

# Oakland Measure Z Policing Services

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## 2019 Annual Evaluation



**Prepared by:**

**Resource Development Associates**

**February 2020**





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## **2019 Annual Evaluation**

This report was developed by Resource Development Associates under contract with Oakland City Administrator’s Office.  
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### **About Resource Development Associates**

Resource Development Associates (RDA) is a consulting firm based in Oakland, California, that serves government and nonprofit organizations throughout California as well as other states. Our mission is to strengthen public and non-profit efforts to promote social and economic justice for vulnerable populations. RDA supports its clients through an integrated approach to planning, grant writing, organizational development, and evaluation.



## Executive Summary

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City’s Violence Prevention and Intervention Initiative, Measure Y. In its efforts to monitor and improve implementation of the policing services funded through Measure Z, the Oakland City Administrator’s Office commissioned Resource Development Associates (RDA) to conduct annual evaluations of Oakland Police Department’s (OPD’s) Measure Z activities in relation to the legislation’s objectives and the larger violence prevention and intervention goals of the City.

This report presents findings from RDA’s third annual evaluation of Measure Z-related OPD activities. The first evaluation RDA conducted in 2017 focused primarily on the progress made by OPD in the implementation of Measure Z activities, highlighting their commitment to the goals and objectives of Measure Z. The 2017 report also identified OPD’s ongoing challenges with staff retention, concerns about internal and external awareness of OPD’s community policing efforts, and unclear departmental expectations around the role of Community Resource Officers (CROs) and Crime Reduction Team (CRTs).

Building on these findings, RDA’s 2018 evaluation focused on the roles of and expectations of CROs and CRTs to achieve Measure Z objectives. The RDA evaluation team identified significant efforts by CROs to build community relationships and trust through CRO projects; strong collaboration between CROs and CRTs within areas; and the use of intelligence-led, geographic, and community-oriented policing approaches to address violent crime. Challenges with officer morale and retention as well as limitations in the availability of data hampered efforts to provide detailed information about the activities CROs and CRTs engaged in that may have contributed progress towards Measure Z goals.

This year, RDA utilized a mixed-methods evaluation design comprised of the following data sources to respond to the three evaluation questions listed below: OPD crime statistics; beat project details from OPD’s SARAnet database; turnover and retention data co-developed by RDA and OPD; a pilot time study also co-developed by RDA and OPD; focus groups; interviews; and neighborhood meeting observations.

1. What are CRT and CRO staffing levels? Do CRT and CRO staffing levels support Measure Z objectives?
2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?
3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

**The evaluation findings drawn from our evaluation activities are as follows:**



**Finding 1. OPD staffing exceeds the minimum specified in Measure Z but is below the authorized staffing level.**

As of June 2019, OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens). In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S. OPD is authorized for 792 sworn positions, and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.

**Finding 2. OPD’s staffing issues are a barrier to keeping CRO and CRT positions filled and CRO and CRT officers focused on Measure Z priorities.**

As noted above, OPD has an approximate 5% vacancy rate of its 792 authorized capacity for sworn officers. The staffing shortage impacts the Department broadly in its ability to maintain staffing of Measure Z-funded positions, to retain and recruit CRO/CRT officers, and to ensure that CRO and CRT officers’ time is focused on Measure Z priorities.

**Finding 3. Measure Z retains high-level support from OPD Leadership.**

There is broad support for Measure Z and the roles of the CROs and CRTs from OPD Leadership. Leadership understands the key role of community policing in meeting public safety objectives. This support was apparent in prior evaluations and has been sustained over time.

**Finding 4. CRO staffing is a clear OPD priority.**

OPD maintained a steady staffing rate of 96% for CRO positions between January 1, 2016 through June 30, 2019, with only 1% of the positions vacant. OPD Leadership repeatedly stressed the importance of keeping these positions filled during the interviews conducted by the RDA evaluation team.

**Finding 5. CRT vacancies are modest yet consistent in nature.**

Between January 1, 2016 and June 30, 2019, CRT positions were staffed 84% of the time. The unfilled positions for the period included vacancy (9%), CRT officer loan (5%), and Leave (2%). There was at least one CRT vacancy for most of the weeks (93%) explored.

**Finding 6. CROs and CRTs have an average tenure of two years.**

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community. The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.

**Finding 7. CRO and CRT activities are aligned with the stated objectives of Measure Z, both directly and indirectly.**

Both the pilot time study and qualitative data collected suggested that both CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives. Furthermore, CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives.



**Finding 8. The racial composition of CROs and CRTs vary by sub-group.**

Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

**Finding 9. Nascent data sources specific to CRO and CRT activities should be interpreted with caution; improvements have been made to monitor and refine this component of the evaluation.**

The evaluation team had access to some limited pilot data about CRO and CRT activities to investigate the extent to which OPD is reasonably implementing the services aligned to Measure Z objectives. However, the limited scope of the pilot and data shortcomings limit the conclusions that can be drawn from the pilot. The pilot will be refined for next year's evaluation.

**Based on these findings, RDA suggests OPD consider the following recommendations:**

**RECOMMENDATION 1. Conduct a staffing study to assess appropriate OPD staffing levels.**

OPD should consider undergoing a staffing study, conducted by experts, to identify appropriate OPD staffing levels across all positions. Staffing challenges have at times led to CROs and CRTs having less time to work in their areas and beats due to having to support other important OPD public safety objectives.

**RECOMMENDATION 2. Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.**

From January 2016 through May 2019, only 1% of CRO positions were vacant, while 9% of CRT positions were vacant, with no officer assigned to the position. While 9% is a relatively small percentage, these vacancies remained a persistent issue, as there was a least one CRT position vacant during 93% of the weeks during the study period. OPD should seek to fill CRT positions to bring them on par with the low CRO vacancy rate.

**RECOMMENDATION 3. Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities.**

Because CROs and CRTs have flex schedules,<sup>1</sup> they are utilized to support activities such as protests, Sideshow activity, and Ceasefire Operations when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects. OPD leadership reports that they are relying less

<sup>1</sup> Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.



on CROs and CRTs for these activities than in past years, and OPD should continue to explore alternative ways to staff these activities without involving CROs and CRTs.

**RECOMMENDATION 4. Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.**

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of the communities they serve. OPD leadership has already begun exploring ways to increase retention and reduce turnover in these positions and should continue to do so. One strategy that has been implemented, for instance, is asking officers during the testing they must complete to be considered for CRO positions to commit at least two years to the CRO unit -- while not a mandate, asking for this time commitment may encourage officers to remain in their roles for longer periods. OPD should consider asking for a longer commitment, since officers reported that it takes approximately two years to gain the experience necessary to be most successful in the position. OPD should also continue to ensure that CRO and CRT service benefits officers up for promotion.

**RECOMMENDATION 5. Continue to explore opportunities to measure CRT activities.**

While OPD uses the SARANet database to track problem-solving projects that CROs work on, there is no tool in place to track CRT activities. RDA worked with OPD to develop a pilot time study that examined the types of activities both CROs and CRTs engaged in over the course of one week in order to get an idea of the extent to which their daily activities were in alignment with Measure Z. OPD should consider developing a database to track CRT activities on an ongoing basis. In the interim, the Department should work with RDA to build on the Pilot Time Study in the coming year's evaluation, both by offering additional training for officers on how to complete the forms and administering the tool multiple times over the course of the next evaluation period.

**RECOMMENDATION 6. Examine mechanisms through which OPD can ensure that sworn officers are representative of the communities they serve, especially within CRO and CRT units.**

OPD data shows that the Black representation of CRO (6%) and CRT (11%) officers falls below both the OPD (17%) and the citywide (21%) representation. OPD should assess hiring and recruitment processes, especially for CRO and CRT units, and explore ways to reduce this disparity so that the Department, and especially these specialized units, are more representative of the communities they serve. The Department should also consider exploring best practices in hiring in recruitment to reduce the likelihood that unintended biases impact these processes.



## Table of Contents

Executive Summary.....	ii
I. Introduction .....	1
Background and Measure Z Objectives .....	2
Goals and Strategies of Measure Z .....	2
II. Evaluation Design and Methodology .....	5
Data Sources .....	5
III. OPD Staffing and Impacts on Measure Z Objectives .....	9
CRO and CRT Staffing Capacity .....	9
CRO and CRT Experience and Turnover .....	11
CRO and CRT Loan.....	13
CRO and CRT Unit Coordination.....	14
IV. CRO and CRT Officer Activities.....	16
CRO and CRT Activities.....	16
CRO Projects.....	18
V. Crime in Oakland .....	19
VI. Findings.....	21
Appendix A. Area Fact Sheets .....	25
Appendix B. Pilot Time Study Data Collection Tool .....	36



## I. Introduction

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City’s Violence Prevention and Intervention Initiative, Measure Y. In its efforts to monitor and improve implementation of the policing services funded through Measure Z, the Oakland City Administrator’s Office commissioned Resource Development Associates (RDA) to conduct annual evaluations of Oakland Police Department’s Measure Z activities in relation to the legislation’s objectives and the larger violence prevention and intervention goals of the City.

The purpose of the evaluation is to inform City of Oakland stakeholders of the ongoing progress of Measure Z-funded policing services. The primary focus is on the specialized units within OPD – Community Resource Officers (CROs) and Crime Reduction Teams (CRTs) – that are central to Measure Z’s community-focused violence prevention model. Table 1 below provides an overview of the report:

**Table 1. Overview of the 2019 Evaluation Report**

I. Introduction & Measure Z	The purpose of the evaluation, along with a summary of the legislation, its history, and a brief description of Measure Z policing services.
II. Evaluation Design & Methodology	The scope of the current mixed-methods evaluation design as well as a brief summary of the prior Year 1 and Year 2 Measure Z evaluations.
III. OPD Staffing & Measure Z Objectives	Discussion of OPD staffing, CRO and CRT staffing, personnel retention and turnover, and the impacts of these factors on Measure Z objectives.
IV. CRO & CRT Officer Activities	The results of a pilot time study introduced during the current evaluation cycle to better understand whether CRO and CRT activities support Measure Z objectives.
V. Oakland Crime Trends	A summary of Oakland crime statistics.
VI. Summary of Key Findings	Discussion of key findings drawn from this evaluation.





## Background and Measure Z Objectives

The Measure Y Violence Prevention and Public Safety Act of 2004 provided funding over a 10-year period to support community policing and other violence prevention services in Oakland. The key objectives of this legislation included hiring neighborhood beat officers dedicated to individual police beats; providing additional officers to support school safety, domestic violence, and child abuse intervention; and funding crime reduction teams to focus on intelligence-led policing. Other violence prevention services funded through the legislation included youth outreach counselors, after- and in-school programming for youth and children, domestic violence and child abuse counselors, and offender/parolee employment training.

## Goals and Strategies of Measure Z

Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. As shown in Figure 1 below, the legislation’s goals are to: 1) reduce violent crime, including homicides, robberies, burglaries, and gun-related violence; 2) improve emergency response times for police, fire, and other emergency services; and, 3) interrupt the cycle of violence and recidivism by investing in violence prevention and intervention strategies that support at-risk youth and young adults.

Figure 1. Measure Z Goals & Strategies

Goals	Strategies	
1) Reduce homicides, robberies, burglaries, and gun-related violence.  2) Improve police and fire emergency 911 response times and other police services.  3) Interrupt the cycle of violence and recidivism by investing in violence intervention and prevention strategies that promote support for at-risk youth and young adults.	<b>Using intelligence-led policing through Crime Reduction Teams (CRTs)</b>	CRTs are sworn officers who are strategically and geographically deployed. They investigate and respond to the commission of violent crimes in violence hotspots using intelligence-led policing.
	<b>Engaging Community Resource Officers (CROs) in problem-solving projects</b>	CROs are sworn officers who engage in problem-solving projects, attend Neighborhood Council meetings, serve as liaisons with city service teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
	<b>Preventing domestic violence and child abuse</b>	Investigators in the Special Victims Section, within the Criminal Investigation Division, are tasked with addressing domestic violence, child abuse crimes, and the commercial sexual exploitation of children.
	<b>Sustaining and strengthening Ceasefire</b>	Ceasefire officers are sworn officers who are strategically deployed to reduce shootings and homicides related to gangs/groups through intelligence-led policing initiatives. Officers communicate directly with individuals through large group meetings (“call-ins”) or through one-on-one “custom notifications.” Officers collaborate with community and law enforcement agencies.



## Key Terms

Throughout this report, there are frequent references to the terms and acronyms in the table below.

**Table 2. Definitions**

<b>Ceasefire</b>	Oakland’s Operation Ceasefire strategy is a violence reduction strategy coordinating law enforcement, social services, and the community. The major goal is to reduce gang/ group-related homicides and shootings. Ceasefire seeks to combine the community, social services, and strategic law enforcement to reduce gun violence.
<b>Community Resource Officer (CRO)</b>	Sworn officers who engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.
<b>Crime Reduction Team (CRT)</b>	Sworn officers who are strategically and geographically deployed, and who investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing.
<b>CRO Projects</b>	CRO Projects, based on the SARA (Scanning, Analysis, Response, and Assessment) model, are proactive problem-solving efforts to prevent crime before it occurs by identifying and addressing specific issues associated with criminal activity or other neighborhood public safety priorities. This is a core principle of the community policing model and an evidence-based practice implemented by OPD. CROs record information and details about their project activities in a database called SARAnet.
<b>Flex Schedule</b>	Measure Z provides OPD the flexibility to deploy CROs and CRTs as needed which sometimes requires a temporary change of schedule.
<b>Intelligence-Led Policing</b>	A law enforcement approach combining problem-solving policing, information sharing, and police accountability, with enhanced intelligence operations.
<b>Measure Z</b>	The Public Safety and Services Violence Prevention Act of 2014.
<b>Measure Z-funded Officers</b>	Measure Z-funded officers refers to Community Resource Officers (CROs) and Crime Reduction Team (CRT) officers.
<b>Neighborhood Councils</b>	Neighborhood Councils are a citywide and neighborhood-specific community policing effort that allows assigned CROs to meet regularly with local community members to hear residents’ concerns and solve problems that can lead to crime.



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**Part 1 Offenses<sup>2</sup>**

Murder, assault with a firearm, rape, robbery, and burglary.

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**Part 2 Offenses**

Simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, runaways, sex offenses, stolen property, vandalism, vagrancy, public drunkenness, and weapons offenses.

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**Patrol Area**

Oakland Police Department has subdivided the city into 5 “areas” called patrol areas. Patrol areas are different from the City Council Districts.

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**Patrol Beat**

Each patrol area is broken down into smaller areas called patrol beats. There are 35 patrol beats in Oakland, and each beat requires a CRO assignment.

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**SARAnet Database**

The SARAnet (Scanning, Analysis, Response, and Assessment) Database is a web-based data collection and reporting tool used to capture CRO projects and activities in support of OPD’s community policing efforts.

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**Special Resource Section (SRS)**

Special Resource Section consists of CROs and CRTs in each patrol area.

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<sup>2</sup> Part 1 and Part 2 crime definitions are used by OPD, the Department of Justice, the Federal Bureau of Investigation, and most police departments throughout the nation.



## II. Evaluation Design and Methodology

This report presents findings from RDA’s third annual evaluation of Measure Z-related OPD activities. The first evaluation RDA conducted in 2017 focused primarily on the progress made by OPD in the implementation of Measure Z activities, highlighting their commitment to the goals and objectives of Measure Z. The 2017 report also identified OPD’s ongoing challenges with staff retention, concerns about internal and external awareness of OPD’s community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

Building on these findings, RDA’s 2018 evaluation focused on the roles and expectations of CROs and CRTs to achieve Measure Z objectives. The RDA evaluation team identified significant efforts by CROs to build community relationships and trust through CRO projects; strong collaboration between CROs and CRTs within areas; and the use of intelligence-led, geographic, and community-oriented policing approaches to address violent crime. Challenges with officer morale and retention as well as limitations in the availability of data hampered efforts to provide detailed information about the activities CROs and CRTs engaged in that may have contributed progress towards Measure Z goals.

The current evaluation addresses questions raised in prior evaluations by collecting data from new sources that were previously unavailable, as well as analyzing updated data from existing sources. We drew from updated reported crime data, CRO project data from the SARAnet database, retention and turnover data collected from personnel records, and a pilot time study analysis of CRO and CRT officer activities to respond to the evaluation questions below (Table 3).

**Table 3. Evaluation Questions, 2019 Measure Z Evaluation**

<b>Question 1</b>	What are CRT and CRO staffing levels? Do CRT and CRO staffing levels support Measure Z objectives?
<b>Question 2</b>	What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objective?
<b>Question 3</b>	How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

### Data Sources

RDA utilized a mixed-methods evaluation design, comprised of the data sources described in this section. Qualitative data collection was used to provide insight into Measure Z implementation and outcomes and to triangulate findings with quantitative data.

**Crime Analysis.** The RDA research team downloaded weekly crime reports published by OPD that identify Part 1 crimes reported to police. Part 1 crimes, as specified by the Uniform Crime Reporting metrics,



include homicide, aggravated assault, rape, robbery, burglary, motor vehicle theft, larceny, and arson. A subset of Part 1 offenses is further classified as violent crimes which includes: homicide, aggravated assault, rape, and robbery. Weekly crime reports from January 2018 through June 2019 were analyzed to identify the total number of Part 1 and violent crimes throughout Oakland and to examine changes in the number of these offenses over time. These data were also disaggregated to identify differences in crime trends by OPD Area.

**SARAnet Data Analysis.** The SARAnet database is used by CROs to collect and track information regarding their beat projects. CROs record information into SARAnet, including the dates projects are opened and closed, location and officer information, objectives and activities towards attaining those objectives, and progress towards completion. CROs and their Sergeants are expected to update information on progress regularly. RDA created indicators for each project type and category based on project descriptors, as summarized in Table 4. Projects may be assigned multiple project types and categories.

**Table 4. SARAnet Project Coding**

Project Category	Project Type	Project Descriptor(s)
Blighted Property	Abandoned Auto	Auto, Car, RV, Bus, Vehicle, Automobile, Parking
	Abandoned House	Property, Squatter, Home, House
	Graffiti	Graffiti, Vandalism
	Other Blight	Garbage, Foliage, Blight, Dumping, Code Compliance, Littering
Encampment	Encampment	Encampment, Homeless
Nuisance	Panhandling	Panhandling, Begging, Solicitors, Petitioners
	Alcohol/Drinking	Drinking, Drunk, Alcohol, Liquor
	Other Nuisance	Loitering, Gambling, Disturbing the Peace, Nuisance, Dog Off Leash, Truancy, Suspicious Person
Public Safety	Violent Crime	Assault, Shooting, Violence, Harassment, Robbery, Battery, Terrorist Threats, Weapon
	Property Crime	Burglary, Theft, Trespassing
	Gang	Gang
	Drug	Drug, Narcotic, Dealing, Protest
	Traffic	Stop Sign, Speeding, Crosswalk, Skateboarding
	Prostitution	Prostitution, Brothel
	Other Crime	Suspicious Activity, Illegal Business, Sex Offender Registry
Other	Other	Neighborhood Watch, Calls for Service, Probation Compliance, Mentoring, Training, Reading

Data were collected for all projects that were open as of January 2018 and all new projects opened between January 2018 and July 2019. These data were used to examine the number and types of projects



CRO officers worked on during that time as well as time to completion. Data were evaluated at the department, area, and beat level.

RDA identified a number of open projects for which no completion date was available. Based on standard practice for CRO project closure, any project open for more than two years was assumed to be complete. As a result, fourteen projects that were open for more than two years prior to January 2018 with no close date were dropped from the analysis. An additional 32 projects did not indicate project close dates and remained open more than two years over the course of the analysis period. These additional 32 projects are included as closed in this analysis, but were not used in the calculation of time to project completion.

**Turnover and Retention Analysis.** Qualitative data collection from the 2018 evaluation indicated a number of challenges in attaining Measure Z objectives related to OPD staffing as well as retention and turnover of CRO and CRT staff. However, quantitative data were not available at that time to examine these qualitative findings. As part of the 2019 evaluation, RDA worked with OPD to collect data on the dates CRO and CRT officers began their assignments, the dates they started with OPD, and weekly data indicating if each officer was active in their assigned beat. Weekly data also included an indication if the officer was on leave (e.g., medical leave, family leave, vacation) or on loan to another unit within OPD. RDA analyzed the data to analyze the extent to which CRO and CRT officers carried out their intended assignments. These data were also used to identify officer demographic characteristics for comparison with the area and beats they served.

RDA also reviewed OPD staffing reports that summarize department staffing levels, including new hires and officers leaving OPD. These data were used to identify department-wide staffing trends and their potential relationships with Measure Z objectives.

**Pilot Time Study.** RDA worked with OPD to develop a pilot time study to examine the types of activities CRO and CRT officers engage in over the course of a particular week. This study was designed both to provide preliminary data for the 2019 evaluation and to provide a trial run prior to potential full implementation as part of the 2020 evaluation.

Over the course of one week between August 19 and August 23, CROs, CRTs, and their Sergeants were asked to complete a data collection sheet indicating the following:

- Activity start time
- Activity end time
- Activity Location
- Activity description(s)
- Measure Z objective(s)
- Internal/external collaboration

Additional details are available in the data collection tool and officer guidance provided in Appendix B. Officers and Sergeants were asked to complete a data collection sheet for each activity they worked on



throughout the week. These data were collected, entered, and analyzed by the RDA team. These data were used to identify the amount of time officers devoted to each type of activity and Measure Z objective, and to determine the amount of time CROs and CRTs spent within their assigned area or beat.

**Focus Groups and Interviews.** In August and September of 2019, RDA conducted a total of three focus groups comprised of ten CROs, ten CRTs, and nine Sergeants<sup>3</sup> to learn more about the day-to-day operations of CROs and CRTs and their direct supervisors. The information obtained through focus groups is presented throughout this document to provide qualitative dimensions to the other data sources described above. RDA’s focus group protocol provided an opportunity for officers to share information about their individual motivations for seeking a CRO/CRT position, the extent to which their activities contribute to Measure Z objectives, the nature of the collaboration between CROs and CRTs, as well as their perceived challenges in the greater context of contributing to the reduction of crime across Oakland.

**Leadership Interviews.** RDA conducted five individual interviews with OPD leadership staff to provide insight into facilitators and barriers in Measure Z implementation, OPD priorities, and specific details related to findings from the 2017 and 2018 evaluations. Leadership interviews ranged from the Assistant Chief to lieutenant levels.

**Neighborhood Meeting Observations.** Members of the RDA research team attended and observed two Neighborhood Crime Prevention Council (NCPC) meetings. Using an observation data collection tool, observers documented environmental details, OPD and public attendance, topics and nature of discussion, and progress towards Measure Z objectives.

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<sup>3</sup> During the Sergeant focus group, representatives from one area were not available. A follow-up focus group with these individuals was conducted in September 2019.

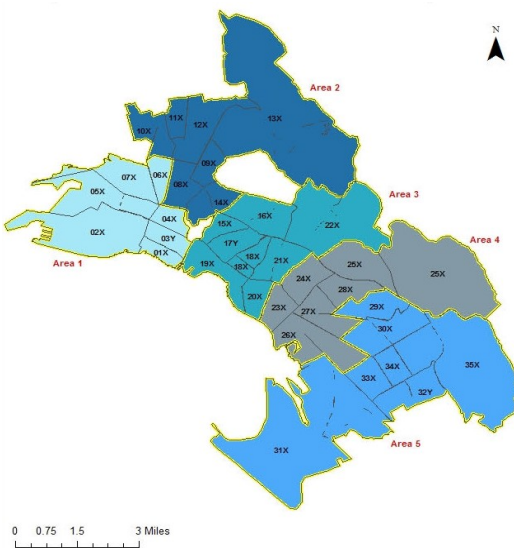


### III. OPD Staffing and Impacts on Measure Z Objectives

As of June 2019,<sup>4</sup>OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens).<sup>5</sup> In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S.<sup>6</sup> OPD is authorized for 792 sworn positions,<sup>7</sup> and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.

#### CRO and CRT Staffing Capacity

**Figure 2. Oakland Police CRO and CRT Staffing, Areas and Beats**



**Oakland is comprised of 35 beats across 5 areas. CROs are assigned to individual beats and CRTs are assigned to areas that are made up of multiple beats.**

**Community Resource Officer (CRO)**

Sworn officers who engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel.

**Crime Reduction Team (CRT)**

Sworn officers who are strategically and geographically deployed, and who investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing.

OPD serves an area of 78 square miles with a racially and ethnically diverse population of approximately 429,000.<sup>8</sup> Oakland consists of 35 police beats across five police areas as shown in Figure 2. Eight CRT positions are assigned to each of the five police areas for a total of forty CRT officers. As described above, CRT officers are strategically and geographically deployed to investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing. Each police beat has a

<sup>4</sup> Monthly Staffing Report - August 2019

<sup>5</sup> Federal Bureau of Investigation. (2017). 2017 Crime in the United States.

<sup>6</sup> *Crime Analysis: Number of UCR Part 1 Violent Crimes per Officer – 2018*, Oakland Police Department Crime Analysis Section

<sup>7</sup> Oakland Police Department Approved Fiscal Year 2018-19 Budget

<sup>8</sup> U.S. Census Bureau. (2018). QuickFacts Oakland City, California.

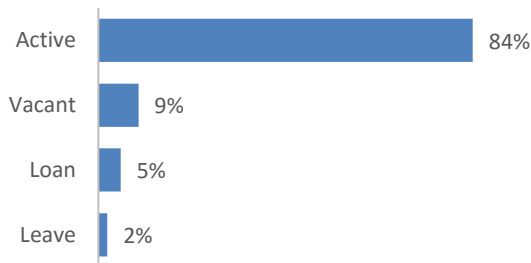




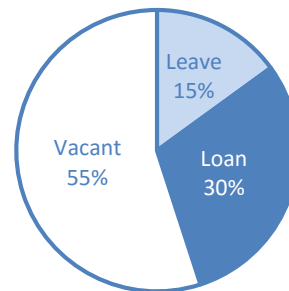
designated CRO who is expected to engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel. OPD is expected to staff 35 CRO officers, with one CRO per police beat.

OPD Leadership expressed that the Department continues to experience challenges hiring and graduating a sufficient number of officers in the Oakland Police Department Academy to accommodate vacancies left by attrition, particularly retirement. Monthly staffing reports indicate that OPD staffing has plateaued, increasing by only five officers since 2017. The frequency of significant events such as music festivals, sporting events, and protests create high demands for patrol officer resources. To ensure timely response to emergency calls for service and other public safety concerns, OPD prioritizes staffing patrol officer positions before staffing specialized units such as the CROs and CRTs. **As such, there are a limited number of OPD officers available to fill vacancies in these units, particularly CRTs.**

**Figure 3. Weekly CRT Assignments**  
(January 2016 – May 2019)

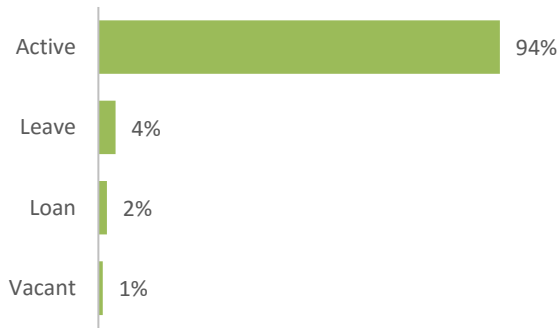


**Figure 4. Reasons CRTs Not Assigned**  
(January 2016 – May 2019)

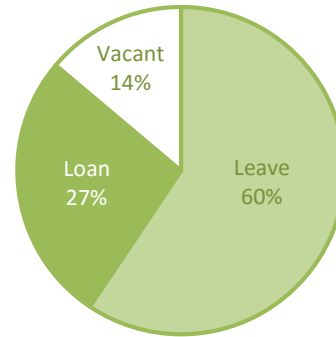


On average, OPD has maintained 33 CRT officers at a given time. Figure 3 illustrates the percentage of time between January 2016 and May 2019 for which the 40 CRT positions were filled with an officer that was available in the position compared to the amount of time the assigned officer was on loan to another department, was on personal leave, or in which the position was unassigned. On average, 9% of CRT positions were vacant, indicating that no officer had been assigned to that position. While a small percentage, this is a persistent issue with 93% of the weeks during this time period having at least one CRT position vacant. When CRTs positions were not filled, the primary reason was vacancy (55%), as shown in Figure 4.

**Figure 5. Weekly CRO Assignments**  
 (January 2016 – May 2019)



**Figure 6. Reasons CROs Not Assigned**  
 (January 2016 – May 2019)



While OPD has experienced challenges staffing the CRT position, the Department prioritizes filling all CRO positions to ensure that CROs are available for each beat. CROs play a critical role in achieving both OPD and Measure Z specific objectives. To accomplish these objectives, OPD strives to ensure that all OPD beats maintain an assigned and available CRO to:

- build positive relationships and trust with the communities they serve;
- develop a deep understanding of the beat and its crime and quality of life issues; and,
- to provide a consistent and accessible representative to hear and respond to citizen concerns.

“You want CROs to be at the forefront of creating relationships with the community and having dialogue with people who don’t traditionally trust law enforcement, in a problem-solving way.”

-OPD Leadership

As shown in Figure 5, OPD maintained an average of 94% of their capacity of CROs actively assigned in their beats over the course of the study period. On average, only 1% of CRO positions were unassigned because the position was vacant. When CROs were not active in a beat, the primary reason was personal leave (60%) as shown in Figure 6.

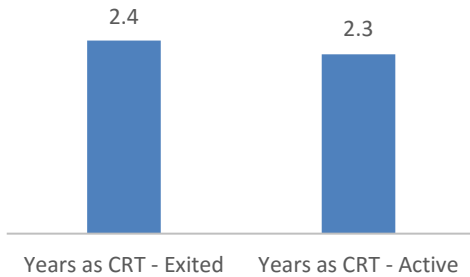
### CRO and CRT Experience and Turnover

A key contributor to vacancies in the CRO and CRT positions is officer turnover in which officers leave the Department or are permanently reassigned to other units. **CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community.** Prior RDA evaluations of Measure Z implementation consistently identified challenges with turnover of CRO and CRT officers. Both the CRO and CRT positions require the development of specialized skills and a deep knowledge of the area and beat, which can only be gained through experience. Figure 7 and Figure 8 illustrate the average tenure of CRO or CRT in years for those

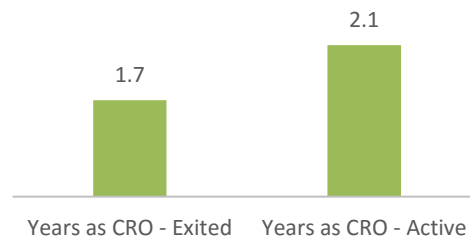


who have left that position (exited) and those who were in the position as of the end of the study period (active).

**Figure 7. Officer Tenure in CRT Position**  
(January 2016 – May 2019)



**Figure 8. Officer Tenure in CRO Position**  
(January 2016 – May 2019)



Information about the demands of the CRO and CRT roles gathered through interviews with OPD Leadership suggest two years as the minimum amount of time necessary for an officer to develop a thorough understanding of the CRO/CRT role and the community. Both CROs and CRTs have an average tenure of approximately two years in their roles. Factors that contribute to shorter tenures range from individual work preferences to officers’ broader career trajectory with OPD. For example, officers with families and young children may prefer more stable schedules, despite receiving additional compensation for flex scheduling that demands longer shifts more frequently. OPD Leadership also indicated that a challenge with the CRO/CRT position is the inability to mandate a minimum amount of time that an officer must commit to the position prior to requesting reassignment. The underlying reasons why officers pursue the CRO/CRT role vary; for some the role is perceived as a planned career ladder while for others it is perceived as limiting.

“[I]f you have a family and you are flexed to work more hours than you anticipated for, you then end up having to call the day care and plan accordingly.”

-CRT Focus Group Participant

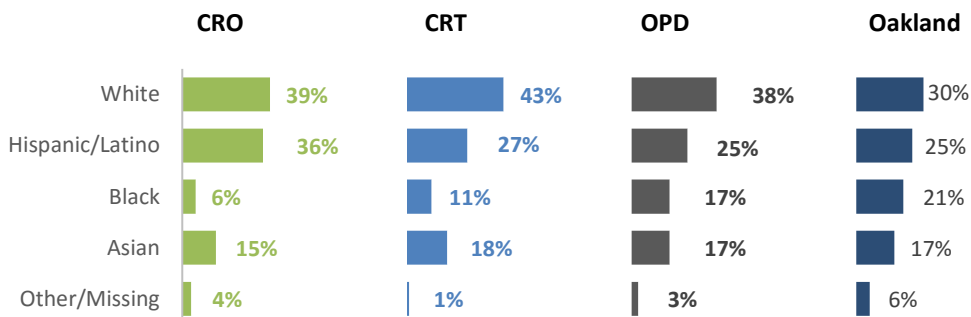
Focus group and interview participants foreshadow other possible positive aspects of CRO and CRT positions that might be underrepresented in our analysis of staff recruitment and retention that warrants a more formal process to understand. For example, one CRT shared that professional development is one way to counter the known stressors of the position: *“One of the positives is that we get extra training once a month and workouts which is definitely an incentive over patrol ... CRTs get to do trainings—hence outweighing the pros to meet the cons.”*

The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.



CRO and CRT officers rely on relationships across the community to effectively serve Oakland’s racially and ethnically diverse population. In addition to time in the community fostered by long tenures within a given beat or area, relationships with the community can be improved through ensuring a police force that is representative of the population. Figure 9 below depicts the racial composition of CRO and CRT officers compared to the Department at large, and to citywide averages.<sup>9</sup> Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

**Figure 9. Racial and Ethnic Make Up of Officers Compared to Oakland<sup>10</sup>**



### CRO and CRT Reassignments

Because of patrol staffing limitations, **OPD staff at all levels indicated that the Department relies heavily on assigned CROs and CRTs to step in and support OPD objectives, even when those objectives do not necessarily align with their roles and responsibilities as specified in the Measure Z legislation.** According to one person RDA interviewed from OPD Leadership, the unpredictable nature of urgent staffing calls exasperates known staff shortages: *“It is just tough. I think resources are a big component of it. Something could pop up at any second. Not just CROs and CRTs are impacted.”*

*“[CROs] have a role in if they hear a Priority 1 call in which there is a crime in progress and patrol is occupied, my expectation is that they will break from what they are doing to help. We all have the same patch on our shoulder.”*

-OPD Leadership

<sup>9</sup> Following up on the SSOC’s request, OPD connected with City Personnel and the Asian Officers Association to see if it is possible to break down the race/ethnicity data, particularly the “Asian” category, in more detail, and was informed that it is not possible.

<sup>10</sup> OPD Demographic information drawn from:

<http://www2.oaklandnet.com/oakca1/groups/police/documents/report/oak071502.pdf>



Because CROs and CRTs have flex schedules,<sup>11</sup> they are utilized to support activities such as Ceasefire Operations, Sideshow activity, and protests when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects.<sup>12</sup>

As shown in Figure 3 and Figure 5 in the previous section, CRO and CRTs officers on average spent only two to five percent of their time on loan to another unit. Although officers may be asked to support additional OPD activities and objectives while not officially loaned to another unit, OPD Leadership indicated that within the last year, the Department has begun to incorporate different internal strategies to keep CROs and CRTs on assignment: *“For the most part folks want to work CRO, CRT. It’s bringing prestige [...] CRT and CRO don’t always have to be the “go-to crew.” There are ways to bump up manpower without going to them. We have a big event this weekend. Thankfully we didn’t switch their days. We have a mandatory team, 8 or 9 teams for sideshows. Why can’t we have the same number of teams for events that are coming up instead of saying all the CROs and CRTs are going to work it? This year we have the mandatory teams to work the sideshows, and my guys love it. We’ve passed that burden on to [the rest of the Department].”*

### CRO and CRT Unit Coordination

OPD Leadership indicated that vacant positions and requirements to support other OPD efforts impacts the ability of officers to do their assigned CRO/CRT jobs, particularly long-term investigations, and their ability to maintain a presence for lasting impact on intervention efforts. In addition, Sergeants provide support to their CRO and CRT officers in the field to offset these staff vacancies and absences, decreasing their time available to provide effective supervision. To address these challenges, SRS units – which consist of the CRO and CRT units – work together as an effective team to maximize their impact on violent crime and their ability to address Measure Z objectives.

*“CROs, CRTs, they make things work . . . They’re the backbone. They do it all. They know who people are and what is happening in their area.”*

-OPD Leadership

**CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives.** CROs and CRTs within each area work together coordinating activities, sharing intelligence, and utilizing specialized knowledge and skills to maximize impacts on violent crime reduction objectives. Both CROs and CRTs expressed a strong sense of collaboration and coordination within their areas. Figure 10 illustrates the percentage of time CRO and CRT officers spent collaborating with other

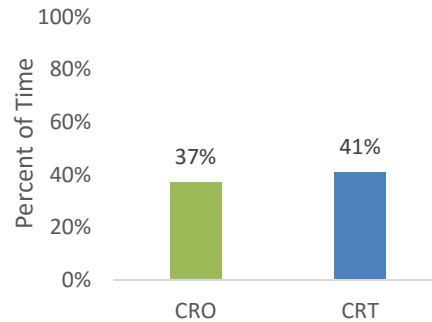
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<sup>11</sup> Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.

<sup>12</sup> CROs and CRTs can be assigned to support other OPD objectives and activities as described here without being placed on loan to another unit. As such, these officers are reflected as “Active” in Figure 3.

members of the SRS in their area during the week of the pilot time study. CROs and CRTs spent approximately 40% of their time working together with one or more SRS officers.

**Figure 10. Percent of CRO/CRT Time Spent in Collaboration with Area SRS, Based on Time Study Results**



Through relationships developed with community members, CROs provide CRTs with valuable information and intelligence to support investigations. CROs also support CRTs during operations in the area. CRTs assist CROs with the investigation of specific individuals or groups associated with crime problems in the beat that impact public safety and quality of life. By coordinating activities and sharing intelligence, CROs and CRTs work together as a unit to achieve Measure Z objectives of violence reduction that would be difficult to accomplish by a single officer.

In addition, CROs and CRTs coordinate with other OPD units, external law enforcement departments, and other city agencies to accomplish Measure Z objectives in their areas. Both CROs and CRTs identified that they frequently collaborate with others outside of their area to address factors that impact crime within their area. CROs and CRTs build and utilize relationships with these external resources to support investigations, operations, and actions to address CRO and CRT projects. Results of the pilot time study indicated that 13% of CRO time and 20% of CRT time is spent in collaboration with external units, departments, or agencies.

CROs cited coordination with OPD’s Traffic Division and Oakland’s Public Works Department to address quality of life and code enforcement concerns identified by community members as well. During observations of neighborhood committee meetings, CROs recommended that citizens contact Oakland’s 311 system to report quality of life issues and concerns and provided contact information for city departments. CROs also recommended that citizens identify such issues to the CROs, who can help to coordinate the resolution of community problems that affect public safety.

CRTs coordinate extensively with OPD units, including Ceasefire, Criminal Investigation Division, and Homicide as well as CRTs in neighboring areas to address violent crime in their areas. CRTs highlighted that criminal activity does not stop at the area boundary, and partnership with other OPD officers support intelligence sharing and operations coordination. Similarly, CRTs provided examples of work with other



local law enforcement agencies investigating and apprehending offenders from locations outside of the city. Coordination and collaboration with external units, departments, and agencies supports CROs and CRTs in achieving Measure Z objectives.

## IV. CRO and CRT Officer Activity

Measure Z specifies three key objectives that emphasize OPD's role in violent crime reduction, and a number of activities for both CROs and CRTs to accomplish those objectives, described in Section I of this report. Results of the time study pilot indicated that 85% of CRT time and 62% of CRO time was spent on activities directly related to achieving Measure Z objectives, including intelligence-led policing, geographic/hotspot policing, violence reduction, improved 911 response time, intervention targeting at-risk youth, Ceasefire operations, and community policing.

**Both the pilot time study and qualitative data collection suggested that CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives.** CRTs are assigned to specific areas and CROs are assigned to specific beats to allow officers to develop specialized knowledge of the location, its crime problems, and its citizens. This geographic focus facilitates intelligence-led policing efforts that require information gathering and analysis. OPD Leadership cited that intelligence-led policing was central to all roles at OPD, while both CROs and CRT officers suggested that they use intelligence-led policing on a daily basis to support their work. Both are critical to the work CROs and CRTs do to achieve the Measure Z objective of violent crime reduction. OPD Leadership also identified the use of intelligence-led policing, in coordination with procedural justice training, as having a positive impact on reducing unnecessary stops.

CROs and CRTs also play a significant role in achieving the other stated goals of Measure Z, including efforts to interrupt the cycle of violence for at-risk youth and young adults and efforts to improve emergency response times for calls for service. OPD as a department, including the CRTs, utilize the Ceasefire strategy. In particular, CRTs use custom notifications to reach out to young individuals associated with or at risk of association with crime to warn of the risks of criminal involvement and provide connections to resources that can assist them to avoid criminal influences. CRTs and OPD Leadership cited custom notifications as a successful intervention for at-risk youth and young adults, particularly those with gang involvement. In addition, OPD Leadership suggested that the efforts of CROs and CRTs to address crime reduce calls for service, which allows patrol officers to focus on providing rapid response to emergency calls.

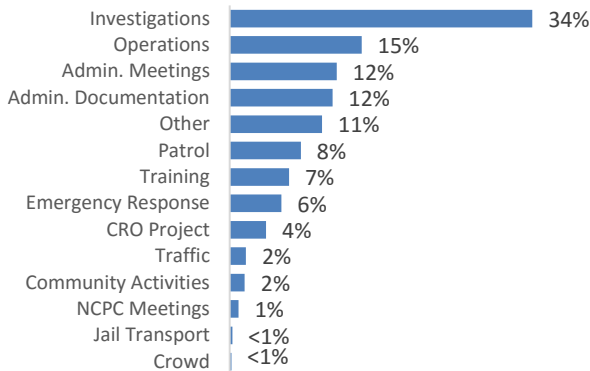
### CRO and CRT Activities

CROs and CRTs utilize a broad range of activities in the course of their work to accomplish Measure Z objectives. The results of the pilot time study revealed that both CROs and CRTs engage in a number of different activities over the course of a typical week. Figure 11 and Figure 12 illustrate the percentage of



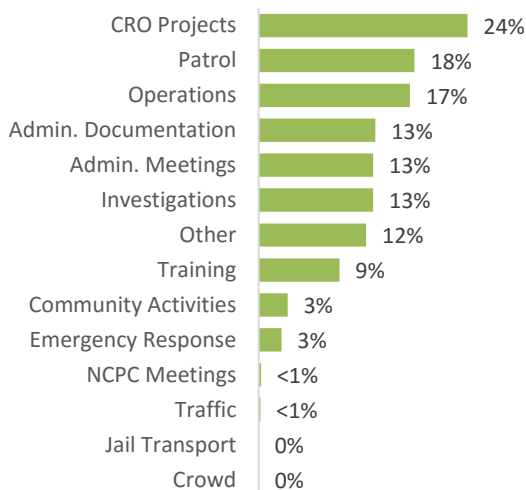
CRO and CRT time that was used on each type of activity.<sup>13</sup> Criminal investigation and operations were the activities most frequently engaged in by CRTs, while CROs focused on CRO projects, patrol, and investigations. Both CROs and CRTs indicated that a notable proportion of their time was spent in administrative meetings and administrative documentation.

**Figure 11. Percentage of CRT Time, by Activity [Pilot Time Study]**



Consistent with their role in violent crime intervention, investigations and operations comprised the largest percentage of CRT time in the study. This is in line with the description of day-to-day activities identified by CRT officers and Sergeants. Similarly, CRO projects and patrol were the most frequent activities for CRO officers, consistent with their role in problem solving and building relationships within the community. Both CROs and CRTs indicated approximately 12%-13% of their time involved administrative documentation and/or administrative meetings. OPD indicated that these activities may be directly related to CRO and CRT projects.

**Figure 12. Percentage of CRO Time, by Activity [Pilot Time Study]**



<sup>13</sup> Note that a CRO/CRT may be engaged in more than one activity at a given time, in which case the CRO/CRT’s time would be counted towards all applicable activities. In some instances, a CRO/CRT did not indicate that their time was used to achieve any of the activities identified.





Notably, CRO officers also indicated that 17% of their time involved operations and 13% involved investigations. This may correspond to the assertion from CROs and Sergeants that CRO officers often support CRT operations in their areas. They further suggested that **the amount of time CROs spend supporting other OPD objectives, including CRT operations, leaves less time to devote to their CRO projects for the community.**

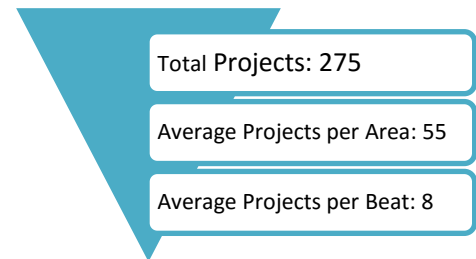
“[It is] hard to spend time on projects when [you are] pulled onto a surveillance operation or homicide/shooting. That is three days not to work on a project, and just being in [the] area would help solve an issue, but you get pulled . . . . [You] may only have a couple of hours that week to try and do something.”

-CRO Focus Group Participant

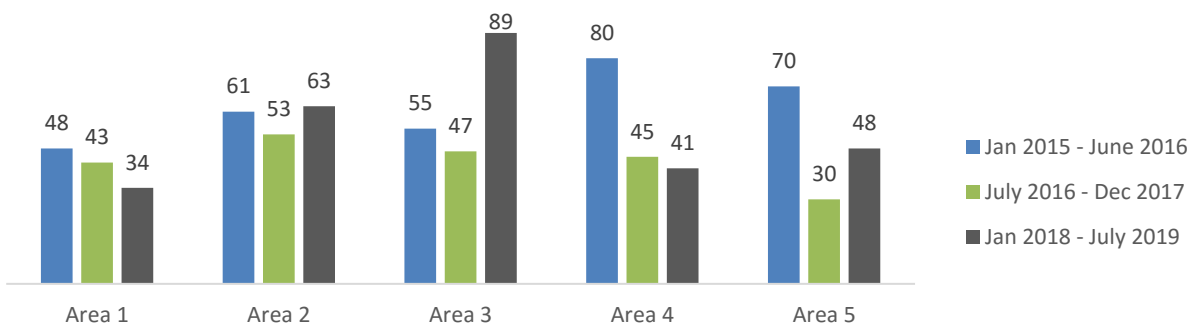
### CRO Projects

Between January 2018 and July 2019, CROs worked on 275 projects, of which 167 (61%) were new projects opened during the evaluation period. This is greater than the number of projects (218) that were worked on in the year and a half prior (July 2016 – December 2017) to the current evaluation period, and less than the number of projects (314) worked on in the year and a half prior to that (January 2015 – June 2016). Figure 14 below illustrates the number of projects open across each Area during these time periods.<sup>14</sup>

**Figure 13. CRO Projects (Jan 2018 – July 2019)**



**Figure 14. Project by Area, Over Time**

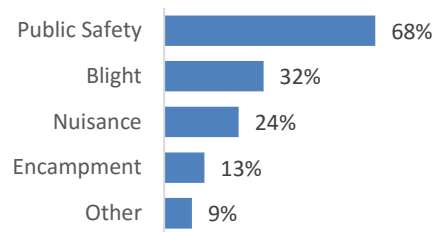


<sup>14</sup> While the Year 2 Measure Z Evaluation found that Areas with more crime had fewer projects, and Areas with less crime had greater numbers of projects, this trend was not apparent during the current evaluation period. Area 1 did have the most crime and fewest projects; however, Areas 2 and 4, which had the least crime, did not have the highest number of projects.



CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CRO projects may address one or more of the categories indicated in **Error! Reference source not found.** Of the 275 projects open during the current reporting period, the majority (68%) were directly related to addressing a specific public safety issue such as drug or gang activity.

Figure 15. CRO Projects, by Category



Consistent with neighborhood council meeting observations and focus groups with CROs and their Sergeants, many CRO projects are associated with quality of life issues identified by the community. During the study period, 32% of CRO projects involved addressing blight, often associated with abandoned automobiles or the areas around homeless encampments. Nuisance concerns, often involving loitering, were a component of 24% of CRO projects. CRO officers work with external agencies and departments, particularly Oakland Public Works, to address such quality of life concerns identified by area citizens. Nine percent of CRO projects included other activities such as reducing calls for service, setting up neighborhood watches, and providing education and training for crime prevention. Through CRO projects, CROs utilize their available time to address the concerns of the community to improve public safety and achieve Measure Z objectives of violence prevention.

## V. Crime in Oakland

The focus of the 2019 evaluation was to provide an in-depth analysis of key issues identified in prior evaluations related to CRO and CRT staffing, the impact on CRO and CRT activities, and the relationship with Measure Z objectives. The work that CROs and CRTs do is also situated in the larger context of crime patterns in Oakland. This section summarizes crime trends over the course of the evaluation period between January 2018 and June 2019. Interviews and focus groups with OPD staff at all levels suggested a strong understanding of crime problems in their respective beats and areas. Between January 2018 and June 2019, Oakland experienced 21,741 Part 1 crimes of which approximately 6,932 (32%) were violent crimes. Overall, Part 1 crimes were almost evenly distributed across area with the lowest percentage in Area 2 (17%) and the highest percentage in Area 1 (23%). However, violent crimes were notably lower in Area 2 (11%) compared to other areas (20-26%).



**Figure 16. Crime in Oakland, by Area (January 2018 – June 2019)**

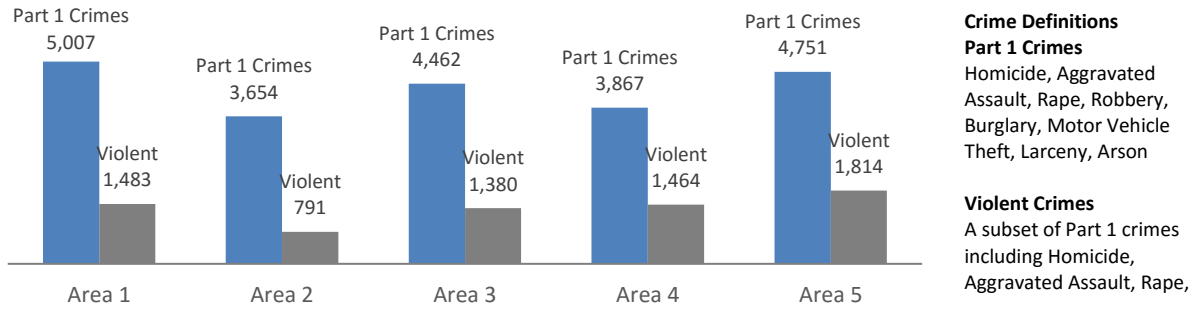
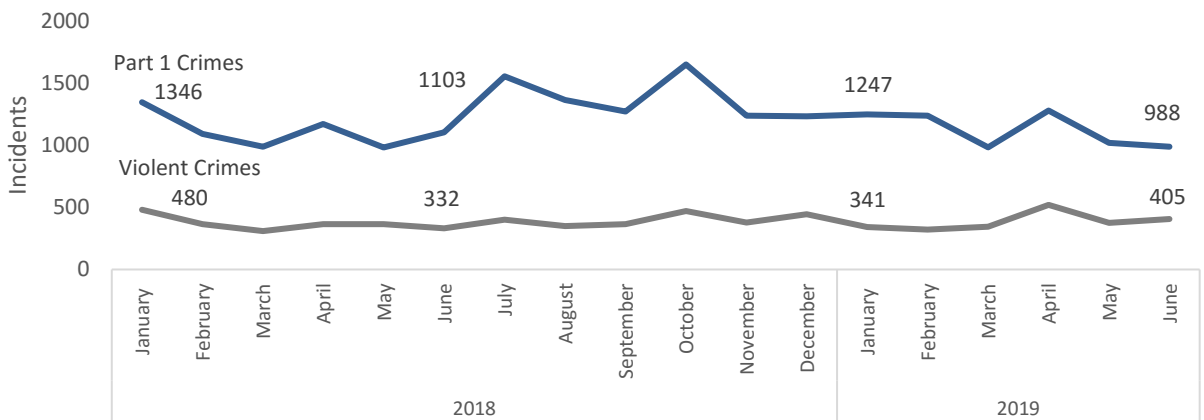


Figure 17 depicts Part 1 crimes that occurred in Oakland between January 2018 – June 2019. The instances of violent crimes remained relatively stable even as Part 1 crimes fluctuated, ultimately declining over the 18-month period.

**Figure 17. Part 1 Crime Trends in Oakland, January 2018 – June 2019**





## VI. Key Findings

The key findings from this evaluation are presented below:

**Finding 1. OPD staffing exceeds the minimum specified in Measure Z but is below the authorized staffing level.**

As of June 2019, OPD employed 749 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation. However, there are fewer sworn officers per citizen in Oakland (one sworn officer per 573 citizens) than the national average (one sworn officer per 417 citizens). In addition, the rate of Part 1 Violent Crimes per Officer in Oakland, at about 7.5 violent crimes per officer, is the highest among the top 50 cities across the U.S. OPD is authorized for 792 sworn positions, and the approximate 5% vacancy rate across the Department contributes to the staffing tensions that OPD manages as it executes the prescribed objectives of Measure Z.

**Finding 2. OPD's staffing issues are a barrier to keeping CRO and CRT positions filled and CRO and CRT officers focused on Measure Z priorities.**

As noted above, OPD has an approximate 5% vacancy rate of its 792 authorized capacity for sworn officers. The staffing shortage impacts the Department broadly in its ability to maintain staffing of Measure Z-funded positions, to retain and recruit CRO/CRT officers, and to ensure that CRO and CRT officers' time is focused on Measure Z priorities.

**Finding 3. Measure Z retains high-level support from OPD Leadership.**

There is broad support for Measure Z and the roles of the CROs and CRTs from OPD Leadership. Leadership understands the key role of community policing in meeting public safety objectives. This support was apparent in prior evaluations and has been sustained over time.

**Finding 4. CRO staffing is a clear OPD priority.**

OPD maintained a steady staffing rate of 96% for CRO positions between January 1, 2016 through June 30, 2019, with only 1% of the positions vacant. OPD Leadership repeatedly stressed the importance of keeping these positions filled during the interviews conducted by the RDA evaluation team.

**Finding 5. CRT vacancies are modest yet consistent in nature.**

Between January 1, 2016 and June 30, 2019, CRT positions were staffed 84% of the time. The unfilled positions for the period included vacancy (9%), CRT officer loan (5%), and Leave (2%).



**Finding 6. CROs and CRTs have an average tenure of two years.**

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of community. The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model.

**Finding 7. CRO and CRT activities are aligned with the stated objectives of Measure Z, both directly and indirectly.**

Both the pilot time study and qualitative data collected suggested that both CRTs and CROs utilize intelligence-led policing and geographic policing strategies to achieve Measure Z objectives. Furthermore, CRO projects address a variety of issues, including quality of life, public safety, and community relationship building. CROs and CRTs successfully pool staff, resources, and expertise within their areas to support the Measure Z objectives.

**Finding 8. The racial composition of CROs and CRTs vary by sub-group.**

Representation of Asian officers among the CRO and CRT cadres mirror that of OPD and the City. The proportion of White and Hispanic/Latino officers is higher among the CRO and CRT officers compared to their respective OPD and citywide compositions. The most notable difference in parity is among Black officers, where the representation of CRO and CRT officers falls below both the OPD and the citywide representation.

**Finding 9. Nascent data sources specific to CRO and CRT activities should be interpreted with caution; improvements have been made to monitor and refine this component of the evaluation.**

The evaluation team had access to some limited pilot data about CRO and CRT activities to investigate the extent to which OPD is reasonably implementing the services aligned to Measure Z objectives. However, the limited scope of the pilot and data shortcomings limit the conclusions that can be drawn from the pilot. The pilot will be refined for next year's evaluation.



## VII. Recommendations

### **RECOMMENDATION 1. Conduct a staffing study to assess appropriate OPD staffing levels.**

OPD should consider undergoing a staffing study, conducted by experts, to identify appropriate OPD staffing levels across all positions. Staffing challenges have at times led to CROs and CRTs having less time to work in their areas and beats due to having to support other important OPD public safety objectives.

### **RECOMMENDATION 2. Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.**

From January 2016 through May 2019, only 1% of CRO positions were vacant, while 9% of CRT positions were vacant, with no officer assigned to the position. While 9% is a relatively small percentage, these vacancies remained a persistent issue, as there was a least one CRT position vacant during 93% of the weeks during the study period. OPD should seek to fill CRT positions to bring them on par with the low CRO vacancy rate.

### **RECOMMENDATION 3. Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities.**

Because CROs and CRTs have flex schedules,<sup>15</sup> they are utilized to support activities such as protests, Sideshow activity, and Ceasefire Operations when sufficient numbers of patrol officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects. OPD leadership reports that they are relying less on CROs and CRTs for these activities than in past years, and OPD should continue to explore alternative ways to staff these activities without involving CROs and CRTs.

### **RECOMMENDATION 4. Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.**

CROs and CRTs have an average of two years in their positions, which may cause challenges in the development of position-specific skills and knowledge of the communities they serve. OPD leadership has already begun exploring ways to increase retention and reduce turnover in these positions and should continue to do so. One strategy that has been implemented, for instance, is asking officers during the

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<sup>15</sup> Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.



testing they must complete to be considered for CRO positions to commit at least two years to the CRO unit -- while not a mandate, asking for this time commitment may encourage officers to remain in their roles for longer periods. OPD should consider asking for a longer commitment, since officers reported that it takes approximately two years to gain the experience necessary to be most successful in the position. OPD should also continue to ensure that CRO and CRT service benefits officers up for promotion.

**RECOMMENDATION 5. Continue to explore opportunities to measure CRT activities.**

While OPD uses the SARANet database to track problem-solving projects that CROs work on, there is no tool in place to track CRT activities. RDA worked with OPD to develop a pilot time study that examined the types of activities both CROs and CRTs engaged in over the course of one week in order to get an idea of the extent to which their daily activities were in alignment with Measure Z. OPD should consider developing a database to track CRT activities on an ongoing basis. In the interim, the Department should work with RDA to build on the Pilot Time Study in the coming year's evaluation, both by offering additional training for officers on how to complete the forms and administering the tool multiple times over the course of the next evaluation period.

**RECOMMENDATION 6. Examine mechanisms through which OPD can ensure that sworn officers are representative of the communities they serve, especially within CRO and CRT units.**

OPD data shows that the Black representation of CRO (6%) and CRT (11%) officers falls below both the OPD (17%) and the citywide (21%) representation. OPD should assess hiring and recruitment processes, especially for CRO and CRT units, and explore ways to reduce this disparity so that the Department, and especially these specialized units, are more representative of the communities they serve. The Department should also consider exploring best practices in hiring in recruitment to reduce the likelihood that unintended biases impact these processes.



## **Appendix A. Area Fact Sheets**

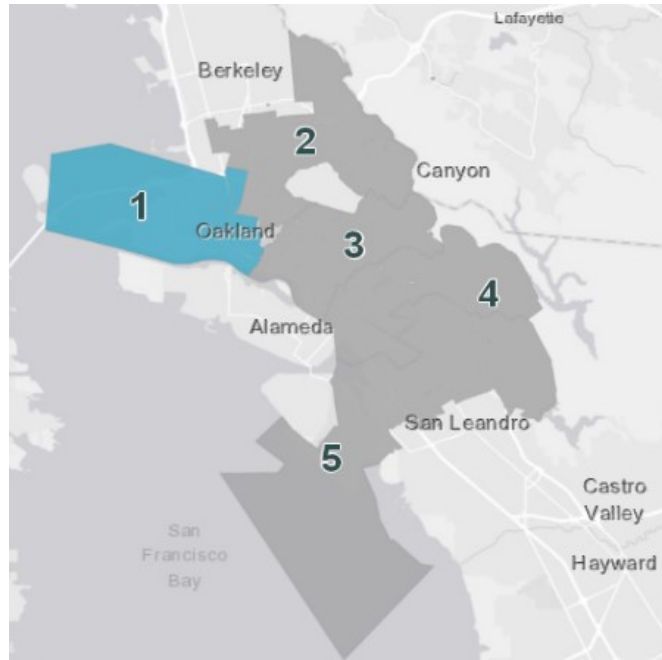
The following pages highlight data profiles by area.





## DATA PROFILE

### AREA 1: DOWNTOWN & WEST OAKLAND



## Community Resource Officers (CRO)

**CRO Assignments:** 96%

**Top 3 SARAnet Projects:**

- Crime (50%)
- Blight (41%)
- Encampment (32%).

**SARAnet Projects**

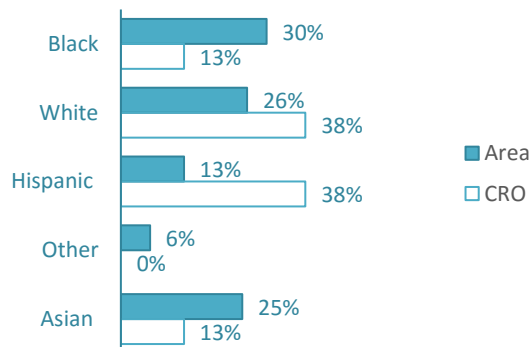
- Total Projects: 34
- New Projects: 16
- Closed Projects: 41%
- Average time in days: 318 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

### CRO Assignments (% of Time)



### Comparison of Racial/Ethnic Make Up of CROs/Area



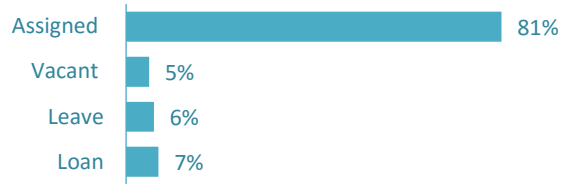


## Crime Reduction Teams (CRT)

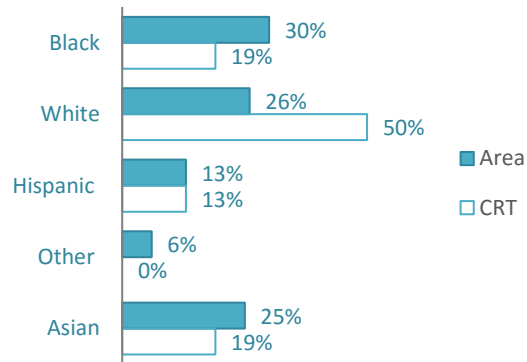
**CRT Availability:** 81%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

### CRT Assignments (% of Time)



### Comparison of Racial/Ethnic Make Up of CRTs/Area

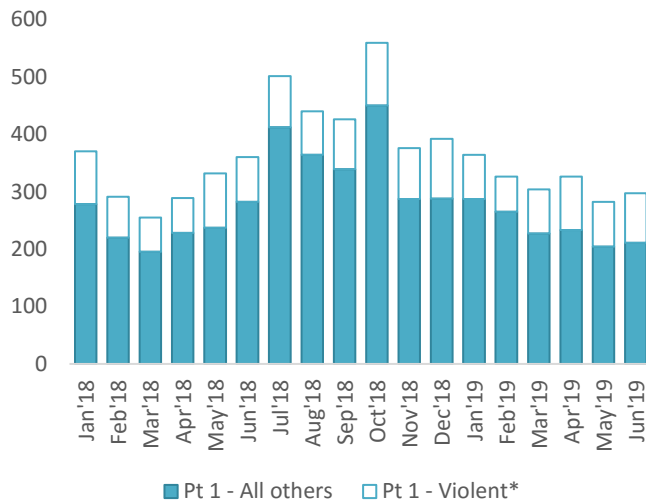


## Crime Trends

\*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary

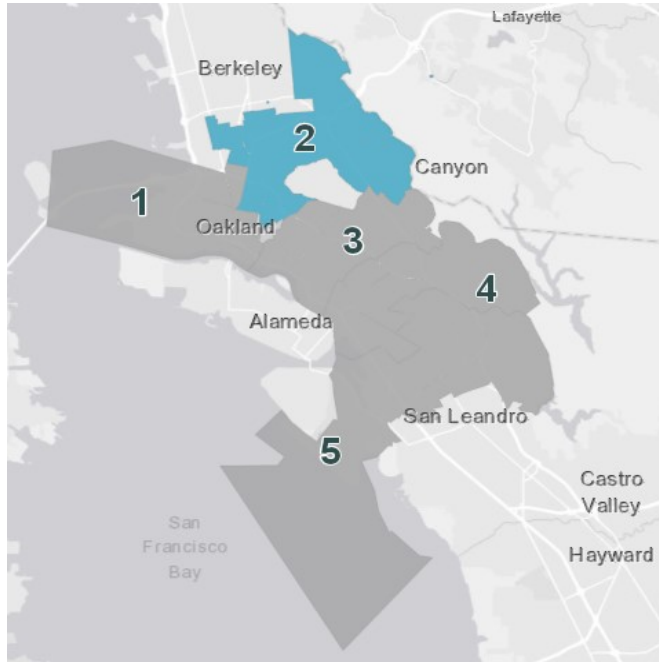
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

### Part 1 Crime Trends (2018-2019) in Area 1





## DATA PROFILE AREA 2: UPTOWN AND NORTH OAKLAND



### COMMUNITY RESOURCE OFFICERS (CRO)

**CRO Assignments:** 96%

**Top 3 SARAnet Projects:**

- Crime (67%)
- Blight (27%)
- Encampment (21%).

**SARAnet Projects**

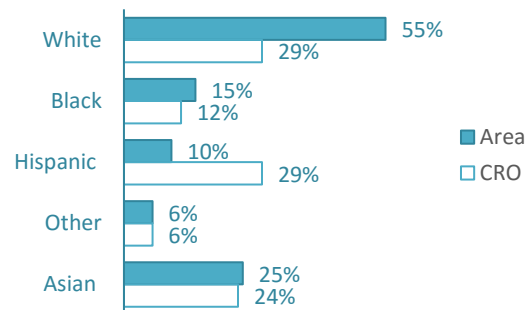
- Total Projects: 63
- New Projects: 43
- Closed Projects: 76%
- Average time in days: 154 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

#### CRO Assignments (% of Time)



#### Comparison of Racial/Ethnic Make Up of CROs/Area



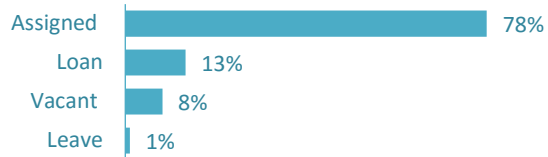


## Crime Reduction Teams (CRT)

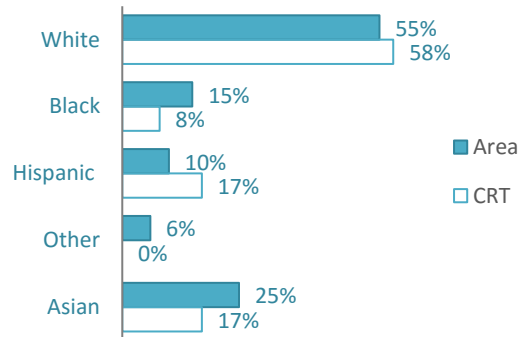
**CRT Assignments:** 78%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

**CRT Assignments (% of Time)**



**Comparison of Racial/Ethnic Make Up of CRTs/Area**

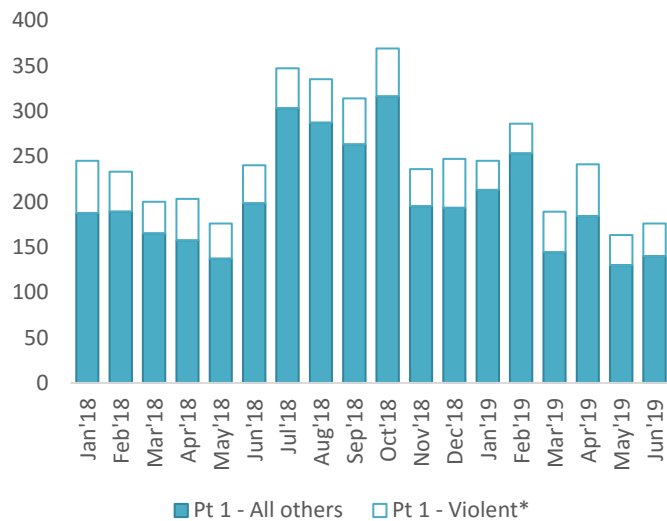


## Crime Trends

\*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary

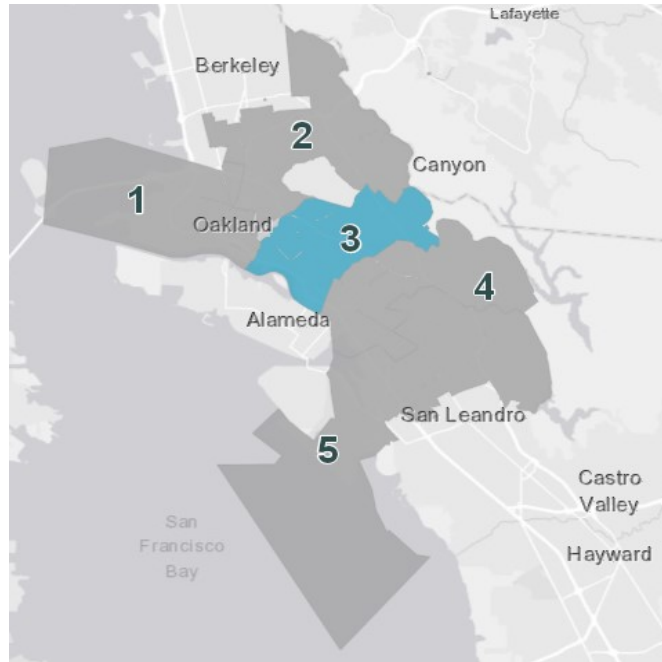
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

**Part 1 Crime Trends (2018-2019) in Area 2**





**DATA PROFILE**  
**AREA 3: SAN ANTONIO,**  
**FRUITVALE, AND THE LOWER**  
**HILLS**



**COMMUNITY RESOURCE OFFICERS (CRO)**

**CRO Assignments:** 94%

**Top 3 SARAnet Projects:**

- Crime (75%)
- Nuisance (19%)
- Blight (13%).

**SARAnet Projects**

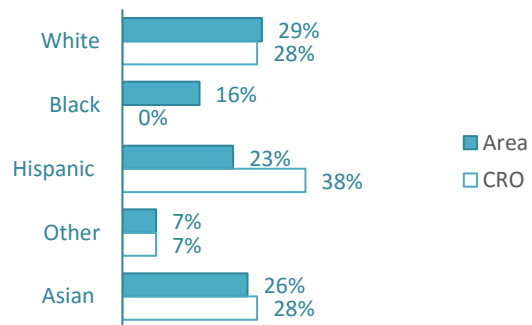
- Total Projects: 89
- New Projects: 61
- Closed Projects: 64%
- Average time in days: 160 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

**CRO Assignments (% of Time)**



**Comparison of Racial/Ethnic Make Up of CROs/Area**



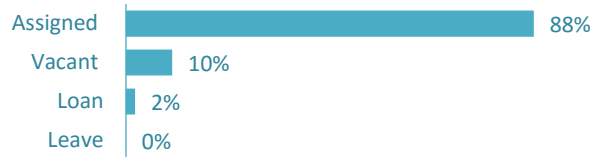


## Crime Reduction Teams (CRT)

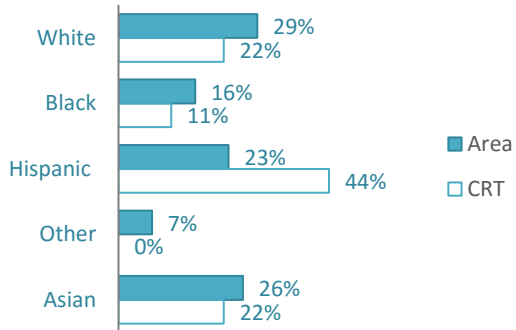
**CRT Assignments:** 88%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

**CRT Assignments (% of Time)**



**Comparison of Racial/Ethnic Make Up of CRTs/Area**

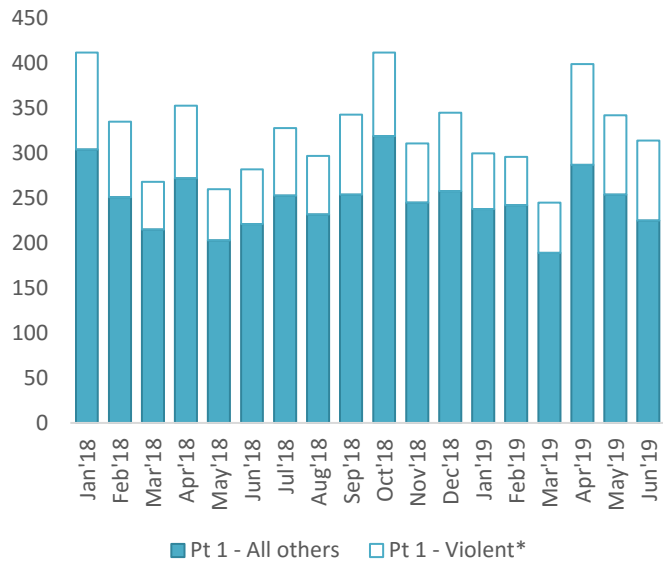


## Crime Trends

\*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

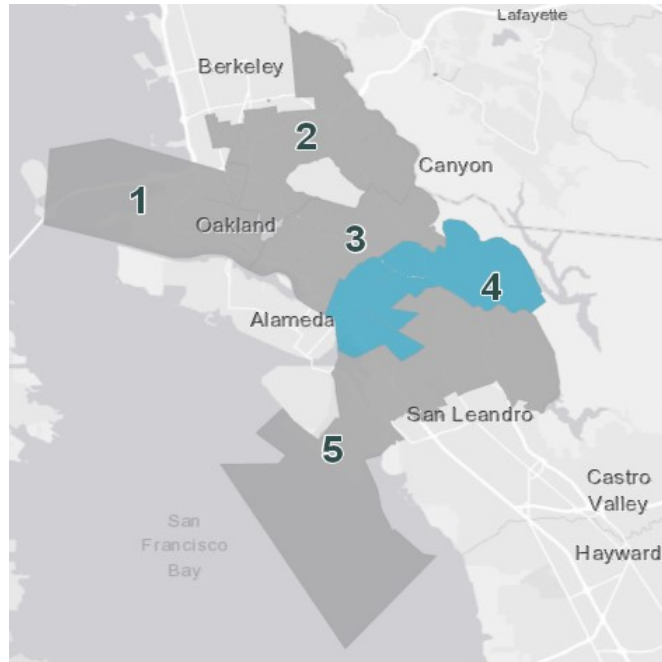
Source: OPD Weekly Crime Reports, January 2018 – June 2019.

**Part 1 Crime Trends (2018-2019) in Area 3**





**DATA PROFILE**  
**AREA 4: EAST OAKLAND, MILLS, AND LEONA**



**COMMUNITY RESOURCE OFFICERS (CRO)**

**CRO Assignments:** 100%

**Top 3 SARAnet Projects:**

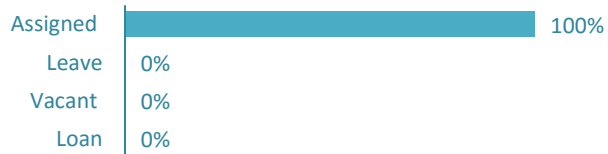
- Crime (68%)
- Blight (54%)
- Nuisance (24%).

**SARAnet Projects**

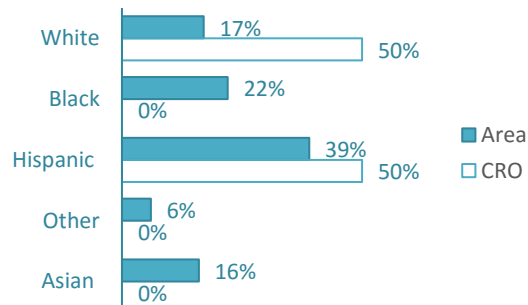
- Total Projects: 41
- New Projects: 16
- Closed Projects: 71%
- Average time in days: 365 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

**CRO Assignments (% of Time)**



**Comparison of Racial/Ethnic Make Up of CROS/Area**



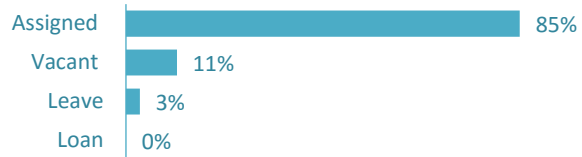


## Crime Reduction Teams (CRT)

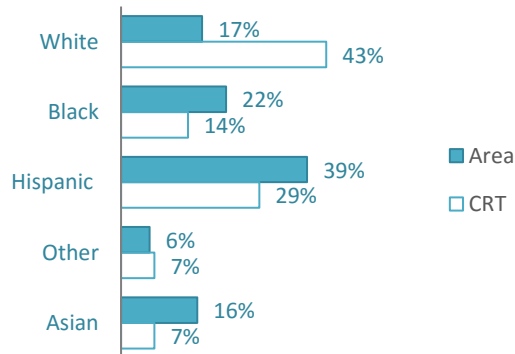
**CRT Assignments:** 85%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

### CRT Assignments (% of Time)



### Comparison of Racial/Ethnic Make Up of CRTs/Area

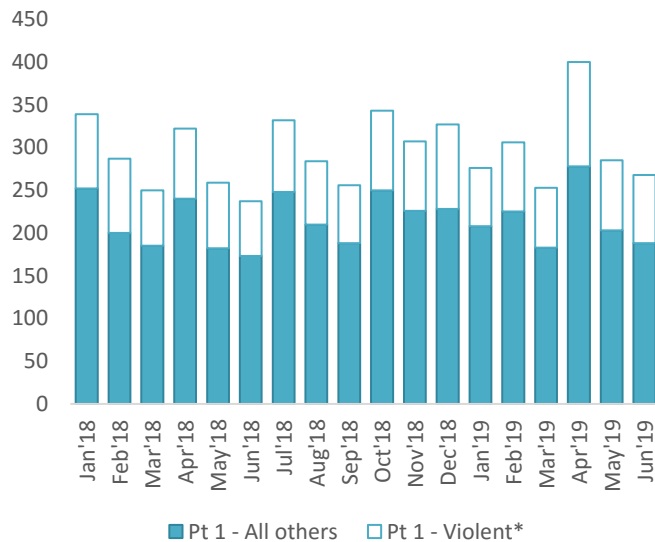


## Crime Trends

\*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

Source: OPD Weekly Crime Reports, January 2018 – June 2019.

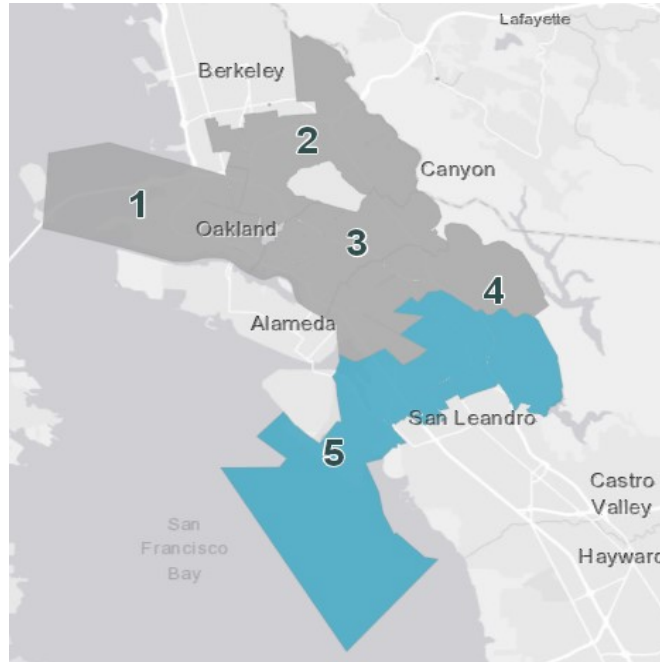
### Part 1 Crime Trends (2018-2019) in Area 4







## DATA PROFILE AREA 5: EAST OAKLAND AND KNOWLAND PARK



### COMMUNITY RESOURCE OFFICERS (CRO)

CRO Assignments: 96%

**Top 3 SARAnet Projects:**

- Crime (67%)
- Nuisance (52%)
- Blight (48%).

**SARAnet Projects**

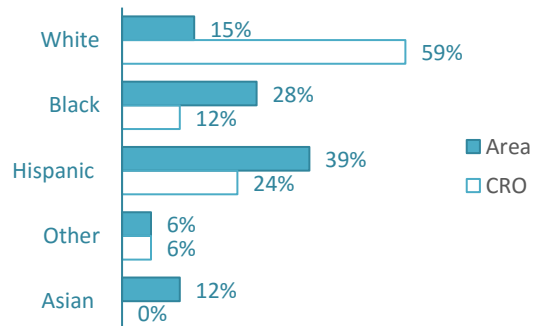
- Total Projects: 48
- New Projects: 31
- Closed Projects: 50%
- Average time in days: 367 days

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; OPD Weekly Crime Reports, January 2018 – June 2019; SARAnet Database, January 2018 – July 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

#### CRO Assignments (% of Time)



#### Comparison of Racial/Ethnic Make Up of CROs/Area



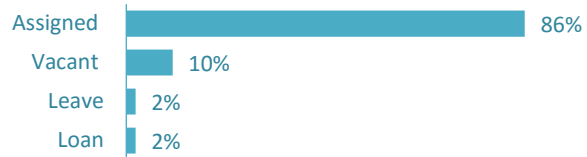


## Crime Reduction Teams (CRT)

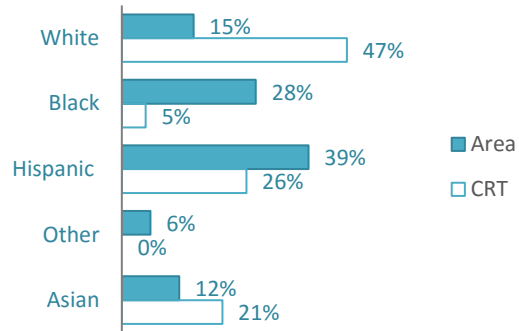
**CRT Assignments:** 86%

Sources: OPD Staffing Data, January 2015 – June 2019; Pilot Time Study, August 2019; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

### CRT Assignments (% of Time)



### Comparison of Racial/Ethnic Make Up of CRTs/Area

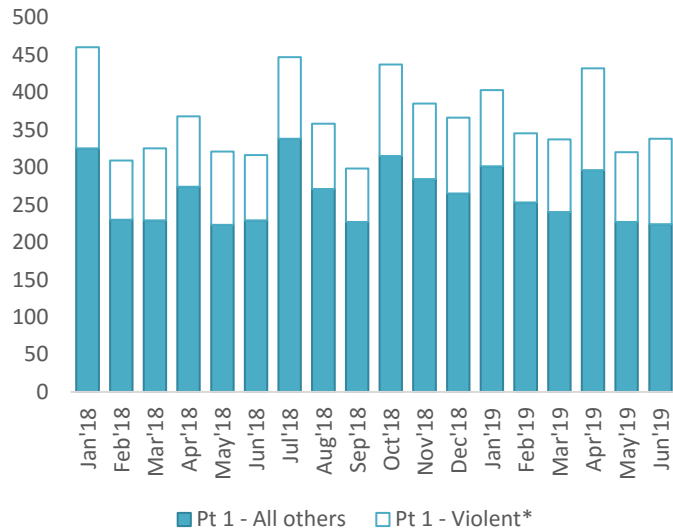


## Crime Trends

\*This category is a subset of Part 1 Crimes including murder, assault with a firearm, rape, robbery and burglary.

Source: OPD Weekly Crime Reports, January 2018 – June 2019.

### Part 1 Crime Trends (2018-2019) in Area 5





## Appendix B. Pilot Time Study Data Collection Tool

Officer ID: \_\_\_\_\_  
 Date: \_\_\_\_\_ Start Time: \_\_\_\_\_ Location: \_\_\_\_\_  
 Last Activity of Day? Yes   
 Completion Time: \_\_\_\_\_

Officer ID: \_\_\_\_\_

\*\*\* MARK ALL ACTIVITIES AND OBJECTIVES THAT APPLY \*\*\*

Activity
<input type="checkbox"/> Crime Investigation
<input type="checkbox"/> Emergency Response
<input type="checkbox"/> CRO Projects
<input type="checkbox"/> Traffic Operations
<input type="checkbox"/> Special Events
<input type="checkbox"/> Operations
<input type="checkbox"/> Community Activities
<input type="checkbox"/> NCPC Meetings
<input type="checkbox"/> Administrative Meetings
<input type="checkbox"/> Administrative Documentation
<input type="checkbox"/> Jail Transport
<input type="checkbox"/> Training
<input type="checkbox"/> Crowd Management
<input type="checkbox"/> Patrol
<input type="checkbox"/> Other: _____

Objective
<input type="checkbox"/> Intelligence Based Policing
<input type="checkbox"/> Geographic (Hotspot) Policing
<input type="checkbox"/> Violence Reduction
<input type="checkbox"/> Improved 911 Response Time
<input type="checkbox"/> Intervention Targeting At Risk Youth
<input type="checkbox"/> Ceasefire
<input type="checkbox"/> Community Policing

Notes:

In Coordination with Other Units?  
 Internal to CRO/CRT Yes   
 External to CRO/CRT Yes

Activity	Examples
Crime Investigation	Investigations, Searches, Evidence collection, Surveillance
Emergency Response	Priority calls, In progress calls, medical emergency
CRO Projects	SARANET projects
Traffic Operations	Traffic enforcement, Checkpoint support
Special Events	Music festivals, Street fairs, Celebrity event
Operations	Undercover activities, Asset development, Sideshows
Community Activities (Not including NCPC meetings)	Police Activities League, Living room meetings, Volunteering, Youth activities, Meeting with community businesses
NCPC Meetings	CRO required NCPC meetings
Administrative Meetings	Lineups, Debriefs
Administrative Documentation	Incident reports, Arrest reports
Jail Transport	Jail Transport
Crowd Management	Protests, Marches
Patrol	Patrol, High visibility patrol, Security checks, Bike patrol
Training	Training, Qualifications