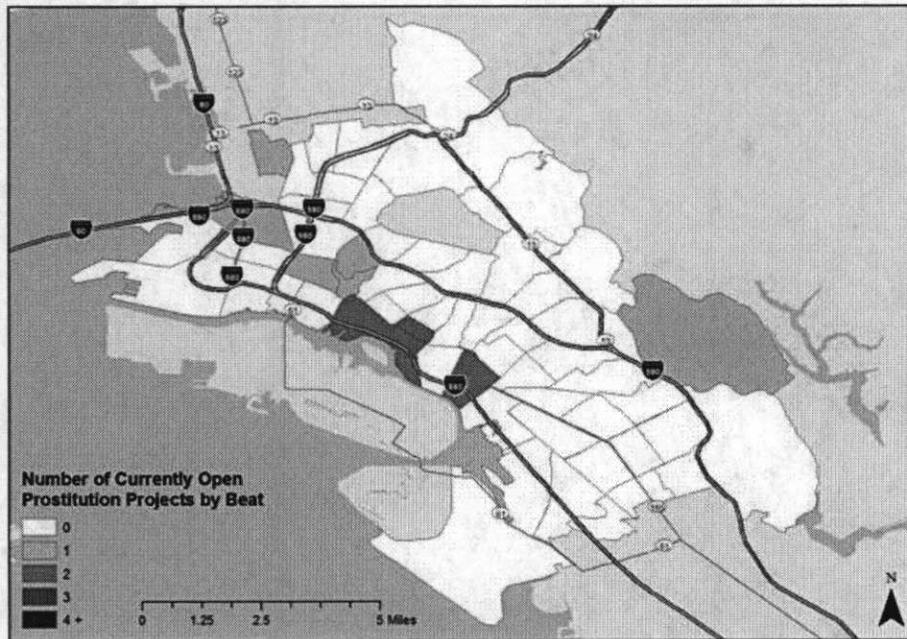
Map 3. Number of Currently Open Robbery/Burglary Projects by Police Beat
Oakland, California



Prostitution

Map 4 depicts opened and closed projects from 2011-13 related to prostitution, which were concentrated along the International corridor, downtown, and Northwest Oakland.

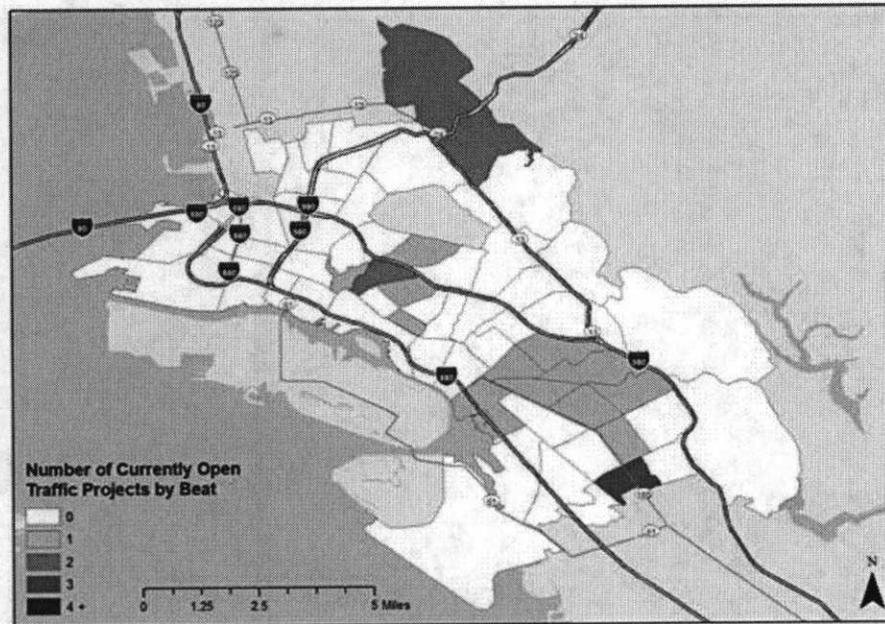
**Map 4. Number of Currently Open Narcotics Projects by Police Beat
Oakland, California**



Traffic

Open and closed projects from 2010-13 related to traffic are depicted in the map below. Traffic problems are primarily concentrated by Lake Merritt, in East Oakland, and in the Oakland hills.

**Map 5. Number of Currently Open Narcotics Projects by Police Beat
 Oakland, California**



Key findings in relation to Problem Solving

Finding: *The vision of PSO as a project manager of internal and external resources is not being achieved. Audits and field research found that many projects remain in a sustained enforcement mode. That is, projects are not moving through each phase of the SARA process towards closure. This is due in part to the structure of Measure Y where one officer is assigned to each beat and to a lack of Department resources to support PSO problem solving efforts.*

Front-end audits, ridealongs, and interviews with PSOs and other Department staff revealed that many projects remain in a sustained enforcement mode. An analysis of the average length of time projects were opened by beat found no significant differences by beat. That is, quality of life projects as well as projects related to serious criminal activity are not moving through the SARA process; many are remaining open for more than a year with no clear plan about which responses are likely to result in successful resolution. The sections below describe the contributing factors.

The Structure of Measure Y: One Officer Per Beat

This is due in part to the structure of Measure Y. In order to make headway, many public safety concerns require a significant investment of law enforcement and community resources. A single PSO assigned to one beat with a mandate to remain on the beat prevents officers from implementing the type of team-based responses they believe are necessary to abate serious public safety concerns. Officers report that they cannot conduct the type of operations needed to solve problems in their beat. Sustained enforcement conducted by a single officer cannot result in resolution of problems like narcotics or prostitution. They also note that without more comprehensive community change efforts, when they do succeed in getting to the root of a problem, it often crops up in another neighborhood.

"Resources in OPD are few and far between. CRT and patrol are maxed out so when you need to task something out, you might have to fight for their time. If we worked as one unit instead of individual beats we could carry out more ops [operations] by putting a team on the project. Some beats should have more PSOs."

-Problem Solving Officer

Lack of Resources and Supporting Units in OPD

In many cases, a single PSO assigned to one beat is limited to sustained enforcement because the Department has had to eliminate specialized units that were available in the past to support more comprehensive interventions to solve public safety concerns. The vision of PSO as a project manager of internal and external resources is not being achieved. Instead, the PSO is increasingly self-reliant.

Unclear or Unrealistic Project Goals

Many PSOs are not setting specific, measurable, attainable, realistic, and time-specific (SMART) goals and then assessing their progress. Within the PSO Program, there is a lack of clarity around the types of goals that are achievable by a single officer assigned to a single beat for all project types. For example, should PSOs working on a prostitution project set goals that focus on a short-term reduction in calls for service, or work on eliminating prostitution in a given area? At times, PSOs and community members have different ideas about what constitutes a successfully solved project, with community members requesting sustained enforcement and PSOs advocating for project closure. PSOs reported that at times they keep projects open in sustained enforcement because community members are not ready to see it closed. For example, projects related to homelessness and skateboarding in more affluent beats were kept open for longer than a year because residents continued to see these issues as items warranting law enforcement attention but with no clear consensus on whether these problems would ever be considered "solved."

Prior year recommendations focused on developing policies, procedures and accountability structures to improve the quality of implementation of the PSO program. The evaluation has emphasized the important role that Sergeants and Special Resource Lieutenants play in ensuring that appropriate projects are being selected that align with the Department's crime reduction strategy and that each step of the SARA process is being implemented. This recommendation still stands.

"My beat is a more middle to upper class neighborhood. Mostly residents are concerned about quality of life related issues. They want to be able to go about their business in the safest way. Complaints PSOs respond to range from speeding to skateboarding to homelessness; it's a lot different than Beat 34 or other high stressor beats where we are focused on trying to stop shootings."

-Problem Solving Officer

Measure Y Resources as the Department's Flexible Resource:

PSOs and CRTs are one of the few Department resources that the Department can use flexibly to respond to protests and other unanticipated needs/events. For example, interviews and ridealongs revealed that PSOs were being used for field training of new officers. In this role, PSOs were conducting duties on the beat but also required to complete specified activities with their trainees. In addition, interviews revealed that being called off Measure Y duty to respond to other priorities prevents PSOs from making progress on their projects.

As Measure Y comes up for reauthorization, consideration should be paid to the extent to which the current structure of Measure Y facilitates problem solving, enhanced community partnerships, and improved public safety.

Lack of Targeting Resources to Areas of Highest Need

While Measure Y is structured in a way that ensures that each community-policing beat in Oakland is assigned a PSO, this means that problem solving resources are not directed to the areas of highest need. That is, beats with low levels of crime receive the same amount of officer resources as areas with serious public safety concerns. In those low-crime areas, officers are working on quality of life concerns, such as skateboarding, traffic, young people smoking marijuana, homelessness or other issues that do not significantly compromise public safety. Given the lack of Department resources and the serious problems facing other parts of the City, the current deployment structure should be re-examined.

Stand-Alone Unit Instead of Total Community Policing Model

The current structure of Measure Y does not facilitate a total community policing approach across the entire Department. Research shows that the goals of strengthened community partnership, problem solving, and public safety are achieved through total community policing approaches where community policing practices are integrated across the organization. This misalignment has been further explored in a separate evaluation report, "What Works in Community Policing: A Best Practices Context for Measure Y Efforts."

Community Partnerships

The Department has several assets that promote effective partnerships with community residents and other stakeholders.

- **Established NCPCs and Regular Presence:** The Department requires that PSOs regularly attend their NCPC meeting and develop relationships with residents, business owners, and other stakeholders in the community. In addition, other officers, such as patrol or the area captain, also attend NCPC meetings. NCPCs provide a forum for residents to share concerns with police, learn about recent crime trends, and provide information about sources of criminal activity.
- **Coordination with Neighborhood Services and Other City Agencies:** PSOs coordinate regularly with their Neighborhood Services Coordinator and other city agencies, such as Public Works and the City Attorney's office to improve the quality of life in the neighborhood. PSOs are well versed in the administrative processes for securing participation of other city agencies in solving neighborhood problems.
- **Relationships with Business Owners, Residents and Other Stakeholders:** PSOs are developing relationships with business owners, residents and other stakeholders by spending time on their beat, walking the beat, and biking the beat.

Finding: While respondents to the NCPC resident survey reported a high level of support for community policing and familiarity with Measure Y, a minority reported that they seek out support for neighborhood problems through their NCPC. A third of respondents reported that they have worked with their PSO to solve neighborhood problems.

NCPC Survey Results

An online survey of NCPC members was disseminated in the Spring 2013 to assess resident perception of Measure Y and the extent to which PSOs are partnering with residents. It is important to note that the survey was not a random sampling and was distributed via listservs to the NCPC membership. Respondents were overwhelmingly white, female and from moderate- to high-income neighborhoods.

Latino residents were significantly under-represented (5.4% of respondents). An analysis of variance of responses by income and zip code was conducted. No statistically significant differences were detected in the responses reported below by income or zip code. Given these limitations, NCPC survey results are not generalizable to the overall population of Oakland residents. A 2014 survey of residents will focus on generating more representative participation. Please see Appendix E for additional information on NCPC Survey respondents.

Familiarity with Measure Y

The NCPC survey found that most respondents are familiar with and supportive of Community Policing and familiar with Measure Y. Figure 2 and Figure 3 depict respondent's familiarity and support for community policing approach.

Figure 2. Respondent Familiarity to a Community Policing Approach

How Familiar are You with Community Policing?

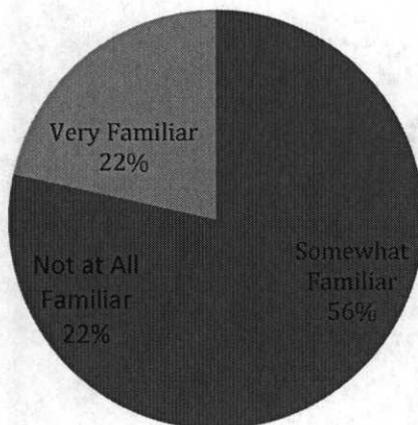
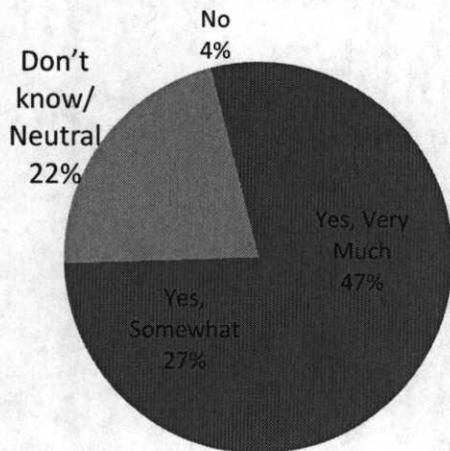


Figure 3. Respondent Support for a Community Policing Approach

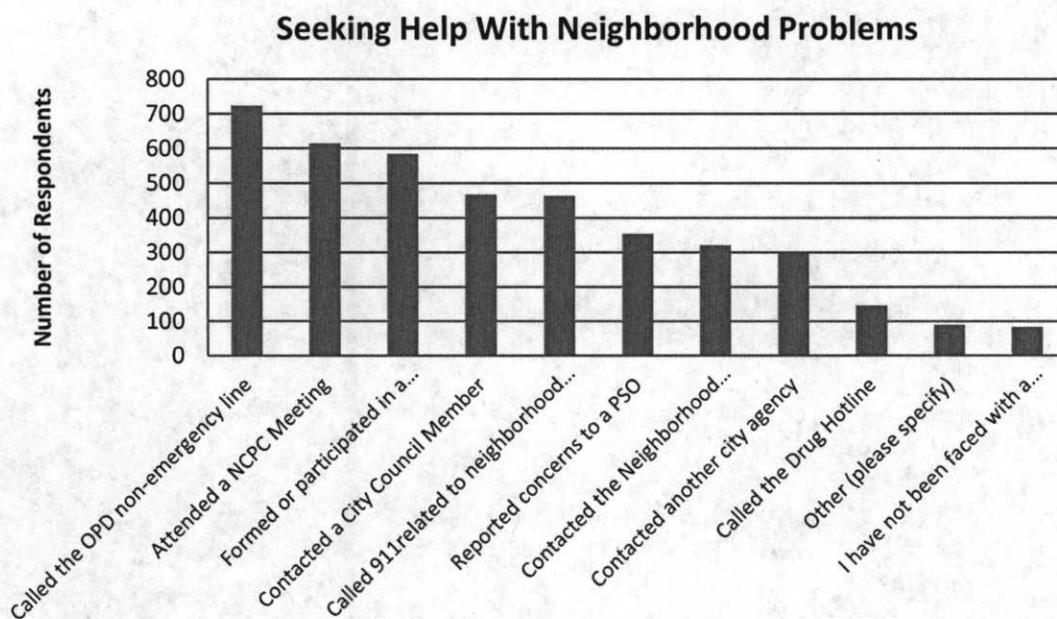
Do You Support OPD Using a Community Policing Approach?



Getting Help with Neighborhood Problems

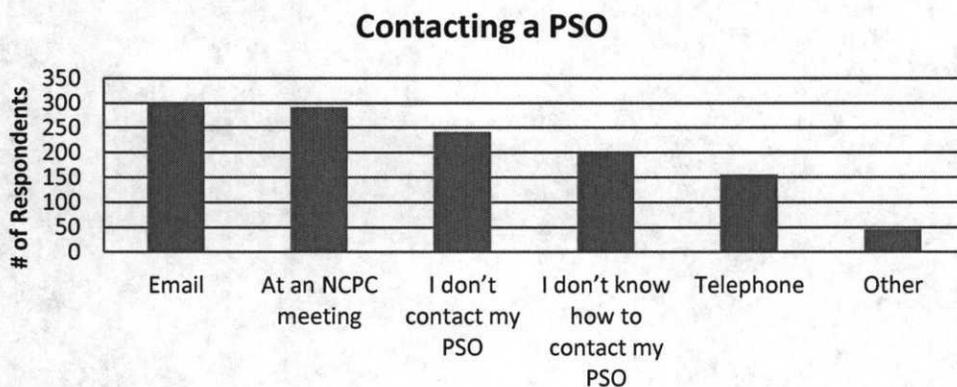
Respondents reported using a diversity of channels when they are faced with a neighborhood problem. Calling the non-emergency line was the most frequent channel cited.

Figure 4. How Respondents Seek Help with Neighborhood Problems



Of those that reported contacting their PSOs, they did so by attending an NCPC meeting or emailing their PSO. However, a significant number were not sure about how to contact their PSO, suggesting that relying primarily on NCPC meetings as the method for building community partnerships and identifying problems may be a limited strategy. That is, while PSOs are attending community meetings, many residents do not attend NCPC meetings regularly; additional strategies for partnering with residents should be identified. Figure 5 depicts how respondents contact a PSO.

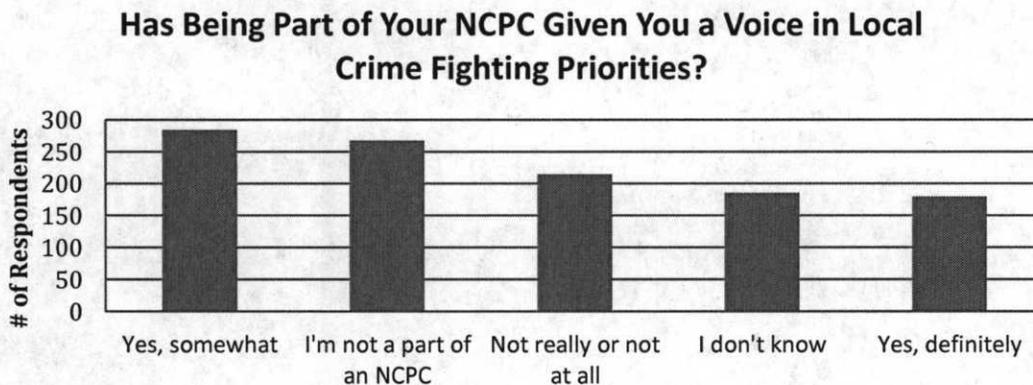
Figure 5. How Respondents Contact a Problems Solving Officer



Voice in Local Crime Fighting Priorities

A majority (60%) of respondents said they rarely or never participated in NCPC meetings. A minority of respondents felt that being a part of an NCPC gave them a voice in local crime-fighting priorities.

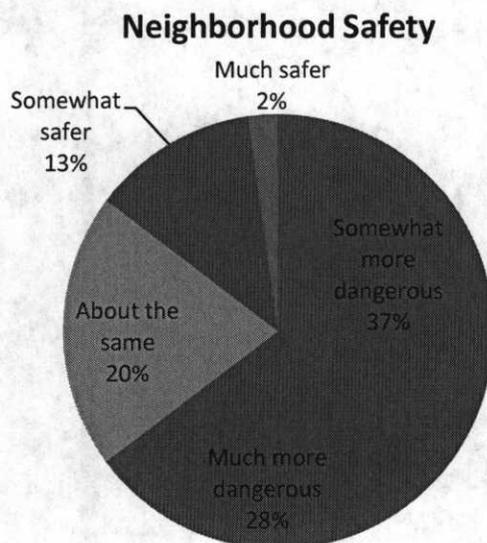
Figure 6. Impact of Participation in NCPC on Respondent Voice in Crime Fighting Priorities



Perceptions of Public Safety

Two-thirds of respondents felt that their neighborhood had gotten more dangerous during the past year. However, as noted above, this result should be interpreted narrowly. Future surveys of residents will focus on generating more representative participation. Figure 7 depicts respondent's perceptions of safety in their neighborhood over the past year.

Figure 7 Respondents Perceptions of Neighborhood Safety over the Past Year (2012-13)



Conclusion and Recommendations

This evaluation summarizes progress in implementing prior year recommendations and program outputs for 2011-13. Oakland's Community Policing Neighborhood Services program includes many assets that are aligned with best practices in community policing. In terms of organizational transformation, Oakland's key strengths include the geographic organization of services, dedicated resources to support community policing efforts, and existing infrastructure to support community policing. In relation to the problem solving, Oakland uses the SARA approach, which is a best practice and has a database to track problem solving efforts. Established forums for developing partnership with community residents include regular PSO participation at NCPCs and coordination with Neighborhood Services Coordinators and other city agencies.

Key Findings

- ✓ The Department reported that the CPNS program was fully staffed during the 2012-13 fiscal year; however, turnover among PSOs and extended absences continue to be a challenge to successful implementation of the program. Further, Measure Y-funded officers are one of the only flexible resources available to the Department to cover protests and other unanticipated events. As a result, PSOs and CRTs are frequently called off Measure Y duty to respond to other Department priorities.
- ✓ PSOs worked on over 200 projects during 2013. While more projects were closed this year compared to previous years, this was due to many inactive projects being closed out of the SARA system. The most common types of projects opened were related to narcotics and blight. An average of 3.6 projects per beat were open.
- ✓ The 2013 front-end audits of the SARA database identified compromised data quality due to a lack of resources to maintain the system and an absence of standardized data entry protocols and accountability structures within the PSO Program.
- ✓ Audits and field research found that many projects remain in a sustained enforcement mode. That is, projects are not moving through each phase of the SARA process toward closure. This is due in part to the structure of Measure Y where one officer is assigned to each beat and to a lack of Department resources to support PSO problem solving efforts.
- ✓ While respondents to the NCPC resident survey reported a high level of support for community policing and familiarity with Measure Y, a minority reported that they seek out support for neighborhood problems through their NCPC. A third of respondents reported that they have worked with their PSO to solve neighborhood problems.

Recommendations:

- **Recommendation 1:** Continue to develop accountability protocols for the PSO Program and monitor their implementation
- **Recommendation 2:** Offer the 40-hour PSO School annually and require Measure Y-funded Sergeants to receive training using a train-the-trainer approach. Consider expanding community policing training to additional units, including patrol, to promote Department-wide integration of community policing principles.
- **Recommendation 3:** The Department and Neighborhood Services Division should identify additional strategies to build partnerships with residents in addition to collaboration through the NCPCs.
- **Recommendation 4:** The Department and other stakeholders should reassess the extent to which the current structure of Measure Y facilitates problem solving, enhanced

community partnerships, and improved public safety given the constrained fiscal environment and reduced size of the sworn force.

Recommendation 1: Develop Accountability Protocols for PSO Program

Specific accountability protocols need to be established to delineate the role of PSOs, Sergeants, and Special Resource Lieutenants in maintaining data quality and ensuring effective practices in problem solving. The Department's protocol should include at a minimum, the following:

- Describe PSO, Sergeant, and Special Resource Lieutenant roles in ensuring data quality and use of best practices through the SARA model.
- Establish standards regarding projects that are in a holding pattern of "high visibility enforcement".
- Establish standards regarding project closure and handling of reassignment via the SARA system when a personnel transition occurs.
- Require Sergeants to review projects opened for more than a year and either reset goals so that they are SMART, close the project, or re-assign it if it continues to be an active neighborhood problem but is not receiving attention.
 - Require quarterly assessments of open projects.
 - Require Special Resource Lieutenants to review projects, activity, and closures on a monthly basis.

Recommendation 2: Offer PSO Training and Require Measure-Y Sergeants to Receive Training. Consider Expanding Community Policing Training to Additional Units, including Patrol, to Promote Department-Wide Integration of Community Policing Principles.

While the two-day training provided PSOs with important information, the length did not allow for sufficient opportunity to practice core concepts. Trainings should highlight examples of effective partnership with residents, community-based organizations, and other community resources through collaborative presentations and workshops that identify effective strategies and techniques. This could include joint presentations between PSOs and community partners describing how they worked together to resolve a neighborhood concern.

Sergeants need additional training in the SARA process and usage of the SARA database for management purposes. In order to strengthen the quality of implementation, the Department should at a minimum require all Measure Y-funded Sergeants to undergo training on community policing, the SARA process, SARA database, quality assurance of project selection, and effective supervision practices. OPD should leverage the knowledge and skill of Sergeants who are using the SARA database as a management tool to ensure the use of best practices in problem solving

and to maintain data quality. Sergeants should be involved in protocol development and training. The Department should leverage internal Department expertise to provide Sergeant training using a train-the-trainer approach.

A best practice in community policing is the training of all officers within a Department in the principles and approaches of community and problem-oriented policing. PSOs reported that patrol officers regularly assist with open projects, and leadership has expressed a desire to move the Department toward a more proactive approach to crime fighting. Training all officers (including patrol) in community policing can further these departmental objectives.

Recommendation 3: Identify Additional Strategies to Build Partnerships with Residents in Addition to Collaboration through the NCPCs.

The NCPC survey found that a significant number of respondents did not know how to reach their PSO, and of those who did, many did so via email. Further, most respondents did not participate regularly in their NCPC nor did they feel that it gave them a voice in local crime-fighting priorities. While efforts can be made to engage more residents in the NCPC, there are many opportunities to expand resident and police collaboration outside the forum of the NCPC through partnerships with community-based organizations, faith-based organizations, schools, and use of social media and electronic communication. The Department and Neighborhood Services should identify additional strategies for PSO-resident collaboration.

Recommendation 4: Reassess the Extent to which the Current Structure of Measure Y Facilitates Problem Solving, Enhanced Community Partnerships, and Improved Public Safety Given the Constrained Fiscal Environment and Reduced Size of the Sworn Force.

Measure Y was written and authorized when the size of the force exceeded 800 officers. The role of the PSO was envisioned as a project manager, responsible for coordinating internal and external resources to combat neighborhood problems and improve quality of life. In a Department with 200 fewer officers, many of these internal resources are no longer available. PSOs continue to engage CRTs as a resource, but are often operating in silos due to the lack of additional resources. Open projects in many instances remain in a sustained enforcement mode without a clear path to problem resolution.

Further, the structure of Measure Y, where a single officer is assigned to a single beat with limited capacity to work in teams or squads, has not resulted in significant resolution of neighborhood problems, particularly those related to narcotics, shootings, or prostitution. In considering re-authorization, the Department and other stakeholders should consider restructuring the initiative in a way that preserves a community policing presence in each beat, but also directs resources more proportionately to the level of crime in each beat. This type of restructuring of resources could allow for the type of operations that are needed to solve problems related to serious crime and ensure that police resources are used most efficiently.

APPENDIX A: Background on Community Policing in Oakland

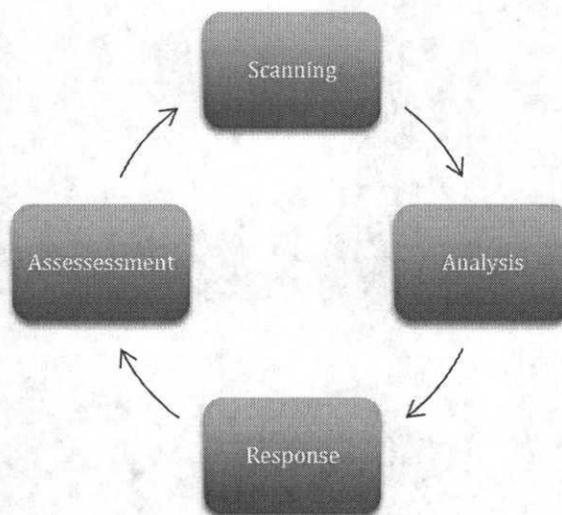
The Role of the PSO in Implementing Community Policing

In the Oakland Police Department, PSOs are each assigned to a neighborhood beat and work collaboratively with Neighborhood Crime Prevention Councils (NCPCs) to address community-identified problems. PSOs have myriad roles and responsibilities: law enforcement, community organizing, public relations, problem solving, crime analysis and investigation, and collaboration with city agencies and staff. They are also responsible for becoming familiar with their beat, including getting to know neighborhood and community-based groups and organizations and understanding crime trends and sources of criminal activity on their beat. They are charged with mobilizing and educating residents about their role in making their communities more livable, as well as garnering city and community resources to solve problems. They represent a bridge between the Department and residents in their beat; interactions with residents can strengthen or weaken that bridge, the public's trust in the Department, and ultimately, how safe residents feel in their neighborhood.

The SARA Problem Solving Process

SARA is a multi-step process that PSOs use to address issues and concerns in their beats. The SARA process emphasizes an analysis of the nature of the problem and consideration of multiple solutions before a response is implemented. An evidence-based practice used in many communities across the country, the SARA-based approach to problem solving helps officers move away from reactive and responsive policing by promoting a critical analysis of the nature, source, and potential resolution of a problem. Each step is described below:

Figure 8. The SARA Problem Solving Process



- **Scanning:** The purpose of scanning is to identify the nature of the problem, it includes scanning the physical location, as well as talking with residents, gathering information, and reviewing data to understand the source of the problem.
- **Analysis:** The purpose of analysis is to identify the range of responses that may address the source of the problem; it involves analyzing multiple sources of information, including resident information, intelligence, crime trends, and other incident data to inform the development of potential responses. It includes the articulation of project goals and measures.
- **Response:** Response is the development and implementation of a response plan, with timelines and stakeholder roles articulated.
- **Assessment:** Assessment is an analysis of whether the response was implemented as planned and whether project goals have been achieved. If goals have not been achieved, additional analysis of the sources and potential responses are conducted and response plan updated; alternatively, the project goals may be modified. Assessment is also critical to determining whether continued law enforcement resources should be dedicated to the selected project.

The SARA process may be implemented multiple times before a problem is closed. For example, an initial scan and analysis of a blighted property leads to the property being boarded up; however, an assessment indicates that people are still loitering in front of the property, which leads the PSO to complete the SARA process a second time to develop and implement an additional response given the shifting nature of the problem. Further, an officer may implement a response for several months and continue to monitor the resolution of the problem before closing it.

The Role of Neighborhood Crime Prevention Councils (NCPCs)

NCPCs are the primary forum for PSOs to collaborate with residents to identify and collaboratively solve problems in the beat. PSOs are expected to open projects on selected NCPC priorities, educate NCPCs about the crime trends and sources of criminal behavior in their neighborhoods, regularly attend NCPC meetings in their assigned beats, and update residents on their progress in solving problems.

Linkages/Collaboration with Other City Services

Effective community policing connects communities with needed city resources (e.g., Public Works, Planning, etc.) and also results in stronger partnerships between residents and local government leadership (e.g. City Council representatives), neighborhood schools, small businesses, churches, and other agencies working toward common goals. Linkages with other city services are frequently made at NCPC meetings through the Neighborhood Services Department staff and programs (in particular, the Neighborhood Services Coordinators), through the Service Delivery Systems, and through the offices of City Council members. Working

closely with Neighborhood Services Coordinators, PSOs bring together the resources and solutions to confront neighborhood problems. PSOs coordinate their efforts with the City Attorney, the Alameda County District Attorney's office, and other law enforcement agencies.

The Role of Crime Reduction Teams

The primary responsibility of Crime Reduction Teams (CRTs) is to suppress violence through proactive police work that results in the identification and arrest of individuals suspected of perpetrating serious crime. CRTs are deployed to assist PSOs with implementing law enforcement responses to identify the perpetrators of serious criminal activity and gather the information needed to successfully prosecute them. CRTs may conduct surveillance, gather intelligence through undercover operations, write warrants, and identify suspects. Because they work in teams of six or more officers, they are able to carry out law enforcement operations that a PSO cannot conduct by him or herself. CRTs gather intelligence that can lead to the identification, arrest, and conviction of robbery or burglary suspects, perpetrators of shootings or homicides, and individuals responsible for the sale of narcotics in specific locations within the neighborhood. CRTs also have a high level of flexibility in terms of their deployment: command may use the team to conduct enforcement in areas experiencing particularly high spikes in violent crime or to assist a PSO with providing a law enforcement response to help solve an open problem.

APPENDIX B: Opened and Closed Projects by Beat and Nature 2010-2013

Table 17 shows the number of opened and closed projects per beat by type (project Nature from 2010-2013).

Table 10. Counts for Open and Closed Projects, 2010-13

Project Nature	2010		2011		2012		2013
	Opened	Closed	Opened	Closed	Opened	Closed	Opened
Abandoned Auto	0	0	1	0	3	2	2
Abandoned House	0	0	4	1	6	4	3
ABC Violations	0	0	0	0	2	0	0
Alcohol	0	0	5	0	6	2	1
Assault	0	0	1	0	2	2	0
Blight	0	0	8	2	14	6	10
Burglary	0	0	6	0	16	3	7
Burglary - Locked Auto	0	0	0	0	3	0	0
Burglary - Residential	0	0	0	0	1	0	0
Calls For Service	0	0	0	0	0	0	4
Crime Prevention	0	0	0	0	0	0	1
Disturbing The Peace	0	0	12	2	4	2	3
Gang	0	0	3	0	3	3	0
Mental Health Response	0	0	0	0	1	0	1
Narcotics	1	0	33	3	56	29	15
Not Identified	0	0	7	0	13	3	14
Other	0	0	8	1	37	5	7
Prostitution	0	0	3	0	8	1	7
Robbery	0	0	9	1	8	3	10
Shootings	0	0	1	0	4	1	1
Squatters	0	0	4	0	3	3	1
Suspicious Person	0	0	0	0	1	0	0
Theft	0	0	3	0	8	1	0
Traffic	0	0	5	0	14	1	10
Vandalism	0	0	2	0	5	1	0
Weapons	0	0	0	0	1	0	1
Total:	1	0	115	10	219	72	98

Table 18 depicts the number of currently open projects by beat as of July,1 2013.

Table 11. Current Open Projects by Police Beat (As of July 1, 2013)

NCPC Beat	Open Projects	NCPC Beat	Open Projects
01X	5	19X	5
02X	4	20X	3
02Y	4	21X	1
03X	3	21Y	3
03Y	1	22X	2
04X	11	22Y	3
05X	7	23X	6
05Y	1	24X	1
06X	8	24Y	2
07X	7	25X	1
08X	6	25Y	2
09X	5	26X	2
10X	2	26Y	5
10Y	2	27X	6
11X	4	27Y	4
12X	1	28X	2
12Y	2	29X	4
13X	1	30X	5
13Y	3	30Y	4
13Z	1	31X	1
14X	4	31Y	2
14Y	2	31Z	1
15X	9	32X	10
16X	3	32Y	3
17X	5	33X	3
17Y	6	34X	8
18X	4	35X	2
18Y	4	35Y	1
		Total:	207

APPENDIX C: Measure Y Evaluation: 2012-13 Community Policing Logic Model

Resources	Activities	Outputs	Short Term Outcomes	Long Term Outcomes
<p>35 Problem Solving Officers (PSOs)</p> <p>22 CRTs</p> <p>Sergeants</p> <p>Lieutenants</p>	<p>Problem Solving Officer Primary Activities</p> <ul style="list-style-type: none"> • Problem Solving: Identification of problems through data analysis and use of software, SARA process, collaborating with NCPCs, Neighborhood Services Coordinators and other City Agencies. • Information Gathering and Solving Crimes: Patrolling the beat/gathering information and intelligence, analyzing data, investigating and solving crimes in the beat. • Community and relationship building with residents: walking/biking the beat, attending NCPC Meetings, educating residents about city and community resources. • Communicating and coordinating internally (with squad, supervisors, other OPD divisions regarding crime trends, problems, and problem solving) and externally (residents, city agencies, etc.) <p>Problem Solving Officer Secondary Activities</p> <ul style="list-style-type: none"> • Administrative work: documentation in SARA database, general paperwork, and PowerPoint development. • Assisting squad or other PSOs with 	<p># of problems opened</p> <p># of problems closed</p> <p># of problems by type/nature opened and closed</p> <p># of problems opened/closed per beat and per NCPC.</p> <p># of NCPC meetings attended</p> <p># of interactions/contacts with other city agencies to solve problems.</p>	<p>PSOs are regularly deployed to each CP and NCPC beat</p> <p>↓</p> <p>PSOs meet residents, business owners, and other key players in the beat.</p> <p>↓</p> <p>PSOs gather information about key problems in the beat through data analysis, information gathering and relationship building.</p> <p>↓</p> <p>PSOs are knowledgeable of major sources of crime, problems, assets, and stakeholders in the beat that compromise public safety and quality of life in the beat.</p> <p>↓</p> <p>PSOs regularly attend NCPC meetings and share/solicit information on crime and problems in the beat.</p> <p>↓</p> <p>Problems of significant concern to public safety and quality of life are identified and prioritized.</p> <p>↓</p> <p>PSOs use the SARA process to solve problems in collaboration with other city agencies and residents. CRTs provide targeted enforcement and violence suppression in support of PSO efforts.</p> <p>↓</p> <p>PSOs solve problems of concern to residents in the CP and NCPC beats to which they are deployed.</p>	<p>PSOs solve problems of concern to residents in the CP and NCPC beats to which they are deployed.</p> <p>↓</p> <p>Quality of life and public safety improve. Crime goes down.</p> <p>↓</p> <p>Residents feel safer.</p> <p>↓</p> <p>Residents have greater confidence, trust in, and support for police.</p> <p>↓</p> <p>Residents are knowledgeable about city resources, actively engaged in building safe communities, and bring additional resources to their neighborhoods.</p> <p>↓</p> <p>Neighborhoods are safe.</p>

	<p>law enforcement actions to solve problems.</p> <ul style="list-style-type: none"> Assisting squad on area projects that span multiple beats. Proactive police work: solving small problems, quality of life concerns, or other issues residents bring to PSO attention. Responding to other city events, protests etc. (i.e. Occupy) 			
	<p>Crime Reduction Teams (CRTs) Primary Activities</p> <ul style="list-style-type: none"> Conduct law enforcement operations to suppress violence in high crime areas in Oakland, including (surveillance, buy/bust, buy/walk, high visibility/saturation patrol) Collaborate with Criminal Investigation Division to solve crimes. Collaborate with PSOs to solve problems in high crime areas. 	<p># of operations conducted # of crimes solved through CRT action/collaboration # of PSO problems where CRT assistance was provided (opened and closed)</p>	<p>Crime trends and public safety concerns are identified. ↓ Special Resource Lieutenant prioritizes areas or projects requiring CRT deployment to address violence (shootings/homicides), narcotics, burglaries, and other significant criminal activity. ↓ CRTs are deployed to high crime areas. ↓ CRTs implement law enforcement tactics (i.e. operations, surveillance, high visibility patrol) in target areas. ↓ Evidence is gathered and perpetrators of crime and suspects are positively identified and arrested. ↓ Significant sources of criminal activity in high crime neighborhoods are interrupted and/or disrupted.</p>	<p>Significant sources of criminal activity in high crime neighborhoods are interrupted and/or disrupted. ↓ Violence (shooting/homicides) and other criminal activity in the target area decreases. ↓ Quality of life and public safety improve. ↓ Residents feel safer. ↓ Residents have greater confidence, trust in, and support for police. ↓ Neighborhoods are safe.</p>

APPENDIX D: CPNS Recommendations 2010-12

Table 12. CPNS Recommendations by Topic Area

Area	Recommendation
Coordination	Align Measure Y's community policing investment with other public safety initiatives and funding sources. (2011-2012).
Equipment	Expend Measure Y Equipment and Training funds to upgrade laptops, particularly in Area 1 and identify opportunities for external training. (2011-2012).
Information management	Continue to strengthen reporting and tracking systems, in particular the SARA database. Develop procedures and protocols for entering and closing projects into the database, including clarifying what does and does not constitute a "project." Continue to refine the system so that data entry is user-friendly and so that it has the capacity to generate meaningful reports to PSOs, their supervisors, and Department leadership. (2009-2010).
	Develop metrics for measuring CRT impact on public safety early on in the fiscal year, should the Department decide to re-deploy CRTs. (2011-2012).
Personnel/deployment	Develop Department procedures to provide consistent coverage to each beat should a temporary reassignment occur. Create a process to transfer beat information between PSOs. (2009-2010).
	Balance the need to provide PSO service to each NCPC beat with the need to respond to surges in violent crime through the deployment of Crime Reduction Teams (CRTs). (2011-2012).
	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. (2011, 7-15). Establish expectations regarding the management and supervisory role of Sergeants and Lieutenants and regularly monitor the extent to which those expectations are being met. (2011, 7-15).
PSO program management	Ensure better alignment of effort across Areas 1 and 2, particularly in relation to meeting the training needs of PSOs and provide Department-wide training in community policing and problem solving approaches. (2011-2012).
	Build on recent efforts to articulate a vision of community policing by defining the percent of effort PSOs should dedicate to each of their assigned duties. Incorporate principles of adult learning into PSO trainings and activities. Strengthen management and accountability systems for PSOs. (2009-2010). The Department should continue to monitor the evenness of program implementation across Police Service Areas and

	<p>neighborhood beats. While OPD has developed protocols and procedures to standardize the PSO program and improve accountability, it will be important to monitor their integration into the Department as the program moves into implementation. (2011, 4-15).</p> <p>Given the reduction in resources, the Department should continue to ensure that problem-solving resources are being deployed in a manner that is likely to result in reductions in crime and improvements in public safety. The re-organization of beats has resulted in a more strategic deployment of resources towards those beats that experience higher crime rates, while continuing to ensure that each beat and NCPC has PSO coverage. In addition, the Department should develop mechanisms to examine whether selected problems contribute significantly to crime in the beat and whether problem-solving strategies are likely to result in problem resolution. (2011, 4-15).</p>
<p>Training</p>	<p>Offer a PSO School annually and ensure that PSOs across the Department have access to the training topics identified through the PSO survey. (2011-2012).</p> <p>Identify funds to train PSOs, Sergeants and Special Resource Lieutenants in problem oriented policing, the SARA process, and community policing. Participation in the community oriented policing and problem oriented policing annual conferences and trainings would strengthen the Department's problem solving efforts. (2011, 7-15)</p> <p>The Department should identify a plan for ongoing professional development for PSOs and their supervisors, focused on strengthening PSO capacity to implement the SARA process and other evidence-based problem solving strategies. (2011, 4-15).</p>

APPENDIX E: NCPC Survey Respondents

Table 13. Survey Respondents by Zip Code

NCPC Respondents by Zip Code	Count	% of Total
94611	259	23%
94605	159	14%
94610	112	10%
94619	106	9%
94618	99	9%
94602	91	8%
94608	52	5%
94609	52	5%
94606	49	4%
94603	43	4%
94705	34	3%
94621	28	2%
94601	15	1%
94607	15	1%
94612	11	1%

Table 14. NCPC Respondents by Ethnicity

