

SAFETY AND SERVICES OVERSIGHT COMMISSION

Regular Meeting

SSOC created by the Public Safety and Services Violence Prevention Act of 2014

Monday, December 17, 2018

6:30-9:00 p.m.

Hearing Room 1

Oversight Commission Members: Chairperson: Jody Nunez (D-1), Dayna Rose (D-2), Rev. Curtis Flemming, Sr. (D-3), Vacant (D-4), Vacant (D-5), Carlotta Brown (D-6), Kevin McPherson (D-7), Troy Williams (Mayoral); Letitia Henderson Watts (At-Large),

PUBLIC COMMENT: The Oversight Commission welcomes you to its meetings and your interest is appreciated.

- ✓ If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.
- ✓ If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.
- ✓ If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.

Please be brief and limit your comments to the specific subject under discussion. Only matters within the Oversight Commission's jurisdictions may be addressed. Time limitations shall be at the discretion of the Chair.

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30pm	AD	
2. Roll Call	2 Minutes	AD	
3. Agenda Approval	2 Minutes	AD	
4. Approval of Minutes from November 26, 2018	5 Minutes	AD	Attachment 1
5. Open Forum	10 Minutes	AD	
6. RDA Preliminary Findings Report RDA PowerPoint Presentation	45 Minutes	A*	Attachment 2A Attachment 2B
7. Nominations and Elections for Chair and Vice Chair of Commission	20 Minutes	A	
8. Schedule Planning and Pending Agenda Items	5 Minutes	I	
9. Adjournment	1 Minute		

A = Action Item

I = Informational Item

AD = Administrative Item

A* = Action, if Needed

PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING MINUTES
Monday, November 26, 2018
Hearing Room 1

ITEM 1: CALL TO ORDER

The meeting was called to order at 6:32 pm by Chairperson Jody Nunez.

ITEM 2: ROLL CALL –

Present: Chairperson Jody Nunez
Vice Chairperson Kevin McPherson
Commissioner Letitia Henderson Watts
Commissioner Curtis Flemming
Commissioner Troy Williams

Excused: Commissioner Carlotta Brown
Commissioner Dayna Rose

Absent:

ITEM 3: AGENDA APPROVAL

Commissioner Henderson Watts motioned to approve the item; seconded by Commissioner Williams; item approved by common consent;

ITEM 4: OPEN FORUM

No public speakers

ITEM 5: Approval of Minutes from October 11, 2018

Commissioner Flemming motioned to approve the item; seconded by Commissioner Williams; item approved by common consent

No speakers

ITEM 6: The Hawkins Company – Chief of Violence Prevention Engagement

The Hawkins Company asked the commission for their comments on the following topics for the department and recruitment of the candidate:

- Vision for the Department of Violence Prevention
- Accomplishment/Priorities for the first 12 months
- Names of potential individuals that they would like to see as a candidate

The commission would like to find a candidate who is:

- Consensus builder
- Be authentic, empathetic and compassionate individual
- A leader, someone who can think outside the box and able to cultivate its team to spread the department's vision and work into the community
- Done violence prevention work

- Human services or social work background
- Go out to the communities; be an organizer; able to mobilize the community
- Develop intra-agency partnerships; able to work with other departments and agencies

The commission would defer to the community to provide names of ideal candidates for the department.

1 speaker

ITEM 7: Oakland Unite – 2019-2022 Spending Plan

Staff from the Department of Violence Prevention presented an overview of Oakland Unite’s Mission and Values.

Staff’s draft of the spending plan came from community input during the community listening sessions.

Staff requested to adopt a new budget of \$9.2 million annual investment in four strategies; Funds are coming from the annual allocation and reserve; Staff will release an RFP in January for use of 80% of service funds; continue to fund select service positions at partner agencies and Oakland Unite; \$1.5 million will be held in reserve for future DVP projects

Staff wanted to highlight the following:

- Focus on gun violence
- Prioritize diversion and re-entry of youth
- Expand gender-based violence services; increase by half of what it is being spent
- Launch a community healing strategy
- Support service provider success; through having more mini grants; tailor training efforts

Focus on 4 strategy areas:

- Gun Violence Response Support
 - o Support about 800 people; 9-10 grants; 45-50% of fund
 - o Focus on young men of color; 18-35 and their love ones
 - o Life coaching
 - o Employment programming
- Youth Diversion & Re-entry; 5-6 grants; 19-20% of fund
 - o Support youth between 14-18
 - o Provide diversion programs
 - o Life coaching
 - o Career exploration
- Gender based violence response services
 - o Focus on women, girls, LGBTQ people and loved ones; support 1200 people
 - o Outreach and crisis service
 - o Wrap around services
- Community Healing
 - o Focus on people closest to violence and lift-up their wisdom and deepen their skill set; serve 1800 people; 2-3 grants; 18% of funds

- Work in not just sections of Oakland, but in neighborhoods that are most affected by violence

Staff provided alternate options for the commission to consider:

- Release all funds for 3-year contract in the Jan. RFP
 - Uninterrupted service
 - New community groups could apply for grants
 - would not allow for DVP any reserve funds to help fund new services
- Delay Release & extend existing contracts for 12-months
 - Allow for the creation of the DVP to unfold and allow for spending to align with the department
 - this would delay any new violence intervention work and delay in community groups to apply for funds

Commissioner Henderson Watts is concerned with the language used under the Youth Diversion Strategy of the plan. The wording does not align with our partnership with probation and system partners at OUSD and ACOE. She would like to see that language referenced for incarcerated youth be changed to placement to reflect a different population in Alameda County that are in the juvenile system. The language used in the plan to address the youth may not align with their data tracking or priorities and wanted to make sure that our partners were ok with it. Commissioner Henderson Watts would like staff to use appropriate language under this section to ensure that it aligns with our partners.

Commissioner Henderson Watts would like the following to be add to the Youth Diversion Strategy:

- life coaching and/or wrap around support services for the family of the youth that's been sent to a placement home
- enrichment programs like sports, camps, and art
- have youth diversion services through OPD

Commissioner Nunez concerned with staff's option of withholding the \$1.5 million in reserve. Staff explained that the \$1.5 million are monies that are in reserve and the usage would be spread out over a three-year period, it would not be a part of the funds that are already being allocated from the budget. This would allow the DVP some flexibility to allow for spending towards recommendations that they might have in the future. The \$1.5 million could fill some of the gaps that exist.

Commissioner Flemming inquired about where most of the monies are coming from for the DVP. Staff responded that the funding is primarily from Measure Z and there are some come from philanthropy; fundraising and applying for grants from state and federal.

The \$500,000 are for service oriented contracts.

Staff addressed speaker's concern on what programs would no longer be provided under the new plan.

From the community engagement, spending plan has shifted its focus towards community healing strategy.

Examples of spending changes:

- CCNI Program with the County would no longer be funded
- Maximize partnerships with agencies that are funding employment & work development. Shift in street outreach strategy teams and increase violence interruption teams

1 speaker

Commissioner Flemming motioned to accept Option I as recommended by staff and with the recommendation of the wording change as suggested for the diversion section of the plan; Commissioner Williams seconded; approved by common consent.

ITEM 8: Urban Strategies Council's – Department of Violence Prevention Community Research Project

Staff on behalf of Urban Strategies Council provided a brief update on the work that USC has done.

USC had a debriefing event recently to go over preliminary themes and provide an update on the work they've done.

9-10 mini grants have been issued to grassroots organization to do small focus group work. 6 groups have completed their focus group work and are working on their report.

80 plus people attended the debriefing.

Presented their model for violence prevention

The information that USC has received is reflected in the spending plan that SSOC is approving.

Next step is to continue with the weekly steering committee.

Commissioner McPherson was present at the meeting. There was anti-police sentiment. The groups brought up the fact that the service providers were only performing the work as stated in the grant and nothing more. The police need to do more in how they interact with the community.

Staff acknowledged that they need to do a better job of informing the community of the services that are available.

Commissioner Henderson Watts would like for their meetings to be held out in the neighborhoods that are most affected by violence to help better promote the services that are available.

Commissioner Flemming wants to make sure that the information about services is being provided to community based organizations as well as those organizations would be a good networking tool to promote these services that's available.

Commissioner Henderson Watts wanted to note for future meetings to invite partners that are being funded through the spending plan to provide a presentation of the work that they do and the types of services that they provide in the community.

1 speaker

ITEM 9: Measure Z Joint Meeting Progress

Staff got approval at Rules to have the joint meeting on the 5th Tuesday in April of the Council calendar (April 30, 2019), staff is continuing work on confirming location at either Laney College or Scottish Rite Temple. And staff is also looking to hire of an event planner and facilitator for meeting.

1 speaker – Speaker recommended to the commission to notify NCPC's of the joint meeting so that they could notify their members.

ITEM 10: Proposed SSOC 2019 Meeting Calendar

Staff presented to the commission the draft 2019 SSOC Meeting calendar.

No speakers

Commissioner Flemming motioned to move the item; item approved by common consent

ITEM 11: Schedule Planning and Pending Agenda Items

- Human Services Department
- Election of officers

Approved by common consent

ITEM 12: Adjournment 8:42pm by common consent.



Oakland Measure Z Policing Services

2018 Annual Evaluation Preliminary Findings

November 2018



Prepared by:

Resource Development Associates





Oakland Measure Z Policing Services

2018 Annual Evaluation Preliminary Findings

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This report was developed by Resource Development Associates under contract with Oakland City Administrator's Office.

About Resource Development Associates

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





Introduction

The purpose of this report is to compile preliminary findings of the annual Oakland Measure Z Policing Services evaluation. RDA based preliminary findings on quantitative data and qualitative data collection activities carried out over six months in early 2018, as outlined in the Scope of Work.

Background

Beginning in 2004, Measure Y provided \$13 million annual funding to support community policing and other violence prevention services in Oakland. This legislation was a community response to increasing violent crime in Oakland and staffing shortages in the Oakland Police Department (OPD). In 2014, a new ballot initiative—Measure Z—succeeded Measure Y. Like Measure Y, Measure Z aims to reduce violent crime. It provides funding to OPD for geographic-based community-oriented policing and problem-solving services. The City of Oakland has contracted with Resources Development Associates (RDA) to provide multi-year process and outcome evaluation of OPD's Community Resource Officers (CROs) and Crime Reduction Teams (CRTs), which are the two Measure Z-funded policing services. The annual 2018 evaluation assesses the extent to which funded policing services are meeting the legislation's goals and are aligned with OPD's 2016 Strategic Plan.

Geographic and Community Policing strategies aim to improve community relationships between stakeholders and police within a particular service area. The ultimate goal is to prevent crime by deploying officers to specific neighborhoods and by supporting partnerships between residents, OPD, and community organizations.

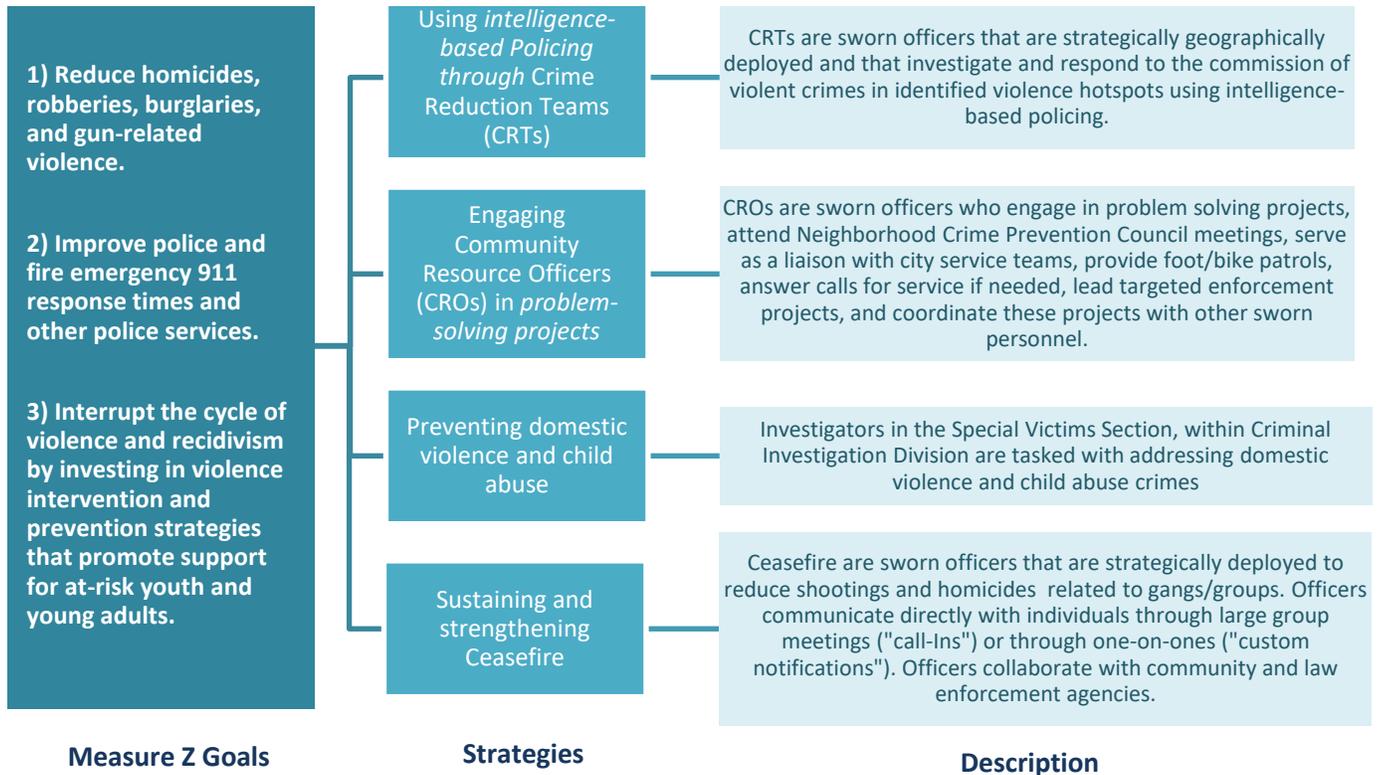
Measure Z Goals and Strategies

The Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. The legislation's goals are to: 1) reduce violent crime, including homicides, robberies, burglaries, and gun-related violence; 2) improve emergency response times for police, fire, and other emergency services; and, 3) interrupt the cycle of violence and recidivism by investing in violence prevention and intervention strategies that support at-risk youth and young adults. Figure 1 highlights these legislative goals and the strategies Oakland developed to achieve them: 1) leverage Crime Reduction Teams (CRTs) to strategically implement intelligence-based policing; 2) engage Community Resource Officers (CROs) in local problem-solving projects; 3) prevent domestic violence and child abuse; and 4) sustain and strengthen Ceasefire.¹

¹ The City of Oakland prioritized evaluation of the first two strategies for this evaluation: implementation of OPD's CROs and CRTs. Ceasefire is being evaluated separately. <https://www.oaklandca.gov/topics/oaklands-ceasefire-strategy>

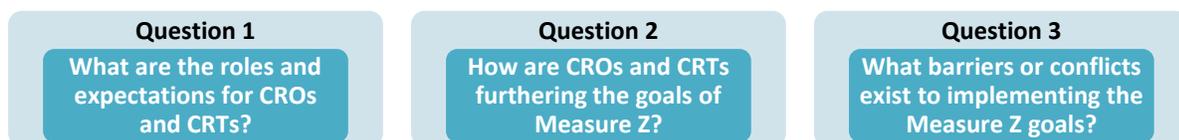
Evaluation Overview

Figure 1: Goals & Strategies of Measure Z



The City Administrator’s Office engaged RDA to perform a multi-year evaluation of Measure Z Policing Services. This report presents preliminary findings from RDA’s second year of evaluation activities. In Year One (2017) of this evaluation, RDA sought to inform Oakland stakeholders of the progress of Measure Z-funded policing services, particularly of the activities conducted by CROs and CRTs. The Year One report highlighted OPD’s commitment to the goals and objectives of Measure Z and their success in implementing best practices for geographic policing, community engagement, and problem-solving services. The Year One report also highlighted implementation challenges including limited capacity, concerns regarding internal and external awareness of these programs, and unclear expectations for CROs and CRTs. To build upon these prior evaluation activities and findings, RDA designed evaluation questions and conducted further research to deepen, contextualize, and nuance the Year One evaluation findings and track further progress. The preliminary findings RDA developed for this report respond to the Year Two (2018) evaluation questions, shown in Figure 2 below.

Figure 2: RDA’s Year Two Evaluation Questions





Methodology

In the Year Two evaluation, RDA utilized a mixed-methods approach, analyzing quantitative data regarding crime trends and OPD staffing, alongside qualitative data such as focus groups, interviews, and observations. Table 1 and Table 2 below describe the data collection activities RDA conducted for the Year Two evaluation.

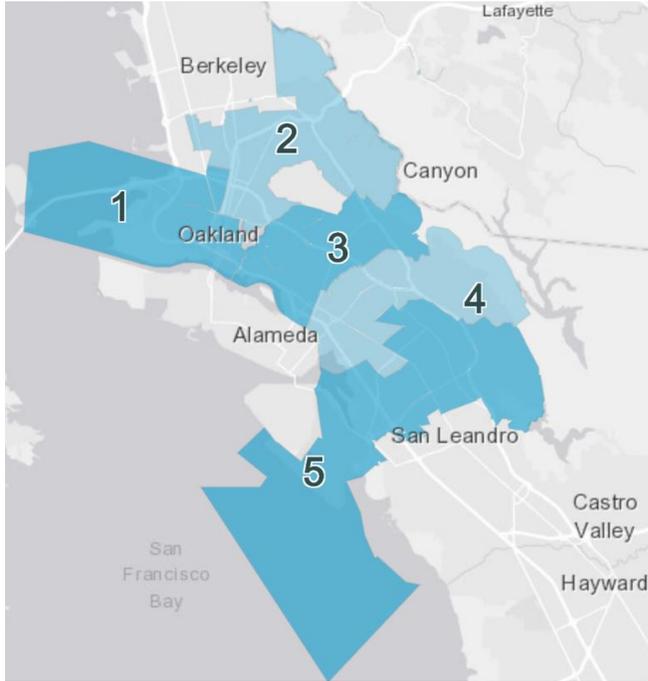
Table 1: Qualitative Data Collection Activities

Activity	Source	Areas of Inquiry	Quantity
Interviews	OPD Leadership	<ul style="list-style-type: none"> What changes were implemented this year? What are leadership's expectations of CRO and CRT roles and responsibilities? What is the alignment between CRO and CRT responsibilities, Measure Z objectives, OPD objectives, and day-to-day assignments? 	5 interviews
	Program Manager	<ul style="list-style-type: none"> What is Measure Z funding for OPD (e.g., FTEs, training, equipment)? 	1 interview
Focus Groups	CRT and CRO Sergeants	<ul style="list-style-type: none"> What coordination, support, and training are being provided to CROs and CRTs to reduce violence and increase community policing? 	1 focus group with 4 sergeants
	CRO and CRT staff	<ul style="list-style-type: none"> What responsibilities, challenges or barriers, strengths and opportunities, and levels of job satisfaction do CRO and CRTs have? What changes have they experienced this year? 	1 focus group with 8 CROs, and 1 focus group with 8 CRTs
Extensive CRO & CRT Observation	CRO and CRT staff	<ul style="list-style-type: none"> What activities do CROs and CRTs engage in? How do they interact with citizens? What operational changes or challenges occur over the course of a shift? 	CRT: 40 hrs (5 shifts) CRO: 80 hrs (10 shifts)
Survey	CRO staff	<ul style="list-style-type: none"> What barriers or challenges do CROs encounter? How satisfied are they with their role and assignment? 	56 respondents

Table 2: Quantitative Data Collection

Source	Areas of Inquiry
OPD SARANet database	<ul style="list-style-type: none"> How are CROs capturing data on their project activities? What activities and projects are CROs engaged in?
OPD administrative data (CRT staffing and CRO personnel)	<ul style="list-style-type: none"> What are the CRO and CRT demographics by area?
OPD crime data (Part 1 and Part 2)	<ul style="list-style-type: none"> What are key crime trends in Oakland?

Definitions



Policing Areas. For context, the map to the left shows the five Policing Areas OPD uses to patrol the City. Each area contains several police beats.

Area 1	Downtown and West Oakland
Area 2	Uptown and North Oakland
Area 3	San Antonio, Fruitvale, Lower Hills
Area 4	Northern part of East Oakland, Mills, and Leona
Area 5	Southern part of East Oakland and Knowland Park

Figure 3: OPD Districts, Policing Areas 1-5

Crime Types. Throughout this report, RDA refers to “Part 1” and “Part 2” offenses, as well as violent crime. These are standard definitions used by OPD, the Department of Justice, the Federal Bureau of Investigation, and most police departments throughout the nation.

Part 1 offenses	Murder, assault with a firearm, rape, robbery, and burglary Violent crime is a subset of Part 1 offenses that includes murder, aggravated assault, rape, and robbery
Part 2 offenses	Simple assault, curfew offenses and loitering, embezzlement, forgery and counterfeiting, disorderly conduct, driving under the influence, drug offenses, fraud, gambling, liquor offenses, offenses against the family, prostitution, runaways, sex offenses, stolen property, vandalism, vagrancy, public drunkenness, and weapons offenses



Preliminary Findings

This section describes preliminary key findings from RDA's evaluation of the Oakland Measure Z Policing Services. The findings emerged from themes identified across all observations, focus groups, interviews, survey and quantitative data. The document divides the findings into five different sections, including Crime Reduction, Fostering Community Relationships, Organizational Excellence, Role of the Community Resource Officers, and Role of Crime Reduction Team Officers. As shown in each section, RDA offers a high-level takeaway, followed by specific details learned through evaluation activities.

Summary of Key Findings

Crime Reduction

FINDING 1. Violent crime is trending down in Oakland.

Fostering Community Relationships

FINDING 2. Observations and OPD staff reflections suggest that OPD is increasing its emphasis on building positive community relationships over the last year.

FINDING 3. OPD has improved communication with the community by increasing its focus on telling positive stories through social media and other channels.

FINDING 4. Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

Organizational Excellence

FINDING 5. OPD, from leadership to line staff, continues to embrace an intelligence-led approach and geographic policing.

FINDING 6. OPD has improved internal collaboration and communication among units, but there is room to improve coordination on the ground, particularly between CROs/CRTs and Ceasefire.

FINDING 7. CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale.

Role of Community Resource Officers

FINDING 8. Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects that resolve neighborhood problems.

FINDING 9. Earlier this year OPD reinstated the CRO School and implemented a Community Policing training with curriculum tailored to the professional development needs of CROs.





FINDING 10. Existing data collection tools, data reporting practices, and performance measures do not capture the full extent of CRO work and their impact on communities.

Role of Crime Reduction Team Officers

FINDING 11. CRTs are successfully collaborating with CROs, both within the same Policing Area and crossing over into bordering Areas.

FINDING 12. OPD provides internal and external training opportunities to CRTs, but CRTs experience barriers to accessing training.

FINDING 13. CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their successes.



Crime Reduction

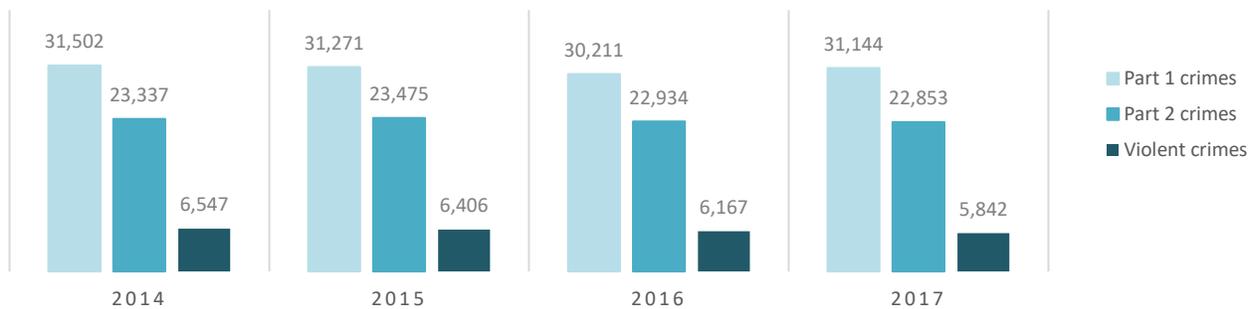
KEY TAKEAWAYS

In the three-year period between 2014 and 2017, there was an 11% overall reduction in violent crime citywide. Rates of Part 1 and Part 2 crimes decreased slightly during this same period. Part 1 crime occurred more frequently across all five Areas compared to Part 2 crime. While the whole city observed a decrease in violent crime, actual rates fluctuate among the five Policing Areas. Area 5 experienced the highest rates for all types of crime and Area 2 experienced relatively lower crime rates, including both Part 2 crimes and violent crimes.

FINDING 1. Violent crime is trending down in Oakland.

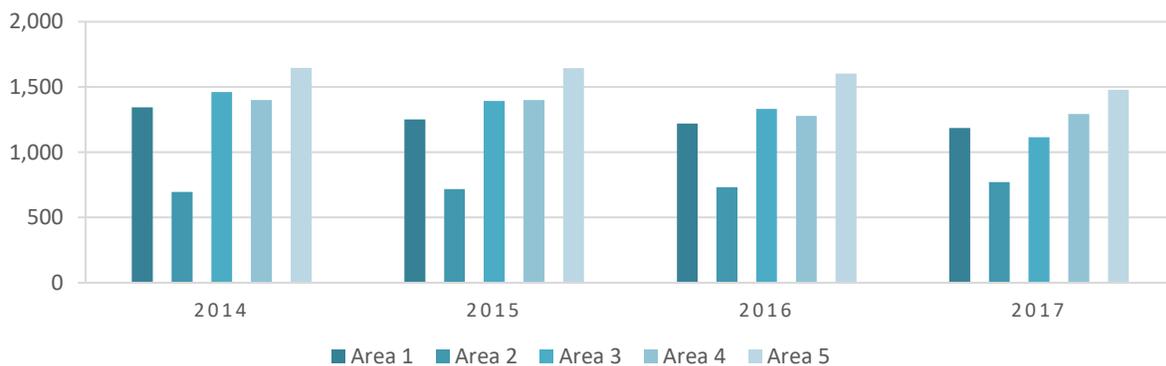
As shown in Figure 4 below, violent crime citywide went down by 11% between 2014 and 2017. Across the full analysis timeframe (January 2014 – September 2018), violent crime peaked in the third quarter of 2015 and hit a low in the third quarter of 2018. While violent crime overall is trending downward across Oakland, the data reflect fluctuation between Policing Areas. For instance, Area 5 (the Southern part of East Oakland furthest from Downtown) consistently experienced the highest rate of violent crime each quarter of the analysis timeframe, and Area 2 (Uptown and North Oakland) experienced the lowest. Areas 1, 3, and 4 consistently clustered in the middle of the distribution.

Figure 4: Crime in Oakland by Type, 2014-2017



Source: OPD

Figure 5: Violent Crime in Oakland by Policing Area, 2014-2017



Source: OPD





Fostering Community Relationships

KEY TAKEAWAYS

. OPD has made progress in its community outreach activities, has increased positive external communication, and has improved community interactions. Interviews and survey results demonstrate that CROs highly value their community-focused work, finding it both rewarding on a personal level and also beneficial to the broader community.

FINDING 2. Observations and OPD staff reflections suggest that OPD is increasing its emphasis on building positive community relationships over the last year.

Neighborhood Councils are a citywide and neighborhood-specific community policing effort that allows assigned police officers to meet regularly with local community members to hear residents' concerns and solve problems that can lead to crime.

From the evaluation team's extensive observations and discussions with staff from across OPD, it is clear department leadership expect and value positive community engagement. In nearly all interviews, OPD leaders shared that the establishment of cooperative, trusting relationships between officers and community members is a high priority. Leadership also seemed to recognize how CROs go "above and beyond" their requirements to attend monthly Neighborhood Council meetings to form deeper relationships within their assigned communities. For example, leadership shared stories of officers who use their own time and money to support community events and do things like coach youth sports. RDA observed multiple instances of CROs and CRTs taking the time to explain their activities to the suspects and bystanders during critical incidents including traffic stops, arrests and operations.

FINDING 3. OPD has improved communication with the community by increasing its focus on telling positive stories through social media and other channels.

This year, OPD has worked to improve social media connections with the community as part of a broader external communication strategy. This aligns with a recommendation from RDA's Year One report. OPD is also working to disseminate stories about positive relationships and collaborations between Oakland's community stakeholders and OPD officers. To support this goal, some officers recently received social media training.

*"We've been trying to push stories and accomplishments out on NextDoor. We go through the Neighborhood Council and try to give them something to push out to the communities."
– OPD Leadership*



FINDING 4. Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

OPD is making efforts to incorporate community policing goals into all public-facing assignments to effectively implement Measure Z goals. CROs and CRTs spend most of their time in their assigned communities, which means they hold deep neighborhood connections and understand both current and evolving neighborhood-level needs. CROs demonstrate extensive professional tools to support their community-building work, including soft social-emotional skills that help them successfully engage with communities during monthly presentations at Neighborhood Council meetings. Staff and leadership shared that these soft skills are job expectations for CROs, who are required to attend community events at least monthly. CRT officers are required to attend one community event every three months – and patrol officers have been recently required to engage in one community building project per squad per year, as well as host and attend community events and living room meetings. In addition, all OPD personnel are completing two phases of procedural justice training. To be the most effective, it is best practice for community policing and relationship building to permeate all aspects of departmental operations and leadership. RDA's extensive on-the-ground observations demonstrate that OPD can continue to grow in this area, and can continue to develop stronger community relationships among all personnel.

Organizational Excellence

KEY TAKEAWAYS

OPD continues to embrace core principles of intelligence-led policing, geographic policing, and community-based policing. Through the CRO/CRT program and Ceasefire, OPD combats violent crime through neighborhood partnerships, social service coordination, and community problem-solving rather than through enforcement of low-level crimes. Despite widespread buy-in for data-informed policing strategies, CROs are not consistently and thoroughly capturing their activities in SARAnet, and CRT officers are not systematically capturing their activities with any tool. Without reliable information about the successes of CRO and CRT activities, performance is difficult to evaluate. Reports of frequent staff turnover and staffing shortages may exacerbate these challenges.



FINDING 5. OPD, from leadership to line staff, continues to embrace an intelligence-led approach and geographic policing.

Long-time OPD staff reflected on recent improvements toward conducting data and intelligence-driven police work; in particular, they noted that OPD's policing today is substantially more strategic, coordinated, and responsive to community needs than it has been in the past. For example, CROs and CRTs use several data sources to triangulate information – including crime statistics, social media, community intelligence, and

*“Focusing on individuals and violence helped us achieve some goals without leaving a policing footprint on communities.”
– OPD Leadership*

technology to help identify the location of gun shots – when making strategic decisions. Several staff who spoke with RDA attributed OPD's improved precision during operations to this intelligence-led and geographic policing approach. Improving precision reduces the “policing footprint” in neighborhoods that have been affected by historical over-policing. OPD leadership shared that these strategies reflect their efforts to improve relationships between police and community.

Geographic Policing is a newer approach to patrolling communities based on the premise that police should learn about the area, the people, and the environment in order to identify and address local issues rather than randomly canvas large areas, which has been the historical norm since the 1800s.

FINDING 6. OPD has improved internal collaboration and communication among units, but there is room to improve coordination on the ground, particularly between CROs/CRTs and Ceasefire.

RDA learned that OPD staff are successfully working to improve internal communication, collaboration, and coordination in a variety of ways. CRTs and CROs spoke to RDA about daily communication with investigators from the robbery and homicide units to support their own local investigations. OPD's weekly Shooting Review Meetings, led by the Ceasefire team, support intra-departmental coordination because they provide a joint forum for all units to discuss departmental priorities and local issues in real-time. These weekly meetings – which include OPD commanders, staff from Probation, the Sheriff's Office, and other federal and state law enforcement agencies – have improved collaboration among the units and decreased uncoordinated and conflicting operations. Despite these successes, officers reported challenges effectively coordinating with Ceasefire. CRTs and CROs rely on information-sharing to help solve projects and prevent local crime, but staff report that information sharing between CROs/CRTs and Ceasefire staff is inconsistent and that Areas that held joint line-ups with the Ceasefire have stopped. Staff suggested that this lack of effective communication has led to conflicting operations in which different units are working on the same (or similar) cases.



FINDING 7. CROs and CRTs perceive frequent and abrupt changes to shift schedules, and report that this negatively impacts morale.

RDA repeatedly heard and observed frustration from CROs and CRTs about perceptions of frequent and abrupt scheduling changes. The emotion behind this perception was communicated to RDA in focus groups, observed directly in the observations, and learned through staff survey responses. CROs and CRTs reported frequent and unpredictable changes to both their assignments and their schedules to manage events such as street festivals, concerts, sideshow,² club detail, etc. Despite leadership making efforts to provide sufficient advance notice as often as possible, CROs and CRTs are the first personnel to be re-deployed when needs evolve rapidly. The department also recognizes the need to continue minimizing last-minute changes. These abrupt changes negatively affecting morale. In particular, officers and some OPD leadership felt that unplanned changes in their work assignments can impede their ongoing, longer-term community work. This is especially true for temporary re-assignments covering violent incidents in other Policing Areas. Staff also mentioned that workweeks stretching up to eight days can lead to physical and mental fatigue.

Role of Community Resource Officers

KEY TAKEAWAYS

OPD has initiated a range of community-focused efforts, in accordance with the vision laid out in Measure Z. The department is continuing to clarify the training and expectations around the job of CRO. Recent efforts in this direction include an improved training curriculum for CROs and the drafting of new policy language around the job of CRO and CRT. Despite these efforts, many CROs reported that they did not feel fully supported in their community-focused efforts, and that increased predictability in scheduling could improve morale.

² Sideshow is reckless driving within large crowds of spectators often involving the discharge of firearms and other accompanying acts of violence toward the police.



FINDING 8. Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects that resolve neighborhood problems.

CRO staff demonstrated deep knowledge of local needs and patterns of criminal activity in their assigned geographic communities. They successfully utilize this knowledge to assist and support local community members, which is a core part of the community policing model. CROs work on community projects that address community priorities and neighborhood-level needs, such as:

- Addressing blight;
- Fielding requests for patrol and conducting security checks;
- Deploying special operations;
- Visiting homeless encampments;
- Investigating nuisance reports;
- Enforcing and monitoring traffic;
- Protecting property;
- Monitoring illegal businesses; and
- Preventing or addressing robberies and burglaries.

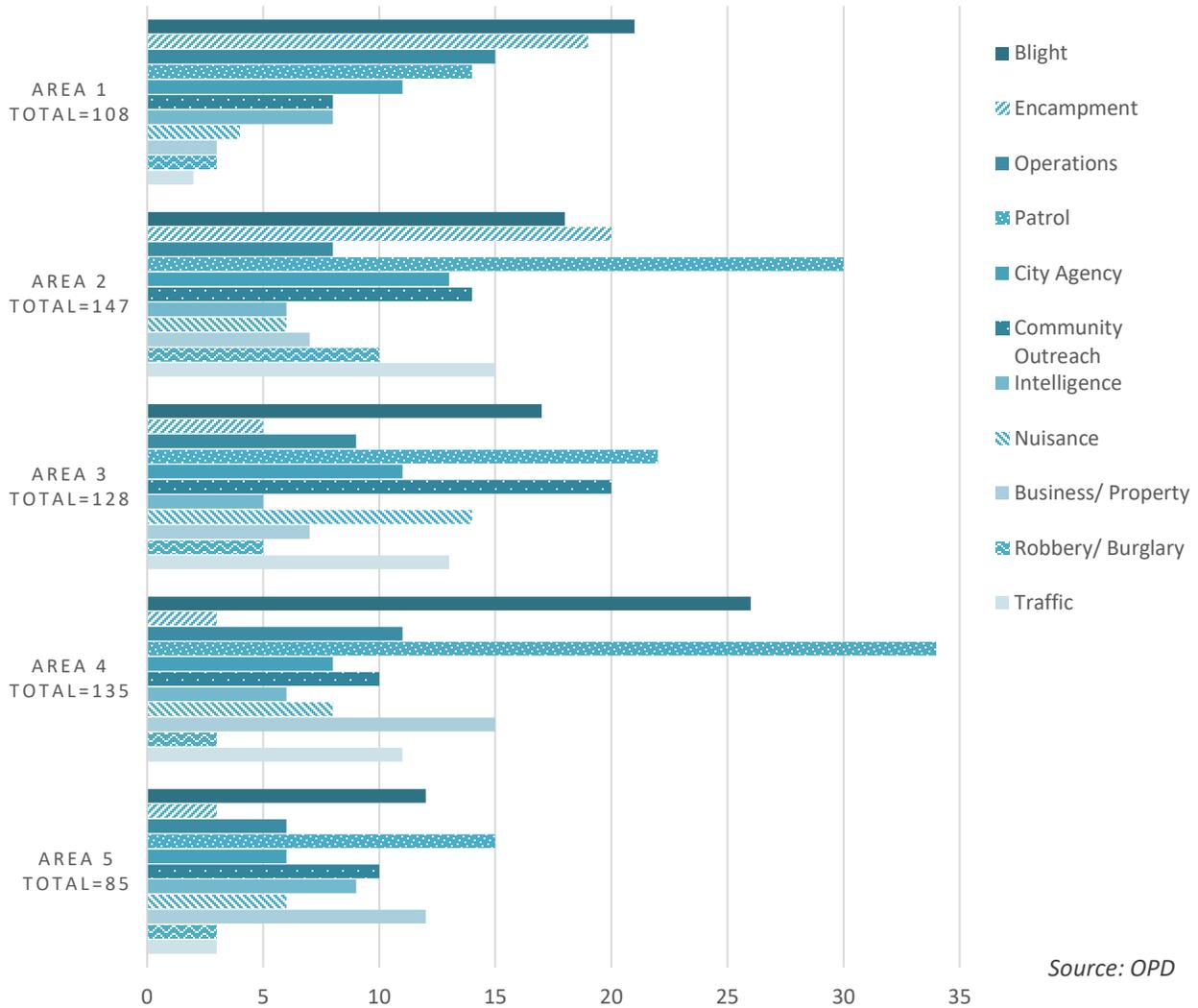
CRO Projects are proactive problem-solving efforts to prevent crime before it occurs by identifying and addressing specific issues associated with criminal activity. This is a core principle of the community policing model and an evidence-based practice. CROs record information and details about their project activities in a database called SARAnet.

CROs initiated 503 projects between January 2014 and October 2018. While the numbers of open projects fluctuate from year to year within each Policing Area, CRO most frequently work on issues of neighborhood blight and addressing requests for additional patrol officers. This work supports OPD priorities by focusing on resident and neighborhood needs. CROs work with Neighborhood Councils to identify necessary projects, including checking abandoned properties, addressing nuisances, and investigating illegal business activities. Requests for patrol typically mean checking the security of a property or increasing police presence in “hot” spots.

As shown in Figure 6, Areas 1 and 5 had the fewest CRO projects but the most projects related to police operations, such as surveillance, arrests, and undercover operations. Areas 2 and 4 had the highest number of traffic-related projects, and Areas 1 and 2 had the highest number of projects related to homeless encampments. Area 5, which is the part of East Oakland furthest from Downtown, had the fewest number of projects overall in a single year. Citywide, there was a slight dip in the number of CRO projects in 2017, but generally the trend has remained consistent; the number of projects initiated so far in 2018 is on track with 2014-2016 levels.



Figure 6: Project Counts by Type and Policing Area, 2014-2018



Source: OPD

FINDING 9. Earlier this year OPD reinstated the CRO School and implemented a Community Policing training with curriculum tailored to the professional development needs of CROs.

Officers expressed satisfaction with the CRO School, stating that it assisted with onboarding into their new roles as CROs. The CRO School also helped to clarify job expectations from OPD leadership as well as expectations from their assigned beats and neighborhoods. Despite the reinstatement of the CRO school, some officers need additional training opportunities. In conversation with CROs, RDA learned that some officers receive weeks of shadowing and mentoring on a new assignment, while others receive none. At the time of this report, it is unclear if the CRO School will be offered next year.



FINDING 10. Existing data collection tools, data reporting practices, and performance measures do not capture the full extent of CRO work and their impact on communities.

In RDA’s focus groups and observations, some CROs shared that SARAnet’s design does not allow them to track and record all the information they see as important to their respective communities. OPD designed this system to record and measure evidence-based community policing work, but some CROs noted that the system does not allow them to capture important crime prevention activities if those activities are not connected to their official “projects.” OPD is a data-driven police department and looks at performance data, including the numbers of projects that have started and completed. CROs shared that this performance metric encourages some officers to prioritize entering projects that are shorter and can be more easily closed, rather than longer and potentially more impactful community work. Not all CRO work that benefits the community is tracked in the database or consistently captured by CROs.

Similarly, while nearly all staff appreciate the value of using data in effective, precise decision-making, some officers perceive the data entry as burdensome. Some officers do not annotate their community project work in SARAnet. To the degree that this is a widespread practice among CROs, existing data collection processes and database tools for community policing cannot fully capture the work OPD is doing to advance the goals of Measure Z.

“There are a lot of successes everyday but they are in the lens of a community member rather than an OPD commander. Every day there are a lot of positive, successful things happening and community concerns being addressed. OPD is so focused on violent crime and numbers, it gets looked over.” – CRO

Role of Crime Reduction Team Officers

KEY TAKEAWAYS

The first priority of Measure Z is to reduce violent crime and OPD successfully implemented Crime Reduction Teams (CRT) in each policing area to address this key city priority. OPD offer regular training opportunities to CRTs. CRTs appear to collaborate well with CROs and Investigation Units in addressing violent crime in their assigned areas. As with the CROs, many CRTs expressed to RDA that they feel their schedules are too unpredictable and do not support the long-term work they are doing within their areas.

FINDING 11. CRTs are successfully collaborating with CROs, both within the same Policing Area and crossing over into bordering Areas.

CROs and CRTs within each Policing Area have collaborative meetings on a weekly basis – called joint line ups – to discuss OPD priorities and coordinate their policing activities. These meetings are also opportunities to ensure that CROs and CRTs are not stepping on each other’s toes in looking for the same suspects or utilizing the same resources. This collaboration ensures the appropriate deployment of police resources. During the focus groups, CRTs mentioned that they often leverage CRO support in their CRT operations. CRTs described “Task Force Tuesdays” as opportunities for CRO and CRT staff to “hit the



streets together.” They view the CROs as the community experts on their beats, and consult with them to support their investigation and operations work. On the other side, CRTs also offer support to CROs, assisting with their community projects – especially when CRO staff are short staffed. Communication among these teams is high. Despite high levels of collaboration between CROs and CRTs, RDA heard again that scheduling changes limit the amount of overlap between CRO and CRT shifts within an Area. This limits potential opportunities for communication and information sharing, affect collaboration.

FINDING 12. OPD provides internal and external training opportunities to CRTs, but CRTs experience barriers to accessing training.

CRT staff report that when there are planned trainings, squads frequently have the opportunity to send up to two officers. Because coverage needs on the ground prevent the entire unit from being able to attend the same training, officers use a “train the trainer” practice of reporting in order to transfer the new knowledge to the entire unit after a training. CRTs expressed appreciation for these opportunities, and also expressed a desire for more frequent opportunities to deepen their skill sets.

Staffing levels also impact opportunities for onboarding to new assignments. Officers shared that, previously, new CRT assignments would have mentorship opportunities from tenured staff. But, the current trends of low officer retention and high turnover mean fewer opportunities for this kind of onboarding support. Though the Measure Z legislation allocates funds toward training, CRTs experience barriers in accessing training resources. This challenge may be due to perceptions about a lack of clarity about the process for requesting and accessing these resources.

FINDING 13. CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their successes.

Similar to CROs, CRTs demonstrated sophisticated knowledge of neighborhood histories, prominent community members, and networks operating in their assigned Policing Area. This knowledge supports them in carrying out their operation activities effectively. Despite this observation, measuring and evaluating success is challenging because CRT units are not capturing CRT-specific activity reports. Shooting Review provides OPD with the ability to track CRT activities connected to an on-going shooting investigation. Without a consistent record of activities or performance data, RDA cannot evaluate progress. Nevertheless, RDA learned that some units may be maintaining internal counts of their successes. Without clear and sensible performance metrics, the impact of CRT efforts will be difficult to quantify and demonstrate.

Next Steps

RDA is providing these preliminary findings to the Oakland Police Department and the City Administrator's Office. After their review, RDA will facilitate a conversation about these preliminary findings with the Public Safety and Services Oversight Commission (SSOC). The full report draft will be submitted in January 2019 and will include RDA's recommendations.



Oakland Measure Z Policing Services

2018 Annual Evaluation Preliminary Findings

Agenda

2

- 
- Introduction of RDA
 - Overview of Measure Z
 - Overview of Evaluation
 - Preliminary Findings
 - Questions & Discussion

About Resource Development Associates

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- ❑ RDA is a mission-driven consulting firm founded in 1984 in Oakland
- ❑ We work on several justice-related projects in Alameda County including Oakland ReCAST (Resiliency in Communities after Stress & Trauma) and the evaluation of Alameda County AB 109 Realignment
- ❑ We offer cross-systems support across the spectrum of social services:



Behavioral Health



Housing



Child Welfare



Adult Education and
Workforce Development



Public Health



Justice Systems



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Overview of Measure Z

About Measure Z

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- ❑ In 2014, City of Oakland voters overwhelmingly approved Measure Z to continue many of services funded under the City's Violence Prevention and Intervention Initiative, Measure Y.
- ❑ The Measure Z legislation describes three goals aimed at reducing violent crime in Oakland and outlines four strategies to address these goals. The legislation's goals are to:

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 to support at-risk youth to interrupt cycles of violence and recidivism

Measure Z Policing Services: CROs & CRTs

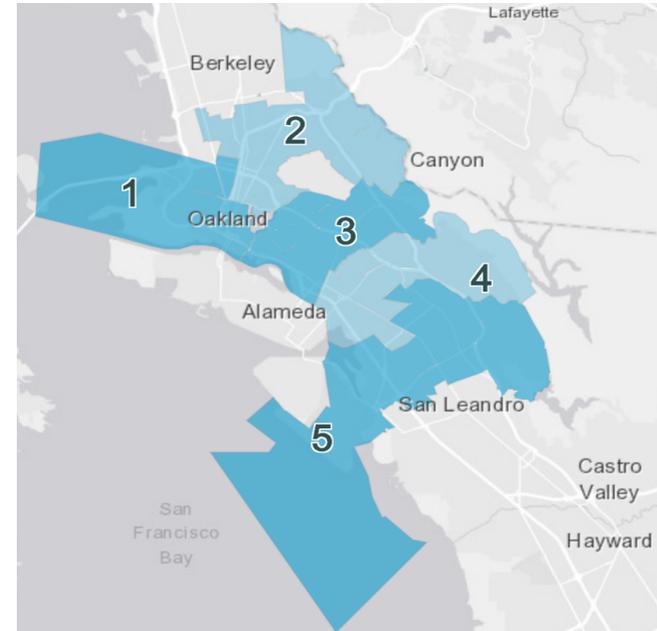
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Community Resource Officers (CROs)

- Engage in problem solving projects
- Attend Neighborhood Crime Prevention Council meetings
- Serve as liaison with city service teams
- Answer calls for service if needed
- Lead targeted enforcement projects
- Coordinate projects with CRTs, patrol units, and other sworn personnel

Crime Reduction Teams (CRTs)

- Investigate and respond to violent crimes in identified hot spots
- Use intelligence-based policing
- Are deployed strategically and geographically
- Coordinate projects with CROs, patrol units, and other sworn personnel



Area 1	Downtown and West Oakland
Area 2	Uptown and North Oakland
Area 3	San Antonio, Fruitvale, Lower Hills
Area 4	Northern part of East Oakland, Mills, and Leona
Area 5	Southern part of East Oakland and Knowland Park

Overview of Evaluation: Year 2

Evaluation Steps

8



Evaluation Overview

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- The City of Oakland has contracted with RDA for 4 years to provide a process and outcome evaluation of the City's two Measure Z-funded policing services:

Community
Resource
Officers (CROs)

Crime Reduction
Teams (CRTs)

- These are RDA's Year 2 evaluation research questions:

Question 1

- **What are the roles and expectations for CROs and CRTs?**

Question 2

- **How are CROs and CRTs furthering the goals of Measure Z?**

Question 3

- **What barriers or conflicts exist to implementing the Measure Z goals?**

Data Collection Activities



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- RDA utilized a mixed-methods approach, analyzing quantitative data alongside qualitative data to triangulate and deepen data-driven findings.

Quantitative Data Sources	Purpose
OPD SARANet database	<ul style="list-style-type: none">• Explain how CROs capture data on their project activities.• Describe what activities and projects CROS engage in.
OPD administrative data (CRT & CRO personnel)	<ul style="list-style-type: none">• Provide CRO & CRT demographics by area.
OPD crime data (Part 1 & Part 2)	<ul style="list-style-type: none">• Describe the key crime trends in Oakland.

Data Collection Activities



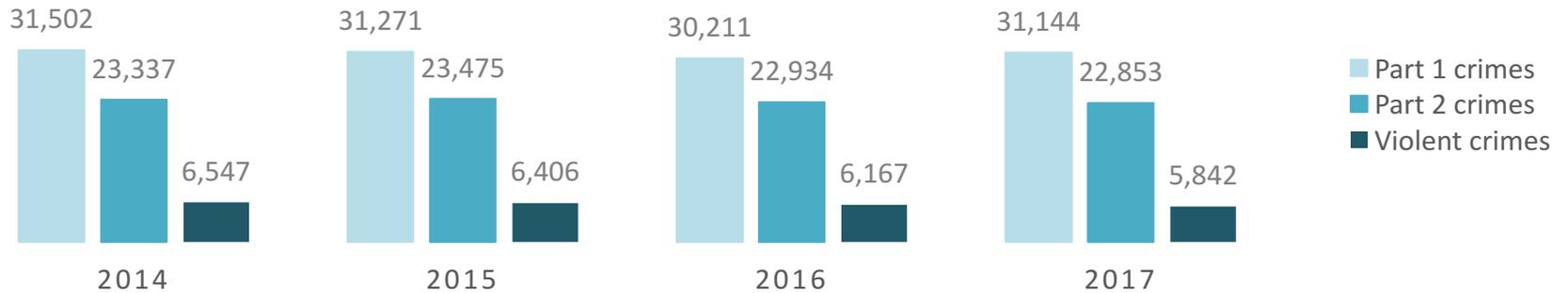
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Qualitative Sources		Purpose	Quantity
Interviews	OPD Leadership	<ul style="list-style-type: none"> Understand leaderships expectations of roles & responsibilities. Describe any changes implemented. Gather perceptions of alignment between job duties, Measure Z objectives, OPD objectives, and day-to-day assignments. 	5 interviews
	Prg Mgr	<ul style="list-style-type: none"> Understand Measure Z funding for OPD 	1 interview
Focus Groups	CRT & CRO Sgts	<ul style="list-style-type: none"> Describe coordination, support, and training provided 	1 Sgt group (4)
	CRO & CRT staff	<ul style="list-style-type: none"> Describe what changes they have experienced this year. Understand responsibilities, challenges and opportunities, and levels of job satisfaction. 	1 CRT group (8) 1 CRO group (8)
Direct Observation	CRO & CRT staff	<ul style="list-style-type: none"> Observe what activities officers engage in Understand operational changes/challenges during shifts. 	CRT: 40 hrs (5 shifts) CRO: 80 hrs (10 shifts)
Survey	CRO staff	<ul style="list-style-type: none"> Understand what barriers or challenges CROs encounter. Gather perceptions of job satisfaction (role & assignment). 	56 respondents

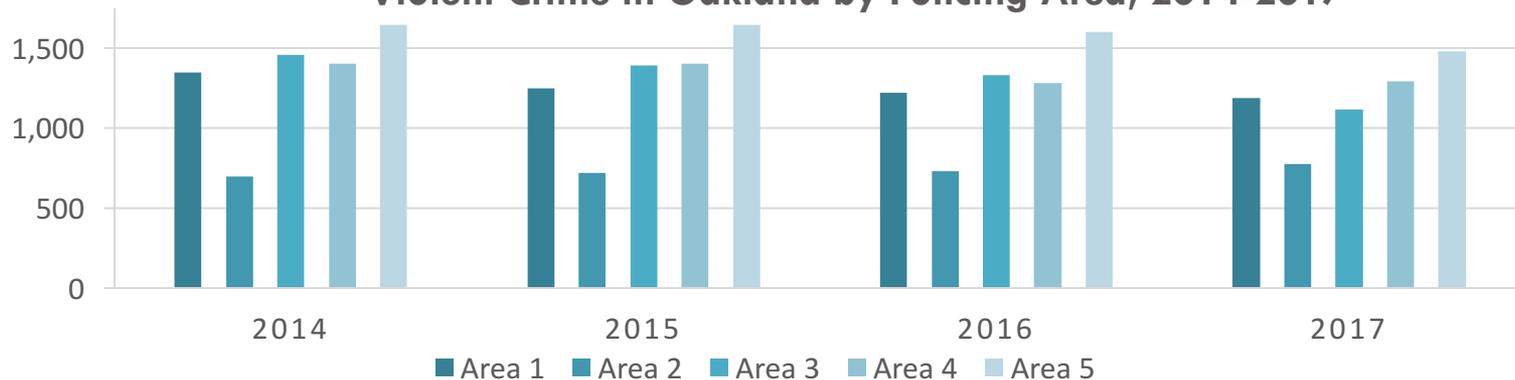
Crime Reduction

Finding 1 Violent crime is trending down in Oakland.

Crime in Oakland by Type, 2014-2017



Violent Crime in Oakland by Policing Area, 2014-2017



Fostering Community Relationships

13

Finding 2

Observations and OPD staff reflections suggest that OPD is increasing its emphasis on building positive community relationships over the last year.

Finding 3

OPD has improved communication with the community by increasing positive stories on social media and other channels.

“We’ve been trying to push stories and accomplishments out on NextDoor. We go through the Neighborhood Councils and try to give them something to push out to the communities.”

– OPD Leadership

Finding 4

Community relationships are a priority for CROs and valued by OPD leadership, and there are opportunities for OPD to continue strengthening community ties throughout the whole organization.

Organizational Excellence

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Finding 5

OPD, from leadership to line staff, continues to embrace an intelligence-led approach and geographic policing

“Focusing on individuals and violence helped us achieve some goals without leaving a policing footprint on communities.”

– OPD Leadership

Finding 6

OPD has improved internal collaboration and communication among units, but there is room to improve coordination on the ground, particularly between CROs/CRTs and Ceasefire.

Finding 7

CROs and CRTs perceive frequent and abrupt changes to shift schedules. They report that this negatively impacts morale.

Role of Community Resource Officers

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Finding 8

Since the implementation of Measure Z, CROs have supported hundreds of community-oriented projects that resolve neighborhood problems.

Finding 9

Earlier this year OPD reinstated the CRO School and implemented a Community Policing training with curriculum tailored to the professional development needs of CROs.

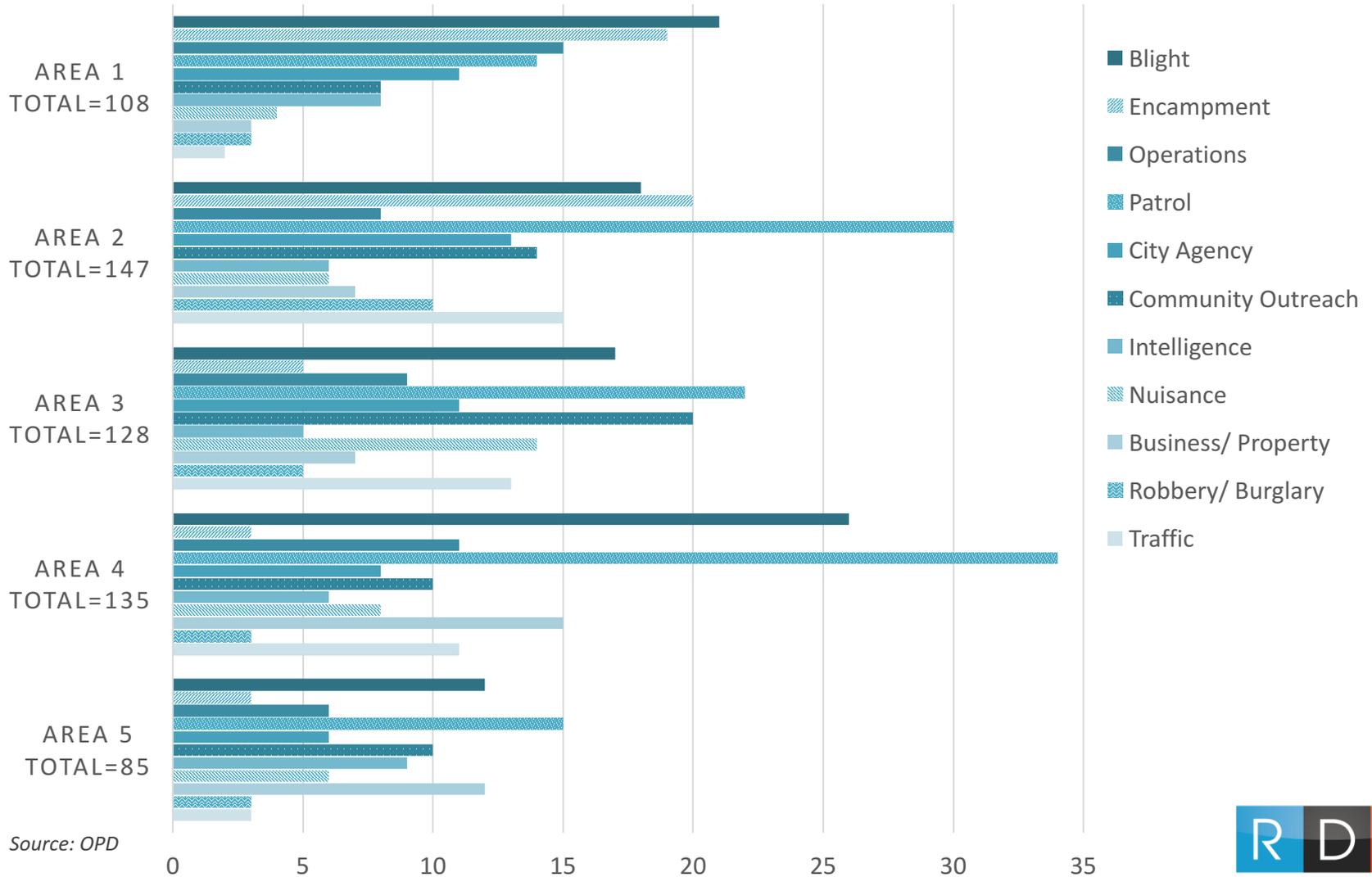
Finding 10

Existing data collection tools, data reporting practices, and performance measures do not capture the full extent of CRO work and their impact on communities.

“There are a lot of successes everyday but they are in the lens of a community member rather than an OPD commander. Every day there are a lot of positive, successful things happening and community concerns being addressed. OPD is so focused on violent crime and numbers, it gets looked over.”

– CRO

SARAnet: Project Counts by Type and Policing Area, 2014-2018



Source: OPD

Role of Crime Reduction Team Officers

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Finding
11

CRTs are successfully collaborating with CROs, both within the same Policing Area and crossing over into bordering Areas.

Finding
12

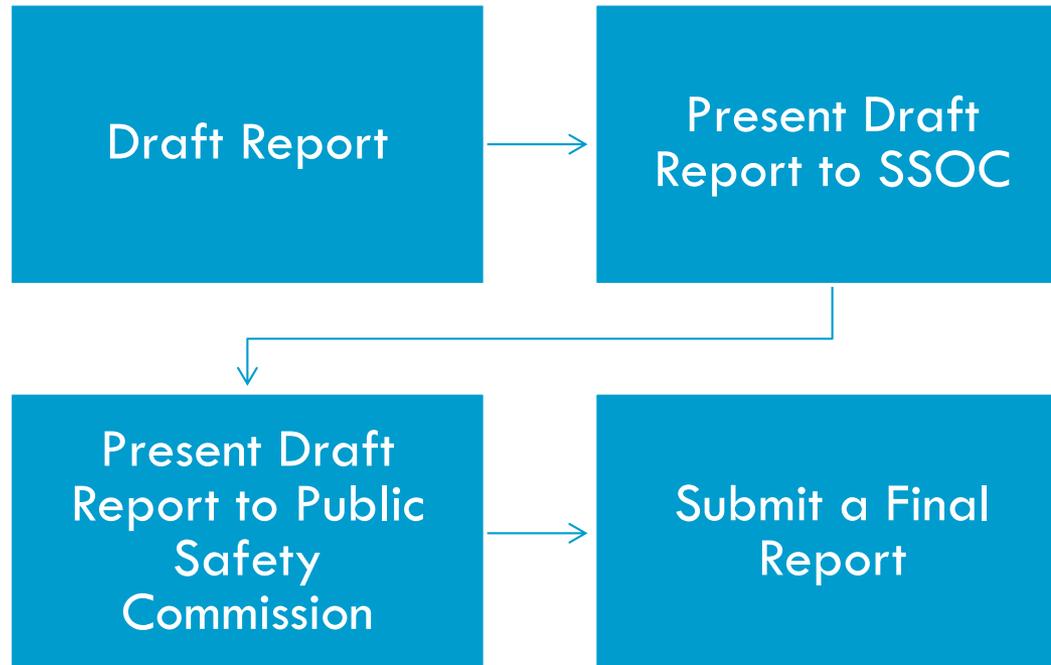
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Finding
13

CRTs are not systematically tracking their activities or efforts, which makes it difficult to measure and evaluate their successes.

Next Steps

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THANK YOU!



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