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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sean Whent
Chief of Police

SUBJECT: OPD 2016 Strategic Plan

DATE: February 16, 2016

City Administrator Approval

Date:

2/25/16

RECOMMENDATION

Staff Recommends That The Public Safety Committee Accept This Informational Report Regarding The 2016 Strategic Plan Of The Oakland Police Department (OPD).

EXECUTIVE SUMMARY

The OPD 2016 Strategic Plan is informed by past and current strategic efforts to promote public safety and build community trust. The plan is informed by the City's new "Public Safety and Services Violence Prevention Act" (Measure Z, 2014), the President's Task Force on 21st Century Policing and the research of Stanford's Professor Jennifer Eberhardt. The plan provides updated OPD values, mission, and goals. The plan also provides measurable objectives to support each goal. Finally, the plan provides strategies to support the goals of crime reduction, community trust, and organizational excellence objectives.

BACKGROUND / LEGISLATIVE HISTORY

Previous Efforts

OPD published a strategic plan in August 2010. The plan included a mission statement, vision statement, values, and a motto. The plan included strategies ("priority actions") to achieve objectives ("strategic objectives"). The plan included timeframes and strategies. The five goals ("vision") of the OPD 2010 Strategic Plan were:

1. To Make Oakland one of the safest large cities in California – both in reality and perception;
2. To ensure OPD provides high quality services in a Community-driven and customer-friendly manner;
3. That OPD is trusted, respected, and valued by those it serves;
4. That the Oakland Community and OPD work together to solve Community and neighborhood concerns and issues; and
5. That OPD is an effective organization, providing a supportive and positive work environment for its employees.

Item: _____
Public Safety Committee
March 8, 2016

The OPD 2010 Strategic Plan included community perceptions of crime in Oakland and of OPD and comparisons to the other nine largest California cities in the following areas:

- Violent crime reported
- Average time required to answer calls by OPD Communications Center
- Average response time for calls for service
- Number of calls for service
- Violent and property crime clearance rates and workload

The City of Oakland commissioned three studies in 2013 that focused on reducing crime. Information about these studies – including implementation efforts – is included as Appendix I in the full OPD 2016 Strategic Plan Report available on the OPD website¹:

- *District-Based Investigations in Oakland: Rapid and Effective Response to Robberies, Burglaries and Shootings* (May 2013, The Bratton Group, LLC)
- *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC)
- *Addressing Crime in Oakland: Zeroing Out Crime* (December 2013, Strategic Policy Partnership, LLC)

2014 Oakland Public Safety and Services Violence Prevention Act (Measure Z)

In November 2014, the residents of Oakland passed Measure Z. This measure funds a number of departmental programs, including Violence Prevention and Intervention, Emergency Response, and Tax Measure Oversight. Measure Z also funds several positions in OPD and the funds may be used to pay for the following police-related objectives:

- Geographic policing – five police areas with captains responsible for results.
- Crime Reduction Teams (CRT) to investigate and respond to violent crimes using intelligence-based policing.
- Community Resource Officers (CRO) (previously Problem Solving Officers) who will serve as direct points of contact with the public and engage in addressing neighborhood issues.
- Domestic violence and child abuse intervention.
- Support for the nationally recognized Ceasefire program.

OPD's 2016 Strategic Plan

OPD released its new Strategic Plan on January 1, 2016 (**Attachment A**). This plan is now available to the public on OPD's website (see footnote #1). A variety of OPD leaders and external stakeholders met throughout 2015 to develop this plan. The plan was developed so that OPD can answer three basic questions:

- Where are we now?
- Where do we want to be?
- How are we going to get there?

¹ <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak056503.pdf>

By asking these questions, OPD has been able to:

- Clarify Values
- Clarify the Mission
- Establish an Effective Vision
- Articulate Goals

The OPD 2016 Strategic Plan is informed by both the President's Task Force on 21st Century Policing as well as Professor Eberhardt of Stanford's SPARQ (Social Psychological Answers to Real-world Questions) research.

The United States is continuing to face a crisis of confidence in law enforcement. Two recent and significant events involved police officers in Ferguson, Missouri and New York City using deadly force on unarmed African American males. These two incidents – coupled with a long history of disparate treatment of African Americans by law enforcement – served as a public awareness catalyst that resulted in the formation of the President's Task Force on 21st Century Policing. The OPD 2016 Strategic Plan provides an opportunity to examine and incorporate the task force's recommendations and action items.

By April 2016, Professor Eberhardt will release an introspective look into OPD stop data records, documents, and community interactions. The Oakland community is looking forward to receiving the results, because this analysis is key to transparency and will inform OPD efforts to build police legitimacy. With a guardian mindset² and humble approach, OPD will continue to critically evaluate these efforts and implement strategies to institutionalize fair and equitable policing practices. No program, policy, strategy, or policing practice is off limits to adjustment or outright abandonment if it erodes trust. These conversations will be challenging, but this learning organization is ready – Oakland deserves no less.

ANALYSIS AND POLICY ALTERNATIVES

OPD Values

Fairness: We promote accountability and transparency.

Integrity: We embrace honesty and professionalism.

Respect: We treat the community and each other with dignity.

Service: We serve the community with courage and honor.

Teamwork: We celebrate Oakland's diversity through partnerships.

OPD Mission

² There is a significant discourse occurring nationally among police leaders regarding the need to focus training and police culture to focus more on how officers serve as social "guardians" and to deemphasize the concept that officers serve primarily as social "warriors." Many articles including this Harvard Law Review Article by Seth Stoughton, 2015, explains this current discourse.

The Oakland Police Department is committed to reducing crime and serving the community through fair, quality policing.

OPD Vision

The vision of the Oakland Police Department is to be a leader in law enforcement through strong community partnerships, professionally developed employees, enhanced technology, and strategic and succession planning.

OPD Goals

1. Reduce Crime
2. Strengthen Community Trust and Relationships
3. Achieve Organizational Excellence

The OPD 2016 Strategic Plan defines the three major goals with metrics. While measurable objectives are provided for all three goals, greater results are expected if additional resources are made available. These greater results are articulated as the additional objectives for Goal 1 and 3, in the tables below. The plan also outlines strategies to achieve the defined goals. The following tables list the goal metrics and strategies, first with no additional resources and then with additional resources. This information is also provided in the presentation attached to this report (**Attachment B – OPD 2016 Strategic Plan Presentation**).

Table 1: OPD Goal 1 - Reduce Crime With No Additional Resources

Objective	Reduce Homicide by 30% over 36 Months
Objective	Reduce Robbery by 30% over 36 months
Objective	Reduce Aggravated Assault (including non-fatal shootings) by 30% over 36 months
Strategy	Continue to implement Ceasefire: <ul style="list-style-type: none"> • Focus on engaging groups that commit violent crimes • Focus on stopping gun violence
Strategy	Elicit community assistance through: <ul style="list-style-type: none"> • Procedural Justice • Information sharing • Discussion at crime scenes
Strategy	Designate Patrol Officers to assist the Criminal Investigation Division <ul style="list-style-type: none"> • Information sharing • Autonomy
Strategy	Implement Intelligence-Led Policing through the creation of a Crime Analysis Section. <ul style="list-style-type: none"> • Identification of patterns and trends • Greater Ceasefire support • Ensure all Officers are trained on the Ceasefire strategy • Implement gun tracing to identify, track, and connect illegal use of firearms

	<ul style="list-style-type: none"> • Make greater use of video recorded in public areas and generated by residents in support of investigations
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Table 2: OPD Goal 1 - Reduce Crime With Additional Resources

Objective	Reduce Homicide by 40% over 36 Months
Objective	Reduce Robbery by 40% over 36 months
Objective	Reduce Aggravated Assault (including non-fatal shootings) by 40% over 36 months
Objective	Reduce property crime by 30% over 36 months
Strategy	Add additional sworn and support positions
Strategy	Create a Fugitive Apprehension Team
Strategy	Assign additional Robbery Investigators
Strategy	Expand biological evidence collection and processing to all Property Crimes

Table 3: OPD Goal 2 - Strengthen Community Trust and Relationships

Objective	Increase Community Satisfaction by 15% over 36 Months. - Align with the 21 st Century Task Force: <ul style="list-style-type: none"> • Building Trust and Legitimacy • Policy and Oversight • Technology and Social Media • Community Policing and Crime Prevention
Strategy	Officer-Involved Shooting (OIS) / In-custody death protocol (body-worn camera video)
Strategy	Neighborhood outreach within 24 hours of SWAT operations / search warrants, and increased explanation of investigation processes to the public
Strategy	Stop Data – Implement Stanford recommendations
Strategy	Community Outreach – utilize officers and non-sworn staff to achieve: <ul style="list-style-type: none"> • More community meetings • Increase foot patrol officers to 18 • Police Activities League, recognize staff for volunteering, implement volunteer program • Support senior safety • Increased use of social media
Strategy	Protect homicide victims from public view at crime scenes

Table 4: OPD Goal 3 - Achieve Organizational Excellence With No Additional Resources

Reason	Align with the President's Task Force on 21 st Century Policing: <ul style="list-style-type: none"> • Training and Education • Officer Wellness and Safety
Objective	Increase community satisfaction by 15% over 36 months
Objective	Reduce Priority 1 and Priority 2 response times by 15% over 36 months
Objective	Increase employee satisfaction by 30% over 36 months
Strategy	Provide appointment-setting for police reports so that residents have more transparency about when to expect officers
Strategy	Analyze the Patrol beat structure
Strategy	Analyze Patrol schedules
Strategy	Contact every crime victim
Strategy	Provide business cards for every investigative consensual encounter and detention
Strategy	Provide greater customer service at the Patrol Administration Building
Strategy	Create an Employee Wellness Unit
Strategy	Provide job-sharing opportunities for OPD Personnel

Table 5: OPD Goal 3 - Achieve Organizational Excellence With Additional Resources

Reason	Align with the President's Task Force on 21 st Century Policing: <ul style="list-style-type: none"> • Training and Education • Officer Wellness and Safety
Objective	Increase community satisfaction by 30% over 36 months
Objective	Reduce Priority 1 and Priority 2 response times by 30% over 36 months
Objective	Reduce call answering times by 15% over 36 months
Objective	Reduce the number of persons killed and injured in traffic collisions by 15% over 36 months
Strategy	Implement a 3-1-1 System in partnership with other City departments
Strategy	Accept all wireless 9-1-1 calls
Strategy	Assign additional resources to Traffic Safety

FISCAL IMPACT

There is no immediate fiscal impact associated with this informational report. This report reflects newly-established OPD goals and objectives; Greater impacts upon crime, community engagement, and organizational excellence can be achieved with additional resources. However, implementation of the OPD 2016 Strategic Plan does not require additional resources and no requests for funding are made in this report. However, if the City Council would like to consider some of the additional resources outlined here and in the 2016 OPD Strategic Plan, such discussion can occur with the budget process.

PUBLIC OUTREACH / INTEREST

OPD has already begun to present this plan to the public in many different forums. OPD will continue to present this plan to the public. Additionally, the full OPD Strategic Plan is available to the public on the OPD website.

COORDINATION

OPD created the 2016 Strategic Plan with the support of numerous external stakeholders including community members as well as many OPD and other City employees.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

Social Equity: All residents and visitors benefit from enhanced public safety. OPD hopes that this plan enables greater public safety and community trust through better strategic planning and community-police relationship building.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The Public Safety Committee Accepts This Informational Report Regarding The 2016 Strategic Plan Of The Oakland Police Department (OPD).

For questions regarding this report, please contact Tim Birch, Police Services Manager, Office of the Chief of Police, Research and Planning at (510) 238-6443

Respectfully submitted,



Sean Whent
Chief of Police
Oakland Police Department

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OPD, OCOP, Research and Planning

Prepared by:
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OPD, OCOP, Research and Planning

Attachments (2):

A – OPD Strategic Plan 2016

B – OPD Strategic Plan Presentation PowerPoint



Oakland Police Department
Strategic Plan 2016

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INTRODUCTION

December 28, 2015

Over the last several years, we have seen reduction of crime in critical categories. This reduction is due to the diligent work of the community, city staff, law enforcement partners, and Oakland Police Department personnel. I am grateful for all the efforts to date. Despite the reduction of crime in some key categories, there remains a great amount of work to be done. Any day there is a homicide, victim assaulted, home burglarized, child harmed, or other crime - means there is a victim and a community all suffering loss. Unfortunately, this is a loss felt all too often in our communities. With a renewed focus and intensity, we can and will do better. This plan lays out the efforts to achieve a 30 percent reduction in violent crime over three years. This is an achievable goal.

OPD continues to move toward the vision of the President's 21st Century Policing Task Force and continues to employ the highest standards of accountability. Recent innovations in police legitimacy are promising and have been shown to increase voluntary compliance with the law. Most notably, OPD became nationally recognized for the implementation of a procedural justice training program focused on four tenets: voice, neutrality, respect, and trustworthiness. Although research on the practice of procedural justice is still young, the tenets inform key practices in Oakland. For example, the Crisis Intervention Training Program prepares officers to respond in a way to stabilize and de-escalate situations involving individuals in crisis. This is key to improve our service to one of our most vulnerable and underserved populations. The Ceasefire Program communicates in a direct and respectful way to individuals most likely to be engaged in gun violence or injured by gun violence. This new type of relationship is critical as we rightfully focus efforts on the preventative side of gun violence. OPD is intentionally focusing on internal procedural justice to ensure all personnel feel respected, valued, and honored for their efforts. The Wellness Unit is being implemented and focuses exclusively on increasing the health and wellness of staff.

By April 2016, Professor Eberhardt, of Stanford's SPARQ (Social Psychological Answers to Real-world Questions) will release an introspective look into the Department's stop data records, documents, and community interactions. The Oakland community is looking forward to receiving the results, because this analysis is key to transparency and will inform OPD efforts to build police legitimacy. With a guardian mindset and humble approach, we will continue to critically evaluate our efforts and implement strategies to institutionalize fair and equitable policing practices. No program, policy, strategy, or policing practice is off limits to adjustment or outright abandonment if it erodes trust. These conversations will be challenging, but this learning organization is ready – Oakland deserves no less.

I want to thank all those involved in the completion of this strategic plan, particularly the Manager of OPD Research and Planning, who led this planning effort. This document is the result of a great deal of research, hard work, communication, and meticulous planning. The creation of this strategic plan resulted in the following Values, Mission, Vision, and Goals.

Values

The Oakland Police Department values:

Fairness: We promote accountability and transparency.

Integrity: We embrace honesty and professionalism.

Respect: We treat the community and each other with dignity.

Service: We serve the community with courage and honor.

Teamwork: We celebrate Oakland's diversity through partnerships.

Mission

The Oakland Police Department is committed to reducing crime and serving the community through fair, quality policing.

Vision

The vision of the Oakland Police Department is to be a leader in law enforcement through strong community partnerships, professionally developed employees, enhanced technology, and strategic and succession planning.

Goals

The goals of the Oakland Police Department are:

- Reduce Crime
- Strengthen Community Trust and Relationships
- Achieve Organizational Excellence

Sean C. Whent
Chief of Police

Crime in Oakland

Although progress has been made over the last several years, of the 50 largest American cities, Oakland tied Detroit and Memphis for the highest crime rate in 2014, with one Part I crime¹ for every 11 residents.² The nationwide average was one Part I crime for every 19 residents. Oakland had the third highest violent crime rate, with one violent crime for every 59 residents. The nationwide average was one violent crime for every 159 residents. Oakland had the highest robbery rate again in 2014, with one robbery for every 118 residents. The nationwide average was one robbery for every 520 residents.

At 10 Part I violent crimes per officer, Oakland has more than any other large American city and more than twice the national average.

The Oakland Police Department: Limited Resources

In Oakland, the average number of residents per officer is 573. For the 50 largest American cities, the average number of residents per officer is 487.³ In 2014, Oakland experienced 53 Part I crimes per officer (43 property crimes and 10 violent crimes). This was the highest in country and nearly twice the national average of 27.

Twenty-First Century Policing

The United States is continuing to face a crisis of confidence in law enforcement. Two recent and significant events were police officers in Ferguson, Missouri and New York City used deadly force on unarmed African American males. These two incidents – coupled with a long history of disparate treatment of African Americans by law enforcement – served as a catalyst that resulted in formation of the President’s Task Force on 21st Century Policing. This strategic plan provides an opportunity to examine and incorporate task force recommendations and action items.

Measure Z

In November 2014, the residents of Oakland passed Measure Z, the 2014 Oakland Public Safety and Services Violence Prevention Act. This measure funds a number of entities and programs, including several positions in OPD. Measure Z funds may be used only to pay for costs of the following objectives:

1. Reduce homicides, robberies, burglaries, and gun-related violence.
2. Improve police and fire emergency 911 response times and other police services.
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism.

Strategic Planning Defined

Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it.⁴ Strategic planning is an attempt to answer three questions:

¹ Part I crime includes Murder, Rape, Robbery, and Aggravated Assault, Burglary, Motor Vehicle Theft, Larceny, and Arson.

² 2014 FBI Uniform Crime Reports: <https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2014/crime-in-the-u.s.-2014/cius-home>

³ Ibid

⁴ *Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement* (3rd edition), page 6 by John M. Bryson

1. Where are we now?
2. Where do we want to be?
3. How are we going to get there?

Previous Efforts

OPD published a strategic plan in August 2010. The plan included a mission statement, vision statement, values, and a motto. The plan included strategies (“priority actions”) to achieve objectives (“strategic objectives”). The plan included timeframes and strategies. The five goals (“vision”) in the 2010 plan were:

1. Oakland is one of the safest large cities in California – both in reality and perception
2. The Oakland Police Department provides high quality services in a Community-driven and customer-friendly manner
3. The Oakland Police Department is trusted, respected, and valued by those it serves
4. The Oakland Community and the Oakland Police Department work together to solve Community and neighborhood concerns and issues
5. The Oakland Police Department is an effective organization, providing a supportive and positive work environment for its employees

The 2010 OPD Strategic Plan included community perceptions of crime in Oakland and of OPD and comparisons to the other nine largest California cities in the following areas:

- Reported violent crime
- Average time required to answer calls to Communications
- Average response time for calls for service
- Number of calls for service
- Violent and property crime clearance rates and workload

The City of Oakland commissioned three studies in 2013 that focused on reducing crime. Information about these studies – including implementation efforts – is included as Appendix I:

- District-Based Investigations in Oakland: Rapid and Effective Response to Robberies, Burglaries and Shootings (May 2013, The Bratton Group, LLC)
- Best Practices Review: Oakland Police Department 2013 (October 2013, Strategic Policy Partnership, LLC)
- *Addressing Crime in Oakland: Zeroing Out Crime* (December 2013, Strategic Policy Partnership, LLC)

GOAL 1: REDUCE CRIME

The City of Oakland continues to have one of the highest crime rates of any large American city. While many American cities have experienced significant reduction in crime – particularly violent crime – during the past decade, the City of Oakland has not followed this trend. Violent crime has increased in Oakland during the last ten years. In a 2014 article¹, the City of Oakland was identified as the second most dangerous city in the United States. Similarly, in another 2014 news article², the City of Oakland was identified as having the highest robbery rate in the country.

Performance Measures for Reducing Crime

The primary performance measure for Goal 1: Reduce Crime is the Uniform Crime Report (UCR) published annually by the Federal Bureau of Investigation. While much debate has taken place as to the accuracy of the UCR – particularly with its identified limited ability to capture all crime committed – the UCR remains the most comprehensive capture of crime in the United States.

Objectives and Strategies for Reducing Crime

In order to ensure implementation of this plan, it is scalable. Parallel objectives – and accompanying strategies – are provided for this goal in order to ensure that objectives are attainable with or without additional resources. The first set of objectives aligns with existing resources in OPD and guarantees that personnel will be challenged in working as efficiently as possible. The second set of objectives is based on the acquisition and implementation of identified additional resources. While it is hoped that this plan will serve as a means of acquiring additional resources, the desire of OPD to reduce crime transcends any such acquisition.

Reducing Crime: No Additional Resources

Objective: Reduce homicide by 30% over 36 months.

Objective: Reduce robbery by 30% over 36 months.

Objective: Reduce aggravated assault (including shootings) by 30% over 36 months.

Strategy: Elicit greater assistance from community members through greater use of procedural justice, education/ training intervention related to implicit bias, external/ community information sharing, interaction at crime scenes and further engagement of the public in Ceasefire.

Deadline: July 1, 2016. **Responsible:** See below.

- Procedural Justice Training: Personnel and Training Division Commander.

¹ 10 Most Dangerous Cities in America by Thomas C. Frohlich, Alexander Kent, & Alexander E.M. Hess, published online in the Huffington Post, 11/15/2014: http://www.huffingtonpost.com/2014/11/15/most-dangerous-cities_n_6164864.html

² FBI report: Oakland again tops nation in robberies by Matthew Artz, published online in the Oakland Tribune, 11/16/2014: http://www.mercurynews.com/breaking-news/ci_26944079/fbi-report-oakland-again-tops-nation-robberies

- Education/training intervention related to implicit bias: Personnel and Training Division Commander.
- External/community information sharing: Chief of Staff and Area Commanders.
- Interaction at crime scenes: CID Commander and Area Commanders.
- Further engagement of public in Ceasefire: Ceasefire Division Commander/ Area Commanders.

Like many jurisdictions in the United States, the City of Oakland faces challenges eliciting victim and witness cooperation in the investigation of violent crime such as homicide, robbery, and aggravated assault. As OPD leads the country in the adaptation and delivery of procedural justice training and practices, greater community assistance is expected. The Oakland Police Department continues to improve its transparency and share as much information as quickly as possible. One related strategy is to encourage OPD personnel to engage the public in discussion when protecting a crime scene. As curious community members ask about what has happened, officers have an opportunity to provide basic information and, in return, try to gather information from those onlookers who may have important information about the persons involved.

Strategy: Designate Patrol Officers to Assist the Criminal Investigation Division.

Deadline: July 1, 2016. **Responsible:** Area Commanders.

Due to limited resources, CID is required to establish strong relationships with designated Bureau of Field Operations (BFO) personnel to assist with investigative tasks. These tasks include locating witnesses and evidence and other follow-up work. Formalizing a process or program to designate BFO personnel would greatly enhance the efficiency of the required interactions. Investigators would no longer be required to spend time trying to elicit cooperation on a day-to-day basis from field personnel. Additional benefits would include opportunities for Patrol Officers to better learn what is needed for investigation of homicide, robbery, and aggravated assault. This may be accomplished by assigning one officer per squad to check in with CID on a regular basis and share information. OPD presently uses Area Intelligence Officers to perform this function through weekly area reports, though such positions are not permanent within the organization. Further consideration of such positions – especially in light of the newly created Crime Analysis Section – would be worthwhile and should include weekly area reports.

Strategy: Implement Intelligence-Led Policing through Creation of a Crime Analysis Section.

Deadline: March 1, 2016 **Responsible:** Bureau of Investigations Deputy Chief.

The Oakland Police Department had four Administrative Analyst II positions budgeted to serve as crime analysts. These four positions had various assignments within OPD performing varying levels of crime analysis for different units. What OPD has lacked is the ability to perform crime and intelligence analysis effectively. The volume of crime requires several crime analysts just to process robbery reports for identification of patterns and trends. A centralized Crime Analysis Section with a minimum of five crime analysts is needed just to provide basic intelligence analysis for OPD. A Police Services Manager I is being hired to manage the section.

One way that the Crime Analysis Section can have significant positive impact on crime reduction is to provide Ceasefire with dedicated crime analysis capabilities. OPD has experienced great success through using the Ceasefire strategy to reduce violent crime. One critical component of this success is analysis of the social networks of involved parties. Expanding the social network analysis beyond those involved in homicides and aggravated assaults to individuals involved in robberies would assist CID in identifying and arresting robbery suspects. Additional Crime Analysts will be used for this purpose.

Strategy: Ensure Ceasefire strategy training Department-wide with a focus on those most involved.

Deadline: March 1, 2016 **Responsible:** Personnel and Training Division Commander.

OPD has made great strides in implementing Ceasefire through a recent limited reorganization. A significant number of staff (a lieutenant and several sergeants and officers) now report to the Ceasefire Commander. Shooting review, robbery review, and ongoing time-based crime reduction plans also embody the Ceasefire strategy.

As provided in the Best Practices Review, “[e]very officer in the Department must understand the underlying philosophy of the initiative and how they can impact its success.”¹ Ceasefire has sometimes been perceived as something special that only select members of OPD are chosen to participate in. Educating all OPD personnel in its philosophy and legitimacy is critical to its continued success.

Strategy: Implement gun tracing to identify, track, and connect illegal use of firearms.

Deadline: March 1, 2016 **Responsible:** Bureau of Investigations Deputy Chief.

The FY 2015-2017 Adopted Policy Budget allocates one million dollars (\$1M) over two years for special investigations to reduce gun violence and illegal gun dealing as a pilot program. To support these efforts, OPD will use an additional Police Records Specialist, two additional Crime Analysts, and operational overtime. OPD will also purchase three gun microscope cameras, a gun laser scanner and other technology to support gun database entry and automation. OPD’s current data entry process for gun tracing is cumbersome and OPD does not have staff to analyze data and develop useful intelligence.

Strategy: Make greater use of video in public areas.

Deadline: January 1, 2017 **Responsible:** Bureau of Services Deputy Chief
Bureau of Investigations Deputy Chief

Efforts are being undertaken to allow residents and business owners in Oakland to register their video cameras with the Oakland Police Department. These cameras are of public areas – such as sidewalks, streets, and parking lots. This registration process will lead to OPD personnel being able to identify potential video captures of crimes, which should increase the identification

¹ *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC:

<http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>), p. 31

of suspects. This is critically important, as witnesses are often reluctant to come forth and assist the police. Even in those instances where eyewitness identification is available, video evidence provides an infallible means of identifying suspects.

While private video has greatly assisted OPD in solving cases and registration will further enhance, City of Oakland video would provide much greater results. The Best Practices Review provides this recommendation: "Significantly increase the camera monitoring capabilities of the OPD in commercial areas throughout the city to provide identifications and evidence in robbery, burglary, and some shooting cases."¹ Politically, any discussion in the City of Oakland concerning greater use of video – particularly video monitoring controlled by the City – has met with great challenges. Considering the incredible difficulty in locating witnesses to violent crime, greater use of video of public areas may be worth pursuing. Other large American cities have seen dramatic reductions in violent crime through use of city-owned video systems.

An additional consideration is the encouragement, facilitation, and funding of Oakland residents and business owners in the installation and maintenance of video systems. In cooperation with the City – through a registration system – such a program could provide great benefits to all stakeholders in the process.

This strategy should be implemented with existing resources, as the technology costs should be minimal. Needed personnel should also be minimal, as the technology should automate most processes.

Reducing Crime: Additional Resources

The following objectives differ from the previous because they require additional resources.

Objective: Reduce homicide by 40% over 36 months.

Objective: Reduce robbery by 40% over 36 months.

Objective: Reduce aggravated assault (including shootings) by 40% over 36 months.

Strategy: Add additional sworn and support positions.

Deadline: TBD.

Responsible: TBD.

The Oakland Police Department dispatched 250,127 calls for service in 2014. Full staffing for Patrol is 256 officers. The result is an average of 977 calls per officer if OPD is at full staffing, which is an unusual occurrence. In practice, the average number of calls per officer per year is over 1,000. The sheer volume of calls has significant results when it comes to being able to effectively reduce violent crime:

- Officers are unable to respond to calls in a timely manner. This results in victims being unable to clearly recall information and lost opportunities to interview witnesses and apprehend suspects.

¹ *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC:

<http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>), Recommendation 17

- Officers are unable to spend adequate time investigating crime due to the need to respond to additional calls. This results in a loss of critical information for investigators to effectively perform follow up work.

By any measure, OPD is tremendously understaffed. As of late 2015, approved sworn staffing was 737 with a budgeted increase to 777 in July 2016. While the consequences of this are felt throughout the organization, it is exceptionally challenging in Patrol. The following recommendations are based on analysis of the 2014 FBI Uniform Crime Report data:¹

- Based on population, OPD should have 842 sworn personnel
- Based on the violent crime rate, OPD should have 1,805 Officers

One way to essentially – and more effectively – add sworn personnel is to increase the number of civilian positions. There are a number of positions that are currently staffed by sworn personnel that would be better staffed by civilians. Examples of these positions include Fleet Management, Information Technology, and Public Information. Adding civilian positions to fulfill these roles would allow the redeployment of sworn personnel to more appropriate sworn roles while OPD benefits from the specialized skills and knowledge that come with career civilian positions. Civilian positions are less costly to the City than equivalent sworn positions.

Resources: A minimum of 65 additional sworn personnel (to reach 842). Based on mandated supervisory ratios, this should include at least nine Sergeants of Police. A Captain of Police and three Lieutenants of Police should also be included. Civilian positions and the number of each position (provided as FTE – Full Time Equivalent) include:

- Facility Manager (1 FTE)
- Fleet Manager (Administrative Analyst II – 1 FTE)
- Information Systems Supervisor (1 FTE)
- Police Communications Supervisor (4 FTE)
- Police Property Specialist (2 FTE)
- Public Information Officer II (1 FTE)
- System Analyst (3 FTE)

Funding Sources: General Purpose Fund appropriation is required for ongoing personnel costs.

Strategy: Create a Fugitive Apprehension Team.

Deadline: TBD.

Responsible: TBD.

The Oakland Police Department currently has two officers assigned to apprehend fugitives. In practice, these two officers merely pick up individuals who are already in custody with other agencies based on crimes committed in Oakland. Creating a Fugitive Apprehension Team would allow the arrest of individuals who have been identified as suspects in crimes but are not currently arrested due to the limited resources of OPD. Arresting such individuals and processing them further in the criminal justice system will reduce the opportunities for these individuals to commit additional crimes in Oakland.

¹ 2014 FBI Uniform Crime Reports: <https://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2014/crime-in-the-u.s.-2014/cius-home>

Resources: One additional Sergeant of Police and six additional Police Officers.

Funding Sources: General Purpose Fund appropriation is required for ongoing personnel costs.

Strategy: Assign additional Homicide Investigators to CID.

In a report presented to the Oakland Public Safety Committee on May 12, 2015, an analysis of homicide caseloads resulted in a recommendation of four additional homicide investigators (from 12 to 16).

Resources: Two additional Sergeants of Police and two additional Police Officers and associated equipment in CID.

Funding Sources: General Purpose Fund appropriation is required for ongoing personnel costs.

Strategy: Assign Additional Robbery Investigators to CID for Patrol Areas.

Deadline: TBD.

Responsible: TBD.

At present, OPD has a very limited ability to respond to crimes that have just occurred. Because of the extraordinarily high call volume and very limited resources, Oakland Police preliminary investigations are insufficient, even for serious crimes such as robbery. The results are critical failures in three areas: an inability to gather information from victims when memory is strongest; an inability to interview witnesses before they have left the area; and an inability to apprehend robbery suspects before they flee. Dedicating sworn personnel to be able to respond immediately to robberies that have just occurred will greatly increase opportunities to obtain useful information from victims and witnesses as well as opportunities to arrest suspects.

In addition to being able to respond immediately to robberies, these officers would be able to perform necessary follow-up investigative work when not investigating a crime that just occurred. This follow-up investigative work would allow traditional CID Robbery Section Investigators to perform other investigative functions.

Resources: Five additional Sergeants of Police and 30 additional Police Officers and associated equipment in CID.

Funding Sources: General Purpose Fund appropriation is required for ongoing personnel costs.

Objective: Reduce property crime by 30% over 36 months.

Strategy: Expand biological evidence collection and processing to property crimes.

Deadline: TBD.

Responsible: TBD.

Expansion of the collection and processing of biological evidence and fingerprint evidence to all property crimes would greatly enhance the ability of OPD to solve these crimes. At present,

OPD does very little to collect or process evidence from property crimes. Research shows that 10 percent of all property crimes could yield DNA evidence, of which 77 percent should yield a searchable profile. Applying these rates to OPD should yield 1,078 case hits per year. In addition to field personnel (Police Evidence Technicians) to collect the evidence and crime lab personnel (Criminalist IIs) to process the evidence, additional Police Officers are needed to serve as property crime investigators by building cases and apprehending offenders based on the increase in collected and processed evidence. The size of the OPD Crime Lab would also have to be significantly expanded to house the additional personnel and work areas.

Fifty-six percent of all incidents that result in the collection of latent prints include computer searchable (AFIS) prints. If searched, the AFIS database is expected to return the source of the prints approximately 50 percent of the time. Based on the last four years of data, OPD receives approximately 500 AFIS quality cases per year. However, only 15 percent of these are searched and most of those are associated with person crimes. On average, 428 cases per year are not searched. Those cases represent 214 lost opportunities to solve crime annually. In order to search all the AFIS prints the lab currently receives, OPD estimates a need for two additional examiners. However, those two additional staff members cannot be accommodated in the current facility.

With true intelligence-led policing, it is much more cost effective to use available technology (and accompanying civilian personnel) than to simply assign more sworn investigators who will not be able to make informed decisions based on science.

Resources: Fifty Police Evidence Technicians, 35 Criminalist IIs, 10 Police Officers and an expanded Crime Lab.

Funding Sources: General Purpose Fund appropriation is required for ongoing personnel costs. Outside funding – including grants – may be available for the capital costs of expanding the Crime Lab.

GOAL 2: STRENGTHEN COMMUNITY TRUST AND RELATIONSHIPS

Like many other diverse communities in the United States, Oakland has a history of tumultuous relations between the police and the community. This history includes the founding of the Black Panther Party in 1966, the Riders' scandal in 2000, and the Occupy movement of 2011. The Riders' scandal resulted in Federal monitoring of OPD.

21st Century Policing: Strengthening Community Trust and Relationships

Strengthening Community Trust and Relationships requires OPD to act upon the first four of the six pillars (main topic areas) provided by the *Final Report of the President's Task Force on 21st Century Policing*. The first four pillars are:

- Building Trust and Legitimacy
- Policy and Oversight
- Technology and Social Media
- Community Policing and Crime Prevention

Building Public Trust and Legitimacy

Concerning the first pillar, the *21st Century Policing* report states: "People are more likely to obey the law when they believe that those who are enforcing it have the legitimate authority to tell them what to do... The public confers legitimacy only on those who they believe are acting in procedurally just ways."¹ Specific *Twenty-First Century Task Force* recommendations to build public trust and legitimacy include:

- Develop a guardian (rather than a warrior) mindset.
- Adopt procedural justice as the guiding principle for policies and practices.
- Acknowledge the role of policing in past and present injustice and discrimination.
- Develop a culture of transparency and accountability.
- Promote legitimacy internally by applying procedural justice principles.
- Initiate positive non-enforcement activities to engage communities with high rates of investigative and enforcement involvement.
- Consider potential damage to public trust when implementing crime fighting strategies.
- Track the level of trust in the police similar to changes in crime.
- Create a workforce diverse in race, gender, language, life experience, and cultural background.
- Build relationships with immigrant communities based on trust.

¹ *Final Report of the President's Task Force on 21st Century Policing*, (May 2015, Office of Community Oriented Policing Services, http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf), p. 1

Specific examples responsive to the *21st Century Task Force* recommendations to build public trust and legitimacy/community undertaken by OPD include:

- Providing California POST-certified Procedural Justice training to all sworn personnel. This helps ensure that officers give people a voice, fair treatment, and respect. The program was developed with and is taught with community members.
- Participating in the White House Open Data Initiative, an online portal that provides the public with information about practices of particular concern, including use of force.
- Dedicating OPD officers serve as mentors in high-risk middle schools. OPD also mentors African American males 12 to 18 years in the Our Kids (OK) program.
- Ensuring OPD's diversity resembles Oakland's and sharing this information monthly.

Policy and Oversight

Concerning the second pillar, the *21st Century Policing* report states: "Citizens have a constitutional right to freedom of expression, including the right to peacefully demonstrate."¹ Specific *21st Century Task Force* recommendations concerning policy and oversight include:

- Collaborate with community members to develop strategies in communities disproportionately affected by crime for deploying resources by improving relationships, greater community engagement, and cooperation.
- Implement policies on the use of force that include training, investigations, prosecutions, data collection, and information sharing that are clear, concise, and publicly available.
- Implement non-punitive peer review of critical incidents separate from criminal and administrative investigations.
- Adopt identification procedures that implement scientifically supported practices that eliminate or minimize presenter bias or influence.
- Report and make available to the public census data regarding the composition of their departments including race, gender, age, and other relevant demographic data.
- Collect, maintain, and analyze demographic data on all detentions (stops, frisks, searches, summons, and arrests) disaggregated by school and non-school contacts.
- Create policies and procedures for policing mass demonstrations that employ a continuum of managed tactical resources to minimize the appearance of a military operation and avoid provocative tactics and equipment that undermine civilian trust.
- Implement civilian oversight in order to strengthen trust with the community in a form and structure as defined by the community to meet their needs.
- Refrain from practices requiring officers to issue a determined number of tickets, citations, arrests, or summonses, or to initiate investigative contacts with citizens for reasons not directly related to improving public safety, such as generating revenue.
- Require officers to seek consent before a search and explain that a person has the right to refuse consent when there is no warrant or probable cause and ideally obtain written acknowledgement that they have sought consent to a search.
- Enact policies prohibiting profiling and discrimination based on race, ethnicity, national origin, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, and/or language fluency.
- Adopt policies requiring officers to provide their names to individuals they have stopped, along with the reason for the stop, the reason for a search if one is conducted, and a card with information on how to reach the civilian complaint review board.

¹ Ibid, p. 19

Specific examples responsive to the 21st Century Task Force recommendations concerning policy and oversight undertaken by OPD include:

- Implementing a community advisory group in each of the five Patrol Areas to provide input on strategy to address community issues.
- Assigning a Community Resource Officer (CRO) to each of the 35 Police Beats to act as a liaison between the community and OPD/City resources.
- Using the Ceasefire strategy in communities disproportionately affected by crime to provide improved relationships, greater community engagement, and cooperation.
- Implementing progressive use of force policies and making them available online.
- Transitioning policies to the Lexipol system will result in better policies that are clearer and more concise.
- Implementing double-blind sequential photo line-ups in which the officer showing the photos is unaware of the identity of the suspect and witnesses are shown photos one at a time in order to eliminate or minimize presenter bias or influence.
- Presenting the Oakland City Council Public Safety Committee with a monthly staffing report that includes demographic data for staff including race, age, and residency. This report is published online.
- Publishing a Stop Data Report semi-annually online that provides demographic information on all discretionary stops. OPD has no enforcement presence on school campuses.
- Creating nationally-recognized policies, procedures, and practices for policing mass demonstrations that minimize the appearance of a military style operation and use only the force absolutely necessary. Military-type vehicles are not used for demonstrations absent information that would necessitate their use and officers do not wear helmets until the need for skirmish lines occurs.
- Implementing civilian oversight through the Citizen Police Review Board.
- Prohibiting a minimum number of citations or arrests and expecting very little revenue from citations. OPD stop data for 2014 shows the average field officer made about 75 stops, which is less than two per work week. Half of these stops resulted in the driver being released with only a verbal warning and no citation.
- Requiring officers to notify people of their right to refuse a consent search. OPD officers are equipped with body worn cameras which capture most consent search requests.
- Prohibiting profiling and discrimination by policy and practice based on race, ethnicity, national origin, age, gender, gender identity/expression, sexual orientation, immigration status, disability, housing status, occupation, and/or language fluency.
- Requiring officers to provide their names to individuals they have stopped upon request. OPD also has issued business cards to facilitate this process that have complaint information on them. This plan will implement a practice of officers issuing business cards with officer names for every investigative consensual encounter or detention.

Technology and Social Media

Concerning the third pillar, the *21st Century Policing* report states: "Implementing new technologies can give police departments an opportunity to fully engage and educate communities in a dialogue about their expectations for transparency, accountability, and privacy."¹ Specific *21st Century Task Force* recommendations concerning technology and social media include:

- Design the implementation of appropriate technology by law enforcement agencies to consider local needs and align with national standards.
- Update public record laws.
- Adopt model policies and best practices for technology-based community engagement that increases community trust and access.

Though faced with continuing technology concerns in terms of systems support and reliable infrastructure, OPD has led the nation in the implementation of new technologies such as body-worn cameras. Specific examples responsive to the *21st Century Task Force* recommendations concerning technology and social media undertaken by OPD include considering community trust when composing technology and other policies. OPD policies – particularly technology policies – are considered progressive. Public record laws do need to be updated to consider rapidly developing technologies such as video from body worn cameras and address associated privacy issues.

Community Policing and Crime Prevention

Concerning the fourth pillar, the *21st Century Policing* report states: "Community policing requires the active building of positive relationships with members of the community."² Specific *21st Century Task Force* recommendations concerning community policing and crime prevention include:

- Develop and adopt policies and strategies that reinforce the importance of community engagement in managing public safety.
- Infuse community policing throughout the culture and organizational structure of law enforcement agencies.
- Engage in multidisciplinary, community team approaches for planning, implementing, and responding to crisis situations with complex causal factors.
- Encourage communities to support a culture and practice of policing that reflects the values of protection and promotion of the dignity of all, especially the most vulnerable.
- Work with neighborhood residents to coproduce public safety by working with community residents to identify problems and collaborate on implementing solutions that produce meaningful results for the community.
- Encourage communities to adopt policies and programs that address the needs of children and youth most at risk for crime or violence and reduce aggressive law enforcement tactics that stigmatize youth and marginalize their participation in schools and communities.

¹ *Final Report of the President's Task Force on 21st Century Policing*, (May 2015, Office of Community Oriented Policing Services, http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf), p. 31

² *Ibid*, p. 41

Specific examples responsive to the 21st Century Task Force recommendations concerning policy and oversight undertaken by OPD include:

- Creating a policy on community policing that emphasizes community engagement.
- Designating the improvement of police community relations as one of the top priorities of the organization and one of three goals in this plan.
- Implementing geographic command based on a community policing principle that better engagement with the community will provide greater crime reduction.
- Recognizing that crime is a symptom of a much larger social and economic issue and works with other government and non-government resources to be a part of a holistic community safety plan.
- Mandating officers to attend at least one community meeting per quarter. In addition to that the Department is using social media to reach out to larger segments of the community.
- Piloting an alternative community meeting model where officers attend smaller neighborhood meetings in a resident's home where a meal is served. This is more intimate than traditional community meetings.
- Encouraging officers to walk in neighborhoods as much as time permits.
- Partnering with Neighborhood Crime Prevention Councils and required all Patrol Area Captains to work with an advisory committee made up of residents for this purpose.
- Prohibiting personnel from participating in the school disciplinary process. OPD presence on school campuses is entirely in a mentoring mode unless responding to urgent calls for service. OPD also participates in restorative justice programs for youth offenders.
- Creating a Youth Advisory Committee based on Youth Commission recommendations.
- Implementing comprehensive PAL and OK Mentoring programs.
- Assigning officers as mentors in six middle schools.

OPD has improved relations with the Oakland community through implementation of Procedural Justice, Neighborhood Services, and Federally-mandated reforms. Much work has yet to be done, as residents of the city's poorest communities still have memories and stories from generations of poor treatment by members of OPD.

Performance Measures for Strengthening Community Trust and Relationships

The primary performance measure for strengthening community trust and relationships are community surveys. The most recent (2013-14) community survey conducted by OPD found that, of 2,426 respondents, 23 percent were very satisfied or satisfied with the level of dedication to community policing and 44 percent were dissatisfied or very dissatisfied. In the same survey, 66 percent of 2,335 respondents indicated they trusted OPD and 34 percent indicated that they did not. Eighty-five percent of 1,200 respondents indicated that they were treated in a fair and impartial manner by Oakland Police officers and 15 percent indicated that they were not. Finally, 67 percent of 1,072 respondents indicated that the Oakland Police officer (with whom they interacted) explained the officer's actions and the law, while 33 percent indicated that the officer did not. A new survey will be conducted in 2016.

Objectives and Strategies for Strengthening Community Trust and Relationships

The first set of objectives is achievable without additional resources. The second set of objectives requires additional resources.

Strengthening Community Trust and Relationships: No Additional Resources

Objective: Increase Community Satisfaction by 15% over 36 Months.

Strategy: Establish an Officer Involved Shooting (OIS) / In-custody death protocol to include the release of body-worn camera video.

Deadline: July 1, 2016. **Responsible:** Chief of Police.

The advent of body worn cameras has provided law enforcement with an opportunity to truly show the public what an officer experiences, particularly when force is used. Releasing body worn camera video can provide a layer of transparency unparalleled in policing. Releasing this video as early as possible without compromising any of the many necessary administrative, investigative, and legal processes will be of great value to all stakeholders.

Strategy: Implement neighborhood outreach within 24 hours of SWAT operations and specific search warrants.

Deadline: March 1, 2016. **Responsible:** Patrol Area Commanders.

OPD conducts targeted crime reduction operations such as SWAT operations and service of specific search warrants. Failure to notify residents of the purpose of the mission can make residents feel that they are being subjected to an occupying force. While notifying residents prior to the operation cannot be done due to concerns about safety and effectiveness, providing information about the operation upon completion or within a short time following the operation should bring a greater understanding of the role of OPD in reducing crime through targeted efforts.

Strategy: Better explain homicide and shooting investigation processes to the public through advanced procedural justice training for OPD Personnel.

Deadline: July 1, 2016. **Responsible:** Ceasefire Division.

Homicide and (other) shooting investigations take place in Oakland frequently. Unfortunately, community members are not necessarily informed of the processes required for these investigations. This results in frustration for community members, who feel shut out from significant events in their own neighborhoods. Explaining the investigation process – without disclosing sensitive information – may assist community members in feeling connected to the process and lead to higher clearance rates. An action as simple as explaining to a community member what happened at the edge of a crime scene (the tape line) would provide valuable community support for OPD and may even yield valuable investigative information.

Strategy: Respond to, implement, and manage the recommendations of the Stanford University Report on Stop Data.

Deadline: August 1, 2016. **Responsible:** Assistant Chief of Police.

Stanford University – through the work of Professor Jennifer Eberhardt and SPARQ – is performing groundbreaking analysis of OPD Stop Data. Stop Data is the information collected by the Department concerning race and gender of members of the public who are contacted by OPD in discretionary stops – such as traffic stops.

Strategy: Implement living room meetings with residents.

Deadline: July 1, 2016. **Responsible:** Patrol Area Commanders.

Community meetings are regarded as a key element in engaging community members in a dialog with local police. Such meetings are held in a variety of settings, with attendance and efficacy sometimes challenged by location. In the last few years, law enforcement organizations have achieved success in smaller, less formal settings than a community center or other public forum.

Strategy: Increase the number of Foot Patrol Officers from three to 18.

Deadline: July 1, 2016. **Responsible:** Chief of Police.

Several studies in the last few decades have demonstrated the effectiveness of foot patrol in increasing community engagement and satisfaction with local police. Such studies have also shown decreases in crime. OPD has accepted grant funding from the United States Department of Justice/Office of Community Oriented Policing Services (USDOJ/COPS) to partially fund 15 additional foot patrol officers. Matching funding has been identified by the City of Oakland Budget Office. The grant provides that additional foot patrol officers be assigned to high crime areas in long-term assignments. This should provide for building community trust and relationships while reducing crime.

Strategy: Protect homicide victims from public view at crime scenes.

Deadline: July 1, 2016 **Responsible:** Criminal Investigations Division Commander.

Homicide investigations often require leaving a victim in place for hours. This is largely due to California law, which prohibits the movement of a deceased person by an ambulance and requires movement by a coroner. While necessary, leaving a deceased person in place for a long time can be perceived as being disrespectful by community members, particularly those who have long-standing mistrust of police. Implementing a protocol that protects homicide victims from public view during an investigation should provide an opportunity for greater respect and understanding of OPD from community members.

Strategy: Recognize and reward staff who volunteer their time for community service.

Deadline: July 1, 2016. **Responsible:** Personnel and Training Division Commander.

One way to demonstrate that OPD is a service provider – and not just a law enforcement organization – is to encourage OPD staff to volunteer in the Oakland community. While it would be challenging to require paid staff to devote time to volunteering, such efforts can be recognized and rewarded. OPD can implement a system that tracks hours and provides awards when milestones are reached. OPD can also include volunteer activity in decisions concerning promotions and appointments of personnel.

Strategy: Expand the Police Activities League (PAL) program through reassignment of personnel.

Deadline: January 1, 2017. **Responsible:** Chief of Police.

The OPD PAL Program is very robust and provides a large number of opportunities for Oakland youth. Initiatives sponsored by PAL include Adopt-a-Family, the Annual Christmas Dinner, Basketball, Building Strong Minds Mentorship, camping, Gang Resistance Education and Training, Track and Field, Police Explorers, Our Kids, and Youth Summer Internship. Increasing the number of personnel assigned to PAL will greatly enhance the ability of OPD to engage Oakland youth. Such increased engagement will provide the Oakland community and OPD opportunities to break down barriers while bringing greater understanding to all stakeholders.

Strategy: Recognize senior populations through senior safety programs.

Deadline: July 1, 2016. **Responsible:** Neighborhood Services Section Managers.

As the American senior population increases at an unprecedented rate, every city large and small must address the needs that accompany this shift. In Oakland, more could be done to recognize this significant increase and the unfortunate victimization that comes with it. By reaching out to seniors and educating them about crimes that target seniors – particularly financial crimes – OPD could further engage another segment of our community.

Strategy: Increase participation of Community Resource Officers in social media platforms and electronic communications.

Deadline: July 1, 2016. **Responsible:** Patrol Area Commanders.

A great many opportunities exist for traditional and community-based law enforcement providers to further engage the public through social media and electronic communication. As the San Francisco Bay Area continues to be home to the largest number of technology companies – and workers – in the world, our community expects to be reached through non-traditional methods. While OPD has social media presence, greater opportunity exists to share – and receive – information through electronic methods. Community Resource Officers, in particular, have great opportunity to utilize such means in working with their assigned neighborhoods.

Strategy: Implement a robust volunteer program for community members.

Deadline: July 1, 2016. **Responsible:** Neighborhood Services Section Managers.

OPD receives dozens of inquiries annually from community members looking to volunteer. Unfortunately, the current volunteer program does not adequately connect interested volunteers with Department need. Providing stronger support for community volunteers at all levels of the organization – along with additional structure and processes – will result in a more satisfying and productive experience for all involved.

GOAL 3: ACHIEVE ORGANIZATIONAL EXCELLENCE

Like every American law enforcement agency, the Oakland Police Department is charged with a multitude of responsibilities beyond reducing crime. The most important responsibility in this list is achieving organizational excellence. In direct relationship to the sobering volume of violent and property crime, OPD is faced with tremendous challenges in providing quality police service and a desirable working environment. Challenges in providing quality police service include responding to and documenting incidents timely and sufficiently. Challenges in providing a desirable working environment include navigating a challenging political environment, providing worthwhile professional development, properly equipping staff, and ensuring the mental and physical well-being of OPD members.

Response times to emergency and non-emergency calls in the City of Oakland are unacceptable. Members of the public who call to report for a non-life-threatening event may wait several hours – even days – for a member of OPD to respond to a residence or business. Many quality of life calls receive no response due to call volume. Additionally, the amount of cases to investigate presents real challenges for quality follow-up investigations on all cases. As an agency, we desire to perform better service those who are victims of crime. Follow up investigation is not generally provided for the vast majority of property crimes as well as some shootings and many robberies.

The Oakland Police Department has undergone tremendous change in the last several years. This has caused the organization to increase accountability and have difficult conversations about old policies and practices. This change has not been easy, but necessary. Some of the changes let to a sense of more restrictive policies and the perception of an unfair disciplinary process and outcomes have demoralized the OPD. We take this issue seriously and are implementing changes to improve in this area. Economy-driven layoffs, dilapidated work spaces, and inferior equipment have also contributed to a very challenging work environment. The Department is working to improve all of these areas. With the continued support of funding and resources, it is hoped that OPD will become an employer of choice.

21st Century Policing: Achieving Organizational Excellence

Achieving Organizational Excellence requires OPD to act upon the fourth and fifth of the six pillars (main topic areas) provided by the *Final Report of the President's Task Force on 21st Century Policing*. The fourth and fifth pillars are:

- Training and Education
- Officer Wellness and Safety

Training and Education

Concerning the fifth pillar in the *Final Report of the President's Task Force on 21st Century Policing*, the report states: "Hiring officers who reflect the community they serve is important not only to external relations but also to increasing understanding within the agency."¹ Specific 21st Century Task Force recommendations concerning training and education include:

¹ *Final Report of the President's Task Force on 21st Century Policing*, (May 2015, Office of Community Oriented Policing Services, http://www.cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf), p. 51

- Engage community members in the training process.
- Provide leadership training to all personnel throughout their careers.

Specific examples responsive to the *21st Century Task Force* recommendations for training and education include:

- Inviting 10 to 12 community groups into the basic police academy to share their perspectives with the trainees.
- Conducting two citizen police academies each year.
- Creating and delivering procedural justice training with community members.

Officer Wellness and Safety

Concerning the sixth pillar, the *21st Century Policing* report states: “The wellness and safety of law enforcement officers is critical not only to themselves, their colleagues, and their agencies but also to public safety.”¹ Specific *21st Task Force* recommendations concerning officer wellness and safety include:

- Law enforcement agencies should promote safety and wellness at every level of the organization.
- Every law enforcement officer should be provided with individual tactical first aid kits and training as well as anti-ballistic vests.

Specific examples responsive to the *21st Century Task Force* recommendations for officer wellness and safety include:

- Upgrading of an early-warning system that OPD has used for several years to identify concerns in conduct and performance in order to provide officers with needed resources including psychological support.
- Creation of a Wellness Unit will encompass several existing OPD initiatives such as the Peer Support Program, Critical Incident Response Team, Mental Health Provider Referral Program, Substance Abuse Referral Program, Clinical Psychologist Referral Program, Chaplain Program, and Employee Assistance Program.
- Providing all officers with ballistic vests and trauma kits.

Performance Measures for Achieving Organizational Excellence

Similar to Goal 2: Strengthen Community Trust and Relationships, the first performance measure for this goal is community satisfaction. The most recent (2013-14) community survey conducted by OPD found that, of 1,353 respondents, 38 percent were very satisfied or satisfied with the service they received and 32 percent were dissatisfied or very dissatisfied. In the same survey, 33 percent of respondents were very satisfied or satisfied with the response time of OPD and 43 percent were dissatisfied or very dissatisfied. A new survey will be conducted in 2016. Additional performance measures include reduction in Priority 1 and Priority 2 response times and call answering times.

The second performance measure for Goal 3: Achieving Organizational Excellence is employee satisfaction and the third performance measure is employee turnover. In the 2013 OPD Sworn Employee Survey, only 35 percent of the sworn staff and 41 percent of the civilian staff felt valued by the Department for the work they do. As of the writing of this report, the Oakland

¹ Ibid, p. 61

Police Department has an annual sworn turnover rate of nearly 10 percent. Approximately six officers separate from OPD each month. Nearly 40 percent of these separations are resignations and more than half of these resignations lead to officers being hired with other law enforcement agencies.

Objectives and Strategies for Achieving Organizational Excellence

In order to ensure implementation of this plan, it is also scalable. Parallel objectives – and accompanying strategies – are again provided for this goal in order to ensure that objectives are reachable with or without additional resources.

Achieving Organizational Excellence: No Additional Resources

Objective: Increase community satisfaction by 15% over 36 months. Objective: Reduce Priority 1 and Priority 2 response times by 15% over 36 months.
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Strategy: Provide appointment-setting for police reports.
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Deadline: July 1, 2016. **Responsible:** Communications Division Manager.

As provided in the *Best Practices Review*,¹ appointment-setting for report-taking is recommended as an effective call management strategy. At present, members of the public contact OPD and request a response to take a report. This response is the lowest dispatch priority and the public is often forced to wait hours – and sometimes days – for an OPD response to take a report at an unknown time. Scheduling an appointment with a Police Service Technician II will provide the public with the certainty of a fixed date and time to meet with OPD and make the report. Any loss of convenience of having an OPD member come to a residence or business will be outweighed by the convenience of the appointment. This service should increase community satisfaction while reducing response times (due to fewer calls being dispatched).

Strategy: Analyze the Patrol beat structure.

Deadline: January 1, 2017. **Responsible:** Research and Planning Manager.

The current OPD structure has been substantially unchanged since the mid-1970s. Great disparities exist among the current 35 beats, with one beat providing over 30,000 calls per year and another providing fewer than 6,000. Realigning beats to better distribute workload – while still respecting obvious natural boundaries and neighborhoods – should result in greater efficiencies, increased community satisfaction, and reduced response times.

Strategy: Analyze Patrol schedules.
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Deadline: January 1, 2017. **Responsible:** Research and Planning Manager.

The current OPD patrol schedule includes four shifts, three of which are 10 hours in length and the fourth is 12 hours in length. Two of the 10-hour shifts (1st Watch/Day Watch and 3rd Watch/Dog Watch/Graveyard) have overlapping teams once a week and multiple briefings each

¹ *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC: <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>)

day. Depending on the day of the week, there may be six briefings at each of the two OPD patrol facilities – resulting in 12 briefings covering four shifts. More importantly, there is little data that the current patrol schedule aligns personnel with call load. An analysis of call load by day of week and time of day should identify time of greatest need of personnel as well as time of least need. Aligning patrol schedules with this data should result in greater efficiencies, increased community satisfaction, and reduced response times.

Strategy: Contact every crime victim.

Deadline: April 1, 2016. **Responsible:** Criminal Investigations Division Commander.

An opportunity exists for OPD to contact members of the public who have filed a report and provide any updates while checking for additional information. This practice would reassure the public that every crime counts and help OPD acquire any new information from the victim. In order to be cost neutral, volunteers are sought to perform this function.

Strategy: Provide business cards for every investigative consensual encounter and detention.

Deadline: July 1, 2016. **Responsible:** BFO Administration Division Commander.

In order to ensure that the public is getting the best service possible from OPD, every Department member should provide a business card each time contact with a member of the public results in an investigative consensual encounter or detention. The business card should provide the Department member's name and serial number along with helpful information about OPD, the City of Oakland, other resources, and processes for follow up. Though there will be some cost to provide all OPD members who have public contact with business cards, this cost should be minimal and absorbed into OPD's General Purpose Fund budget.

Strategy: Provide greater customer service at the Patrol Administration Building.

Deadline: January 1, 2017. **Responsible:** Personnel and Training Division Commander.

The OPD Police Administration Building lobby is large and confusing. The service counters are encased in bullet-proof glass. This results in confusion and frustration on the part of the public when they come to OPD for a needed service. Reconfiguring the reception area to provide safety to OPD personnel and better service to the public should be a low- to no-cost strategy. Stationing OPD volunteer staff in the lobby to direct the public should greatly reduce confusion and frustration. Upgrading the intercom at the front desk would also provide greater customer service.

Objective: Increase employee satisfaction by 30% over 36 months.

Strategy: Create an Employee Wellness Unit.

Deadline: September 1, 2016. **Responsible:** Personnel and Training Division Commander.

The creation of a Wellness Unit will allow OPD to provide a central location for all wellness programs and services. An Informational Report concerning the creation of a Wellness Unit was accepted by the City of Oakland City Council Public Safety Committee on October 13,

2015. The report details assignment of a Sergeant of Police to supervise the unit and the expenditure of previously approved funding for an Administrative Analyst II and Program Intern. Funding is also approved for building costs, materials, and professional service agreements to assist OPD staff in administering the following programs:

- Peer Support Program
- Critical Incident Response Team
- Mental Health Provider Referral
- Substance Abuse Program Referral
- Clinical Psychologist Referral
- Chaplain Program
- Employee Assistance Program Referral

Providing OPD personnel with greater emotional support should also provide them with greater job satisfaction.

Strategy: Provide job-sharing for OPD Personnel.

Deadline: January 1, 2018. **Responsible:** Personnel and Training Division Commander.

The California Commission on Peace Officer Standards and Training (POST) allows sworn law enforcement personnel to reduce to move in and out of full-time status under as a Per Diem Officer. Allowing sworn and civilian OPD employees to reduce the number of hours worked to less than full-time will provide flexibility not currently available to full-time personnel. This flexibility will allow personnel to engage in other life events for determined time periods, such as caring for children or other family members or furthering education. Having such options should increase the recruitment and retention of female personnel, as women are still the primary caregivers in American society. Organizational impact should be minimal, as each request will be evaluated individually. Providing OPD personnel with more flexible schedule options should also provide them with greater job satisfaction.

Achieving Organizational Excellence: Additional Resources

Objective: Increase community satisfaction by 30% over 36 months.

Objective: Reduce Priority 1 and Priority 2 response times by 30% over 36 months.

Objective: Reduce call answering times by 15% over 36 months.

Strategy: Implement a 3-1-1 System.

Deadline: January 1, 2018. **Responsible:** Communications Division Manager.

The *Best Practices Review* recommends implementation of a 3-1-1 system as an effective call management strategy. The implementation of a 3-1-1 non-emergency/assistance answering system will greatly reduce calls to the OPD Communications Center on both emergency and non-emergency numbers. This should, in turn, greatly increase community satisfaction and reduce OPD response times as the amount of time required to answer a call and assign OPD resources will be reduced. Assigning responsibility for the 3-1-1 system to an entity other than OPD would be most appropriate, as the expected calls should not be requests for police services.

Resources: Unknown.

Funding Sources: Unknown

Strategy: Accept all wireless 9-1-1 calls.

Deadline: January 1, 2019. **Responsible:** Communications Division Manager.

OPD is moving forward with implementing the necessary tools to accept wireless 9-1-1 calls. This should reduce call wait times, as callers on wireless devices will no longer be routed to the California Highway Patrol before being transferred to OPD. Both human and technological (GIS mapping) resources will be required to enact this strategy.

Resources: Fourteen additional Police Communication Operators and GIS mapping technology.

Funding Sources: A General Purpose Fund appropriation is needed for the ongoing personnel costs of additional Public Safety Dispatchers. State funding will cover the majority of equipment costs necessary for a 9-1-1 GIS mapping system with only a small, one-time contribution required of the City of Oakland from the General Purpose Fund.

Objective: Reduce the number of persons killed and injured in traffic collisions by 15% over 36 months.

Strategy: Assign additional resources to Traffic Safety.

Deadline: July 1, 2016. **Responsible:** Chief of Police.

The City of Oakland has a significant number of fatal traffic collisions every year. In order to reduce this, increased analysis of primary and associated collision factors and strategic deployment of personnel is needed. Since OPD has very few personnel assigned to the Traffic Enforcement Unit, an additional squad would greatly enhance OPD efforts to target specific violations at targeted locations.

Resources: One additional Sergeant of Police and eight Police Officers.

Funding Sources: A General Purpose Fund appropriation is needed for the ongoing personnel costs of an additional Sergeant of Police and eight Police Officers. One-time funding is needed for the purchase of additional motorcycles and ongoing funding is needed for maintenance costs for the additional motorcycles.

Appendix I: Reports and Recommendations Concerning the Oakland Police Department

District-Based Investigations in Oakland

In the May 2013 report on district-based investigations, the Bratton Group recommended that each of the five patrol areas be staffed with a District-Investigative Unit (DIU) made up of an investigative sergeant, three experienced investigators, and three to five police officers to investigate robbery, burglary, and shootings/assaults. The recommendation was that the DIU would work staggered hours in the afternoons and evenings seven days a week. This would allow DIU personnel to respond to crime scenes to interview victims, canvass for witness, and gather evidence. The DIU sergeant would be responsible for coordinating with the Criminal Investigations Division (CID), evidence technicians, and the crime lab. The DIU sergeant would also report to the Area Captain and represent district investigations at CompStat meetings.

OPD has instituted limited use of patrol area-based felony assault, burglary, and robbery investigators. Complete implementation of the DIU model has not taken place due to a lack of staffing, an inability to prioritize investigations across geographic areas, and inconsistency of training received and skill level among decentralized staff. Seventeen of the 19 investigators are assigned by patrol area within CID, as follows:

- All seven felony assault investigators are assigned by patrol area
- All five burglary investigators are assigned by patrol area
- Five of the seven robbery investigators are assigned by patrol area

Further implementation of the DIU recommendation is included as a strategy, with a focus on robbery.

The *District-Based Investigations* report recommends the processing and examination of fingerprint evidence collected from burglaries. A modified version of this recommendation is incorporated as Strategy 1.4.1. The report also states “an analysis of links between firearms and crimes and firearms and gangs would be extremely useful in identifying targets for the Ceasefire effort and in directing and coordinating enforcement actions related to Ceasefire.”¹ This recommendation is being incorporated into an initiative funded in the FY 2015-2107 City of Oakland Policy Budget and is included as a strategy.

The *District-Based Investigations* report addressed concerns with crime scene technicians (Police Evidence Technicians), including a lack of administrative support. The report stated that the “evidence technician unit is being transferred to the Central Investigation Division.” The unit was transferred to the newly recreated Bureau of Investigations in late 2015 and is now supervised by a Sergeant of Police.

The OPD CompStat process was discussed in an appendix to the *District-Based Investigations* report. The report stated the “OPD CompStat process itself requires significant revision”² and that “[t]he purpose of the CompStat process is to provide vigorous strategic oversight of a police department’s crime fighting efforts ... [with] exchanges focused on the specifics of crime patterns and individual crimes and the measures being taken to counter them.”³ As outlined in the

¹ Ibid, p. 10

² Ibid, p. 21

³ Ibid, pp. 21-22

appendix concerning CompStat Meetings and Reporting Requirements, there are four elements required for CompStat to be successful in reducing crime:¹

1. Accurate and Timely Information
2. Effective Tactics
3. Rapid Deployment of Personnel and Resources
4. Relentless Follow-Up and Assessment

OPD is working to develop the capacity to provide accurate and timely information on crime, crime patterns, and crime trends. Funding has been approved for the implementation of a Crime Analysis Section to be staffed by a Police Services Manager and five Crime Analysts (included as a strategy). Once this section has been implemented, accurate and timely information will be readily available for use in CompStat.

OPD has recently bolstered agency-wide resources through a partial re-organization. Ceasefire now has a Captain of Police, a Project Manager II, a Lieutenant of Police, five Sergeants of Police, and 24 Police Officers assigned to it to respond to group-involved incidents such as shootings. OPD has limited capacity to rapidly deploy personnel and resources on a scale typically required for effective use of CompStat. In cities such as New York and Los Angeles, tremendous agency-wide law enforcement resources can be moved from one area to another to address priority crime problems. This limited capacity to rapidly deploy directly affects the ability to provide relentless follow-up and assessment. In this period of transition, the Department one commander report out during an hour-long crime meeting. The reporting includes crime trends, crime statistics, and solutions. The Executive Team is able to ask questions and realign resources based upon needs

While OPD does not have the resources required of traditional CompStat – particularly those for relentless follow-up and assessment, OPD is continuing to develop a modified approach that includes daily crime conference calls, weekly shooting reviews, weekly area specific crime trend review meetings, time-specific crime reduction plans, and wide-ranging implementation of Ceasefire.

Best Practices Review: Oakland

In the October 2013 *Best Practices Review*, the Strategy Policy Partnership provided recommendations based on nationwide best practices. These recommendations were grouped into 15 major areas,² ranging from “Building Communities of Trust” to “Recruitment of Candidates.”

In the first major recommendation area (Building Communities of Trust), the *Best Practices Review* provides four reasons for the divide between OPD and the Oakland community: a widespread perception that OPD does not treat community members with respect; a tendency of political figures to feed off criticism of OPD in the absence of facts; unusually high levels of media scrutiny and ineffective communication strategies; and violent public demonstrations that often target OPD. OPD has addressed many of these issues in the last two years. Procedural justice training has been provided to all sworn OPD personnel. A more effective application of

¹ Ibid, p. 32

² *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC: <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>) , p. 3

the protest response policy seems to have contributed to a dramatic reduction in the number of protests and the violence and damage associated with them.

The *Best Practices Review* provides that OPD needs to include the Oakland community in crime analysis and operational planning and that the community needs to share responsibility in addressing crime and violence.¹ The second goal of this strategic plan is to strengthen community trust and relationships. A number of strategies are proposed to bring OPD closer to the Oakland community throughout this plan, including expanded use of procedural justice training and inviting community members to take a more active role in crime analysis and operational planning.

In the second major recommendation area (Accountability-Based Police Structure), the *Best Practices Review* provides that the Assistant Chief of Police focus exclusively on operations (patrol, investigations, special operations, and strategic initiatives). This recommendation was enacted in the summer of 2015. OPD has enacted all structural recommendations, including two Deputy Chiefs of Police to oversee the five districts (patrol areas) and a command officer overseeing Ceasefire and CompStat. An assessment of crime analysis needs – including placement of the Crime Analysis Section in the organizational structure – has taken place. The final recommendations in this section, implementation of district-based investigations and coupling problem-solving officers (now community resource officers) with patrol officers are addressed in this strategic plan.

In the third major recommendation area (Neighborhood Policing Structure), the *Best Practices Review* provides that each of the patrol areas be commanded by a Captain of Police. OPD has enacted most of the recommendations in this area, including assigning patrol response units and problem-solving officers (PSOs, now CROs) to the patrol area captain, and the establishment of a community advisory group by each patrol area captain. OPD has exceeded the recommendation that each patrol area have a Lieutenant of Police to oversee patrol and a second lieutenant to oversee problem-solving officers, crime response teams (CRTs), and other specialized units. There are actually two patrol lieutenants assigned to each area and a third lieutenant overseeing CROs, CRTs, and other specialized units. The only recommendation that OPD has not enacted is that of a single city-wide watch commander. This recommendation is impractical based on activity level.

In the fourth major recommendation area (Developing a Service Culture), the *Best Practices Review* states that policing culture can change “when senior managers are vocal, articulate purveyors of the vision for the future...”² OPD has implemented many of the recommendations in this area, including the presence of command staff at patrol line-up. The fifth recommendation area (Developing Management Skill) includes specific recommendations such as visits by promoting personnel to other agencies with identified best practices; promoting only those captains to deputy chief who have commanded a district; and having command staff members serve as liaisons to other City agencies and community organizations. Participation in management programs beyond the Senior Management Institute Program run by the Police Executive Research Forum (PERF) is encouraged. Succession planning and greater development of all staff – including managers – is addressed in the third goal of this strategic plan – achieving organizational excellence.

¹ Ibid

² *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC: <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>), p. 15

The sixth major recommendation area (Addressing Crime) reiterates the recommendations of the *District-Based Investigations* report and further states “[i]t is imperative that the Department adopt an aggressive, real-time response to Ceasefire group violent events as soon as they occur after a group has been identified as violent... Ceasefire performance should be incorporated into the CompStat process to ensure Ceasefire actions aimed at preventing violent crime are focused and effective.”¹ OPD has instituted a weekly shooting review, a meeting of commanders and other key staff who have direct involvement in the reduction of violent crime. The shooting review has been expanded beyond shootings and homicides to include robberies. Shooting review is facilitated by the Ceasefire commander and focuses on the gathering and dissemination of actionable intelligence.

The seventh major recommendation area (Strengthening Police Training) focuses on involving community members in recruit officer and in-service officer training. OPD has implemented these recommendations and supplemented them with community members helping to design and deliver the procedural justice training. The eighth major recommendation area (Performance Evaluation) includes a recommendation that “the performance evaluation process... be structured so it is positive for officers, and includes assessment of individuals’ strengths, as well as areas in which they need to improve performance... [and] must be tied to career development and early intervention, identifying problems before they become disciplinary or performance problems.”² OPD has implemented such a performance evaluation process.

The ninth major recommendation area (Internal Affairs Processes) sets forth a number of recommendations to simplify processes and still meet requirements of the Negotiated Settlement Agreement, including limiting the role of the Intake Officer to logging complaints into the system, checking for prior complaints and classifying complaints forming the basis of assignment for investigation. This has been done. The second recommendation was to replace sworn intake personnel with civilians (in part to free up sworn personnel to do neighborhood policing). This has occurred, though employee turnover has been very challenging. The third recommendation was to develop guidelines as to when a case will be investigated first as a crime and this has been done. The fourth recommendation was that informal complaint resolution should not be imposed by the Internal Affairs Command. This practice has been minimized, as it affects an incredibly small percentage of complaints. The fifth recommendation concerns the criticism of the Monitor regarding the number of closures without investigation. OPD does not investigate a complaint unless the complaint alleges misconduct or violation of a rule. For example, OPD does not investigate complaints about noise from the OPD helicopter. Every misconduct allegation is investigated. The sixth recommendation is that the role of the Internal Affairs investigator needs to be better defined and focus on who recommends a penalty. OPD uses a practice that is required by the Negotiated Settlement Agreement. The discipline policy was recently revised.

The tenth major recommendation area (Managing Calls for Service) includes alternatives to dispatching an officer in response to every call. These recommendations include appointment setting for an officer to contact the complainant at a later time; handling calls over the phone rather than dispatching an officer; an increased ability for the public to report over the internet; and the use of 311 for calls that can be handled by other agencies. All of the above recommendations are included in this strategic plan in the third goal, provide quality police service.

¹ Ibid, p. 20

² *Best Practices Review: Oakland Police Department 2013* (October 2013, Strategic Policy Partnership, LLC: <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>), p. 25

The eleventh major recommendation area (The Ceasefire Connection) articulates a number of recommendations to ensure the most effective implementation of this crime-reduction strategy. Much progress has been made in doing so in OPD – particularly with the assignment of additional personnel (a lieutenant and several sergeants and officers, discussed above). Additional opportunities to educate the public, members of OPD, and other stakeholders about Ceasefire still exist along with opportunities to work more closely with community partners in implementation. The twelfth major recommendation area (Racial Profiling Data Analysis) states that analysis of racial profiling data be performed by an outside expert. OPD has contracted with award-winning Stanford University Professor Jennifer Eberhardt to perform this analysis.

The thirteenth major recommendation area (Crisis Intervention Skill Development) includes a recommendation that “the Department create a crisis intervention team consisting of police, school staff and community representatives to respond to situations when there is a high potential for violence or disruptive activities.”¹ OPD has a Police Officer in the Training Section whose exclusive assignment is to address mental health issues and crisis intervention training. OPD provides a 38-hour POST-certified crisis intervention team training course. As of July 1, 2015, over a hundred OPD officers have completed this training. OPD also provides a 16-hour POST-certified crisis intervention course for Public Safety Dispatchers and has trained 34 dispatchers. OPD has developed a collaborative work-group that brings together all local stakeholders to discuss law enforcement concerns regarding individuals with mental health issues. OPD also collaborated with Alameda County Health to implement a pilot program that paired CIT-trained officers with licensed clinical social workers to respond to designated calls for service.

The fourteenth major recommendation area (Reducing Domestic Homicides) focused on identifying potential domestic homicides before they occur. A specific recommendation was made that OPD “partner with local researchers to undertake an analysis of domestic violence situations in Oakland over the [previous] five years to determine the elements that form the basis of determining when...intervention is needed.”² OPD made contact with UC Berkeley research staff about partnering on this project.

The fifteenth major recommendation area (Recruitment of Candidates) includes recommendations that OPD raise its minimum age for recruits to 25 so that applicants have sufficient life experience with exceptions for college and military or police experience (including serving as an intern or cadet). The *Best Practices Review* also recommends that interview panels “reflect the diversity of the community and not just be police supporters.”³ The report recommends that the Oakland community – through the district advisory committees – engage in finding local candidates and that OPD hire as many Oakland residents as possible as Cadets. The minimum age for Police Officer Trainee (recruit) remains 21. City funding has been approved – with additional (private) funding expected – to increase the number of Police Cadets by 26 positions for three years.

Addressing Crime in Oakland: Zeroing Out Crime

This report provides a number of recommendations concerning public safety in the City of Oakland. Most of those involving the Oakland Police Department are covered in the two previous reports. This information is supplemented by “an asset inventory of the larger City

¹ Ibid, p. 34

Best Practices Review: Oakland Police Department 2013 (October 2013, Strategic Policy Partnership, LLC: <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045374.pdf>), p. 36

³ Ibid, p. 37

organization and its Departments, of services that all support crime reduction in a holistic crime reduction plan.”¹ Though much of *Zeroing Out Crime* focuses on service providers other than OPD and reiterating recommendations from the two previous reports, there are some recommendations that are worth reviewing in this strategic plan.

The first recommendation area for OPD in *Zeroing Out Crime* worth reviewing is the expansion of the Ceasefire initiative. As discussed previously in this strategic plan, much progress has been made in expanding Ceasefire. *Zeroing Out Crime* recommends building community support – particularly among faith communities; identifying persons most at risk of involvement in violent acts; calling in leaders of violent groups and advising them of consequences and alternatives; and forming strong collaborations among criminal justice partner agencies to assist with rapid enforcement. All of these recommendations have been implemented.

The second worthwhile recommendation area for OPD in *Zeroing Out Crime* is the proper implementation of community policing. Specific recommendations include returning of Neighborhood Service Coordinators to OPD. This occurred in late 2014. The report recommends that outcomes – not number of projects initiated – be used to measure effectiveness of community policing efforts. This strategic plan is an attempt to move the entire organization toward the measurement of outcomes (objectives) and not outputs. Restorative justice is recommended as an effective community policing strategy. It is used by members of the OPD Youth and School Services Section.

In the third worthwhile recommendation area, *Zeroing Out Crime* recommends that OPD increase staffing based on a number of criteria including population, response times, crime levels, geographic coverage, major events, calls for service reduction initiatives, and personnel attrition. “Using a strict ratio per thousand formula is not an appropriate measurement for Oakland because of the level of violent crime and nature of disorder.”² The report then recommends two sworn personnel per 1,000 residents and recommends prioritizing as follows: full staffing of police areas, DIUs, homicide investigators, and Ceasefire intelligence staffing. Civilianization is recommended – with the caveat that “it is a serious mistake to only add Officers.”³ Forty sworn personnel will be added to OPD in FY 2016-17. A number of civilian positions were also requested in the same biannual budget and a few were added. Many more sworn positions could be replaced with civilians, providing a cost-effective way to move more officers into sworn-only positions and provide consistency – and increased expertise – in the civilian positions they would vacate.

Zeroing Out Crime provides three additional worthwhile specific recommendations for OPD. First, the Department should seek accreditation from the Commission on Accreditation of Law Enforcement Agencies (CALEA). This process has begun with the attendance of the annual CALEA spring meeting in 2015. Second, OPD should make better use of “social media, the Department’s website, traditional media, and email blasts to keep people informed.”⁴ The report also recommends a Department update as a standing item on the City Council agenda and

¹ *Addressing Crime in Oakland: Zeroing Out Crime, A Strategy for Total Community Action* (December 2013, Strategic Policy Partnership, LLC:

<http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045375.pdf> , Cover Memo

² *Addressing Crime in Oakland: Zeroing Out Crime, A Strategy for Total Community Action* (December 2013, Strategic Policy Partnership, LLC:

<http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak045375.pdf>), p. 24

³ Ibid.

⁴ Ibid, p. 25

development of a public service campaign. Finally, Zeroing Out Crime recommends that Measure Y (now Measure Z) officers receive an incentive to stay their positions for at least a year and not be drawn from their neighborhood assignments short of a true emergency.

Appendix II: The 2016 Oakland Police Department Strategic Planning Process

The Strategic Planning Group met bi-weekly from November 2014 through March 2015. The Command Staff met bi-weekly during April and May 2015, primarily to discuss additional objectives and strategies. The timeline for the first Strategic Planning Group was as follows:

November 19, 2014

- Introductory Exercise
- Ground Rules
- Overview of Process
- What a Strategic Plan Should Be
- What a Strategic Plans Should Not Be
- SWOC Exercise
- Identify Organizational Mandates
- Clarify Organizational Values (draft)

December 3, 2014

- Review of Strengths, Weaknesses, Opportunities, and Challenges (SWOC)
- Clarify Organizational Values
- Clarify Organizational Mission
- Establish Effective Vision (draft)

December 17, 2014

- Establish Effective Vision (draft)
- Articulate Goals

January 7, 2015

- Establish Effective Vision
- Articulate Goals
- Formulate Objectives

January 21, 2015

- Formulate Objectives

February 4, 2015

- Review Goals

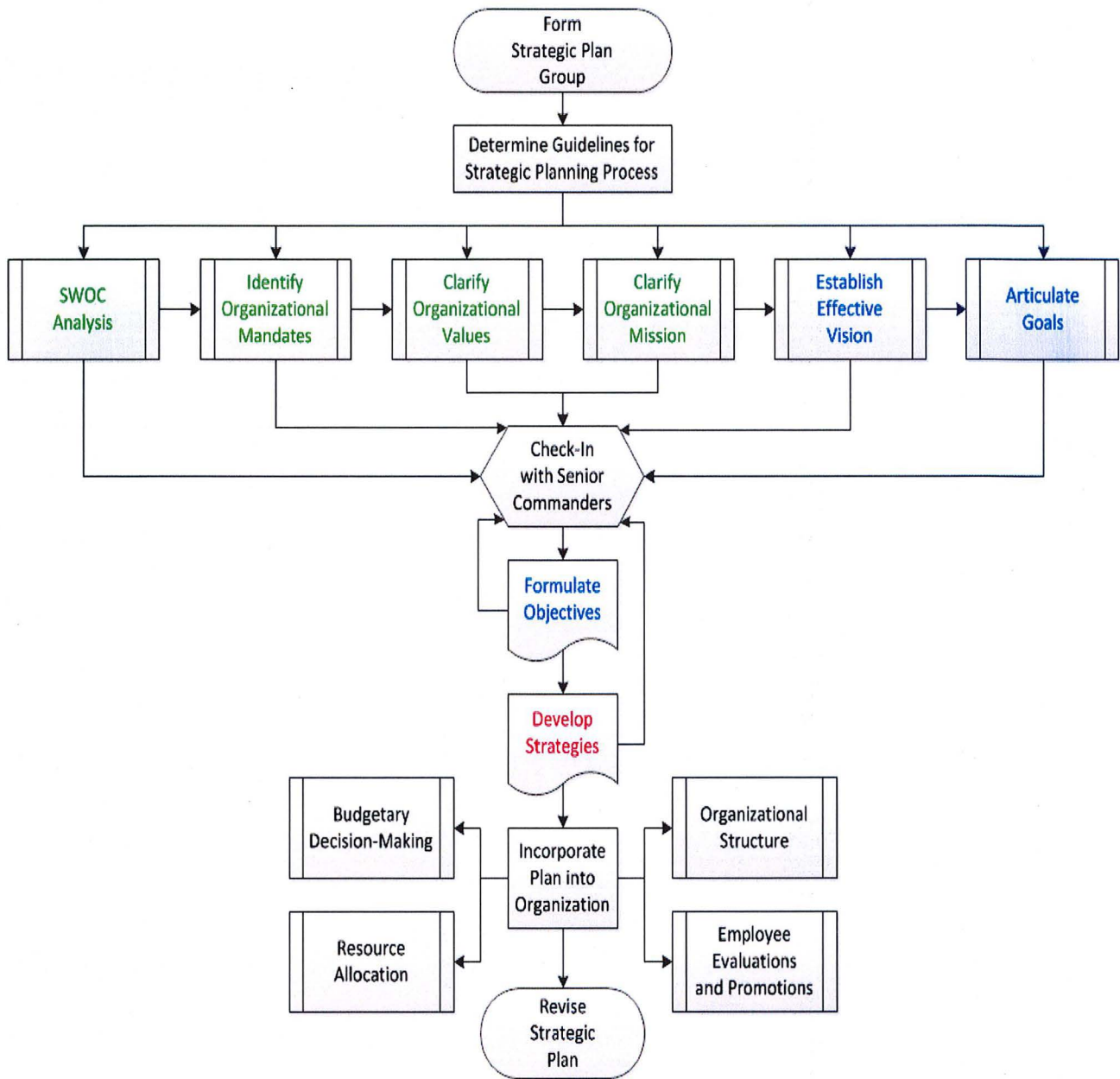
February 18, 2015

- Update Goals
- Formulate Objectives
- Develop Strategies

March 18, 2015

- Develop Strategies

Phase	Action
Where we are	Analyze Strengths, Weaknesses, Opportunities, Challenges
	Identify Organizational Mandates
	Clarify Organizational Values
	Clarify Organizational Mission
Where we want to be	Establish Effective Vision
	Articulate Goals
	Formulate Objectives
How we are going to get there	Develop Strategies



The second working group for the strategic plan was made up of OPD Command Staff. OPD Command Staff met in May through July 2015 to further develop the first goal. The timeline for the second Strategic Planning Group was as follows:

May 20, 2015

- Review existing strategies
- Identify effective strategies
- Identify strategies that can be improved

June 3, 2015

- General discussion of crime control strategies

June 24, 2015

- Formulate Objectives with existing resources
- Develop Strategies with existing resources

July 1, 2015

- Identify additional resources
- Formulate Objectives with additional resources
- Develop Strategies with additional resources

There were two working groups who took part in the strategic planning process at OPD. The first was the Strategic Planning Group. This group was made up of members of the Oakland community; members of the Oakland City Administrator's Office; and members of the Oakland Police Department. Oakland Police Department members included representatives of various divisions as well as a representative of each of the three unions in OPD.

The below individuals took part in the planning process that spanned November 2014 through March 2015:

Members of the Community

- Mr. Jose Dorado, Measure Y Committee
- Mr. Marcus Johnson, Community Police Advisory Board

Members of the Oakland City Administrator's Office

- Assistant to the City Administrator Chantal Cotton
- Assistant to the City Administrator Joseph DeVries
- Executive Director Anthony Finnell, Citizens' Police Review Board
- City Administrator Analyst Shana Sharp

Members of the Oakland Police Department

- Lieutenant LeRonne Armstrong, Criminal Investigation Division
- Timothy Birch, Research and Planning
- Officer Omar Daza-Quiroz, Criminal Investigation Division
- Project Manager II Reygan Harmon, Ceasefire
- Sergeant Bryan Hubbard¹, Personnel and Training Division
- Account Clerk II Karen Lu,² Fiscal Services

¹ As a representative of the Oakland Police Officers Association (OPOA)

² As a representative of Local 1021

- Officer Jennifer Sena, Support Operations Division
- Police Communications Supervisor Ametrius Sidney, Communications Division
- Neighborhood Services Coordinator Renee Sykes¹, Neighborhood Services
- Sergeant Jeff Thomason, Bureau of Field Operations

The below individuals took part in the planning process that spanned May through July 2015:

- Captain Darren Allison, Bureau of Field Operations
- Lieutenant LeRonne Armstrong, Criminal Investigation Division
- Lieutenant Jake Bassett, Bureau of Field Operations
- Lieutenant Randy Brandwood, Bureau of Field Operations
- Deputy Chief Eric Breshears (retired)
- Captain Kirk Coleman, Criminal Investigation Division
- Deputy Chief Oliver Cunningham, Bureau of Field Operations
- Assistant Chief Paul Figueroa
- Lieutenant Sean Fleming, Bureau of Field Operations
- Captain Freddie Hamilton, Bureau of Field Operations
- Project Manager II Reygan Harmon, Ceasefire
- Lieutenant Roland Holmgren, Criminal Investigation Division
- Lieutenant Bobby Hookfin, Bureau of Field Operations
- Sergeant Holly Joshi, Chief of Staff
- Captain Drennon Lindsey, Bureau of Field Operations
- Sergeant Kevin Reed, Criminal Investigation Division
- Management Assistant Bruce Stoffmacher, Research and Planning
- Special Projects Coordinator Michael Sze, Office of the Mayor
- Captain Anthony Toribio, Bureau of Field Operations
- Lieutenant Steve Walker, Criminal Investigation Division
- Lieutenant Brandon Wehrly, Criminal Investigation Division
- Lieutenant Kevin Wiley, Criminal Investigation Division
- Captain Sharon Williams, Bureau of Field Operations
- Lieutenant Randy Wingate, Bureau of Field Operations

The final steps in the strategic planning process were review and evaluation of the goals, objectives, and strategies and assignments of strategies. This was conducted in December 2015 by the following personnel:

- Chief Sean Whent
- Assistant Chief Paul Figueroa
- Deputy Chief Oliver Cunningham, Bureau of Field Operations II
- Deputy Chief David Downing, Bureau of Field Operations I
- Deputy Chief John Lois, Bureau of Investigations
- Deputy Chief Danielle Outlaw, Bureau of Services

¹ As a representative of Local 21

Appendix III: Objectives, Strategies, Timelines, and Position Responsible

Goal 1: Reduce Crime – No Additional Resources

Objectives	Percent	Timeframe
<ul style="list-style-type: none"> • Reduce homicide • Reduce robbery • Reduce aggravated assault (including shootings) 	30%	36 months
Strategies	Deadline	Responsible
Elicit greater assistance from community members through greater use of:		
<ul style="list-style-type: none"> • Procedural justice training to include all members of OPD 	1 Jul 17	Personnel & Training Division
<ul style="list-style-type: none"> • Education/training intervention related to implicit bias 	1 Jul 16	Personnel & Training Division
<ul style="list-style-type: none"> • External/community information sharing 	1 Jul 16	Chief of Staff/ Patrol Areas
<ul style="list-style-type: none"> • Interaction at crime scenes, and 	1 Jul 16	CID / Patrol Areas
<ul style="list-style-type: none"> • Further engagement of public in Ceasefire 	1 Jul 16	Ceasefire/ Patrol Areas
Designate patrol officers to assist CID (weekly area reports)	1 Jul 16	Patrol Areas
Implement intelligence-led policing through creation of a Crime Analysis Section	1 Mar 16	BOI
Ensure Ceasefire strategy training Department-wide with a focus on those most involved	1 Mar 16	Personnel and Training Division
Implement gun tracing to identify, track and connect firearms	1 Mar 16	BOI
Make greater use of video recordings of public areas	1 Jan 17	BOS/ BOI

Goal 1: Reduce Crime – Additional Resources

Objectives	Percent	Timeframe
<ul style="list-style-type: none"> • Reduce homicide • Reduce robbery • Reduce aggravated assault 	40%	36 months
Strategies	Deadline	Responsible
Increase number of patrol personnel	TBD	TBD
Create a fugitive apprehension team	TBD	TBD
Assign additional personnel to increase investigative capacity	TBD	TBD
Assign additional robbery investigators to CID for patrol areas (robbery rapid response team)	TBD	TBD
Objectives	Percent	Timeframe
Reduce property crime	TBD	TBD
Strategies	Deadline	Responsible
Expand biological evidence collection and processing to property crimes	TBD	TBD

Goal 2: Strengthen Community Trust and Relationships – No Additional Resources

Objectives	Percent	Timeframe
<ul style="list-style-type: none"> Increase community satisfaction 	15%	36 months
Strategies	Timeline	Responsible
Establish an OIS / in-custody death protocol to include the release of body-worn camera video	1 Jul 16	OCOP
Implement neighborhood outreach within 24 hours of SWAT operations and specific search warrants	1 Mar 16	Patrol Areas
Better explain homicide and shooting investigation processes to the public through advanced procedural justice training for OPD personnel	1 Jul 16	Training Division and Ceasefire
Respond to, implement, and manage the recommendations of the Stanford University report on Stop Data	1 Aug 2016	ACOP
Implement living room meetings with residents	1 Jul 16	Patrol Area Commanders
Increase the number of foot patrol officers from three to 18	1 Jul 16	OCOP
Protect homicide victims from public view at crime scenes	1 Jul 16	CID
Recognize and reward staff who volunteer their time for community service	1 Jul 16	Personnel & Training
Expand PAL program through reassignment of personnel	1 Jan 17	OCOP
Recognize senior populations through senior safety programs	1 Jul 16	Neighborhood Services
Increase participation of Community Resource Officers in social media platforms and electronic communications	1 Jul 16	Patrol Areas
Implement a robust volunteer program for community members	1 Jul 16	Neighborhood Services

Goal 3: Achieve Organizational Excellence – No Additional Resources

Objectives	Percent	Timeframe
<ul style="list-style-type: none"> Increase community satisfaction Reduce Priority 1 and Priority 2 response times 	15%	36 months
Strategies	Timeline	Responsible
Provide appointment-setting for police reports	1 Jul 16	Communications Division
Analyze the Patrol beat structure	1 Jan 17	Research & Planning
Analyze patrol schedules	1 Jan 17	Research & Planning
Contact every crime victim	1 Apr 16	CID
Provide business cards in every consensual encounter and detention	1 Jul 16	BFO Admin
Provide greater customer service at the Police Administration Building	1 Jan 17	Personnel & Training
Objectives	Percent	Timeframe
Increase employee satisfaction	30%	36 months
Create an employee wellness unit	1 Sep 16	Personnel & Training
Provide job-sharing for OPD personnel	1 Jan 18	Personnel & Training

Goal 3: Achieve Organizational Excellence – Additional Resources

Objectives	Percent	Timeframe
<ul style="list-style-type: none"> Increase community satisfaction Reduce Priority 1 and Priority 2 response times 	30%	36 months
<ul style="list-style-type: none"> Reduce call answering times 	15%	36 months
Strategies	Timeline	Responsible
Implement a 3-1-1 system	1 Jan 18	Communications Division
Accept all wireless 9-1-1 calls	1 Jan 19	Communications Division
Assign additional resources to Traffic Safety	1 Jul 16	OCOP

OPD Strategic Plan



2016

What Does a Strategic Plan Do?

- A strategic plan should answer three questions:
 1. Where are we now?
 2. Where do we want to be?
 3. How are we going to get there?



Why Have a Strategic Plan?

- To clarify Values
- To clarify the Mission
- To establish an effective Vision
- To articulate Goals



Strategic Plan 2016

OPD Values

- **Fairness:** We promote accountability and transparency.
- **Integrity:** We embrace honesty and professionalism.
- **Respect:** We treat the community and each other with dignity.
- **Service:** We serve the community with courage and honor.
- **Teamwork:** We celebrate Oakland's diversity through partnerships.



Strategic Plan 2016

OPD Mission

The Oakland Police Department is committed to reducing crime and serving the community through fair, quality policing.



Strategic Plan 2016

OPD Vision

The vision of the Oakland Police Department is to be a leader in law enforcement through strong community partnerships, professionally developed employees, enhanced technology, and strategic and succession planning.



Strategic Plan 2016

OPD Goals

- **Goal 1: Reduce Crime**
- **Goal 2: Strengthen Community Trust and Relationships**
- **Goal 3: Achieve Organizational Excellence**



Strategic Plan 2016

Goal 1 - Reduce Crime: Objectives *(No Additional Resources)*

- Reduce Homicide by 30% over 36 Months
- Reduce Robbery by 30% over 36 months
- Reduce Aggravated Assault (including non-fatal shootings) by 30% over 36 months



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies
(No Additional Resources)

Continue to implement Ceasefire

- Focus on engaging groups that commit violent crimes
- Focus on stopping gun violence



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies
(No Additional Resources)

Elicit community assistance through:

- Procedural Justice
- Increased information sharing with the public
- Discussion at crime scenes



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies
(No Additional Resources)

**Designate Patrol Officers to assist the
Criminal Investigations Division**

- Continue information sharing between Patrol and CID through weekly area reports



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies
(No Additional Resources)

**Implement Intelligence-Led Policing
through creation of a Crime Analysis
Section.**

- Identification of patterns and trends
- Greater Ceasefire support



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies (No Additional Resources)

- Ensure All Officers are trained on the Ceasefire strategy
- Implement gun tracing to identify, track, and connect illegal use of firearms
- Make greater use of video in public areas



Strategic Plan 2016

Goal 1 - Reduce Crime: Objectives (Additional Resources Needed)

- Reduce Homicide by 40% over 36 Months
- Reduce Robbery by 40% over 36 Months
- Reduce Aggravated Assault (including non-fatal shootings) by 40% over 12 Months
- Reduce property crime by 30% over 36 months.



Strategic Plan 2016

Goal 1 - Reduce Crime: Strategies (Additional Resources Needed)

- Add additional sworn and support positions
- Create a Fugitive Apprehension Team
- Assign additional Robbery Investigators
- Expand biological evidence collection and processing to all Property Crimes



Strategic Plan 2016

Goal 2 - Strengthen Community Trust and Relationship: Objectives

- Increase Community Satisfaction by 15% over 36 Months.
 - Align with the 21st Century Task Force:
 - Building Trust and Legitimacy
 - Policy and Oversight
 - Technology and Social Media
 - Community Policing and Crime Prevention



Strategic Plan 2016

Goal 2 - Strengthen Community Trust and Relationships: Strategies

- OIS / In-custody death protocol (increased transparency)
- Neighborhood outreach within 24 hours of SWAT operations / search warrants, and increased explanation of investigation processes to the public
- Stop Data – Implement Stanford recommendations



Strategic Plan 2016

Goal 2 - Strengthen Community Trust and Relationships: Strategies

- Community Outreach:
 - More community meetings
 - Increase foot patrol officers to 18
 - Police Activities League, recognize staff for volunteering, implement volunteer program
 - Support senior safety
 - Increased use of social media
- Protect homicide victims from public view at crime scenes



Strategic Plan 2016

Goal 3 - Achieve Organizational Excellence

Align with the President's Task Force on 21st Century Policing:

- Training and Education
- Officer Wellness and Safety



Strategic Plan 2016

Goal 3 - Achieve Organizational Excellence: Objectives (No Additional Resources)

- Increase community satisfaction by 15% over 36 months
- Reduce Priority 1 and Priority 2 response times by 15% over 36 months
- Increase employee satisfaction by 30% over 36 months



Strategic Plan 2016

**Goal 3- Achieve Organizational
Excellence: Strategies**
(No Additional Resources)

- Provide appointment-setting for police reports
- Analyze the Patrol beat structure
- Analyze Patrol schedules
- Contact every crime victim



Strategic Plan 2016

**Goal 3- Achieve Organizational
Excellence: Strategies**
(No Additional Resources)

- Provide business cards for every investigative consensual encounter and detention
- Provide greater customer service at the Patrol Administration Building



Strategic Plan 2016

**Goal 3- Achieve Organizational
Excellence: Strategies**
(No Additional Resources)

- Create an Employee Wellness Unit
- Provide job-sharing for OPD Personnel



Strategic Plan 2016

**Goal 3 - Achieve Organizational
Excellence: Objectives**
(Additional Resources Needed)

- Increase community satisfaction by 30% over 36 months
- Reduce Priority 1 and Priority 2 response times by 30% over 36 months



Strategic Plan 2016

**Goal 3 - Achieve Organizational
Excellence: Objectives**
(Additional Resources Needed)

- Reduce call answering times by 15% over 36 months
- Reduce the number of persons killed and injured in traffic collisions by 15% over 36 months



Strategic Plan 2016

**Goal 3 - Achieve Organizational
Excellence: Strategies**
(Additional Resources Needed)

- Implement a 3-1-1 System
- Accept all wireless 9-1-1 calls
- Assign additional resources to Traffic Safety



Strategic Plan 2016