



CITY OF OAKLAND

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MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Tonya Gilmore,
Assistant to the City
Administrator

SUBJECT: OPD Measure Z Year Four
Evaluation

DATE: March 31, 2021

City Administrator 
Approval

Date: Mar 31, 2021

INFORMATION

Staff Recommends That The City Council Receive This Informational Memorandum Regarding The Final Evaluation From Resource Development Associates (RDA) on Oakland Police Department Measure Z Activities.

BACKGROUND

In 2014, City of Oakland voters overwhelmingly approved the Measure Z ballot initiative to continue many of the services funded under the City's Violence Prevention and Intervention Initiative, Measure Y. In its efforts to monitor and improve implementation of the policing services funded through Measure Z, the Oakland City Administrator's Office commissioned Resource Development Associates (RDA) to conduct four annual evaluations of Oakland Police Department's (OPD's) Measure Z activities in relation to the initiative's objectives and the larger violence prevention and intervention goals of the City. This memorandum summarizes RDA's fourth and final annual evaluation report on Measure Z policing services under the current contract. The Year 4 Evaluation (see *Attachment A*) builds on the Year One, Year Two, and Year Three Evaluations and summarizes findings and recommendations from all four years.

GENERAL OVERVIEW

In the Year One Evaluation report (2017), RDA reported on the progress of Measure Z-funded policing services, highlighting the following:

- (1) OPD's commitment to the goals and objectives of Measure Z;
- (2) The activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and

- (3) Progress toward implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear Departmental expectations around the role of CROs and CRTs.

In the Year Two Evaluation report (2018), RDA built upon the year-one evaluation findings through an in-depth observation and analysis of CRO and CRT activities and role expectations. Among other findings, the report highlighted: (1) CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust of the public; and (2) OPD has limited visibility on the perceived retention/turnover challenges due to a lack of data.

The Year Three Evaluation report (2019) addressed questions raised in prior years. RDA collected data from new sources that were previously unavailable and analyzed updated data from existing sources. Data sources included crime data, SARANet database (community policing database) retention and turnover personnel records data. The evaluation was also informed by pilot time study data tracking CRO and CRT officer activities (newly developed data sources). Findings from the Year Three Evaluation highlighted that Measure Z retains high-level support from leadership and that CRO staffing levels demonstrate executive support. The evaluation showed that broader OPD staffing issues all impact CRT and CRO staffing and whether other priorities lead to pulling CROs and CRTs away from assigned problem-solving projects within their assigned beats. Notably, comments from the Public Safety and Services Oversight Commission (SSOC), the City Council Public Safety Committee, and community members highlighted a need to better understand the nature of problem-solving projects, including how they can help support violent crime reduction.

Year Four Evaluation

This is the Fourth and final annual RDA evaluation report on Measure Z policing services under the current contract that expired on December 31, 2020.

The Year Four Evaluation continued to build on previous years' findings, integrating and summarizing findings and recommendations across years into a final report.

SUMMARY

RDA presented their final report to the Safety and Services Oversight Commission (SSOC) at their November 16, 2020 meeting and the attached report incorporates their recommendations.

Respectfully submitted,

Tonya Gilmore

Tonya Gilmore
Assistant to the City Administrator

For questions, please contact Tonya Gilmore, Assistant to the City Administrator at 510-238-7587.

Attachments:

- A: OPD Measure Z 2020 Year 4-Final Report
- B: OPD Measure Z Year 4 Evaluation PowerPoint

Oakland Measure Z Policing Services

2020 Annual Evaluation



Prepared by:

Resource Development Associates

December 2020





Oakland Measure Z Policing Services

2020 Annual Evaluation

This report was developed by Resource Development Associates under contract with Oakland City Administrator’s Office.
Resource Development Associates, 2020

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.



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I. Introduction

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

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

Figure 1. Measure Z Goals & Strategies

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



Evaluation Overview

This is RDA's fourth and final annual evaluation report on Measure Z policing services under the current contract. The Year 4 Evaluation builds on the Year One, Year Two, and Year Three Evaluations and summarizes findings and recommendations from all four years.

In the Year One Evaluation report (2017), RDA reported on the progress of Measure Z-funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress toward implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

In the Year Two Evaluation report (2018), RDA built upon the year-one evaluation findings through an in-depth observation and analysis of CRO and CRT activities and role expectations. Among other findings, the report highlighted: (1) CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust of the public; and (2) OPD has limited visibility on the perceived retention/turnover challenges due to lack of data.

The Year Three Evaluation report (2019) addressed questions raised in prior years by collecting data from new sources that were previously unavailable, as well as analyzing updated data from existing sources. RDA drew from reported crimes data and CRO project data from the SARAnet database (existing data sources), as well as retention and turnover data collected from personnel records, and pilot time study data tracking CRO and CRT officer activities (newly developed data sources). Findings from the Year Three Evaluation highlighted that Measure Z retains high-level support from leadership and that CRO staffing levels demonstrate this. However, OPD staffing issues more generally are a barrier to keeping all CRT positions filled and keeping CROs focused on problem-solving projects within their assigned beats. Notably, comments from the Public Safety and Services Oversight Commission (SSOC), the City Council Public Safety Committee, and community members highlighted a need to better understand the nature of problem-solving projects, including how they can help support violent crime reduction.

Year Four Evaluation

The Year 4 Evaluation continues to build on previous years' findings, integrating and summarizing findings and recommendations across years into a final report. The evaluation questions focused on in this report are highlighted below:

Year 4 Measure Z Evaluation Questions

- ❖ **To what extent do CRO and CRT staffing levels support Measure Z goals and strategies?**



- ❖ **To what extent do CRO and CRT activities align with Measure Z goals and strategies?**

- ❖ **How, if at all, have CROS and CRTS helped to build community trust in support of reducing violent crime across Oakland?**

Organization of the Report

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

Table 1. Overview of the 2020 Evaluation Report

I.	Introduction	The purpose of the evaluation, along with a summary of the Measure Z initiative, its history, and a brief description of Measure Z policing services.
II.	Evaluation Design & Methodology	The scope of the current mixed-methods evaluation design as well as a description of the utilized data sources.
III.	Background	Brief description of current OPD staffing levels and crime patterns in Oakland.
III.	OPD Staffing & Measure Z Objectives	In-depth discussion of OPD staffing, including CRO and CRT staffing, as well as retention and turnover and officer diversity, and the impacts of these factors on Measure Z objectives.
IV.	CRO & CRT Officer Activity	Discussion of CRO and CRT activities, particularly CRO projects, and the extent to which they support Measure Z objectives based on the case study analysis and focus groups with community members.
V.	Community Trust and Relations	Discussion of the extent to which the work of CRO and CRTs has impacted perceptions about OPD policing services based on the findings from focus groups with community members.
VI.	Discussion and Recommendations	Brief overview of findings and recommendations drawn from this evaluation.



II. Evaluation Design and Methodology

RDA utilized a mixed-methods evaluation design to provide insight into Measure Z implementation and outcomes, triangulating findings from OPD administrative data and crime data with qualitative data collected from community focus groups. It is noteworthy that just prior to data collection for the evaluation, COVID-19, and the subsequent Shelter-in-Place order, took place. This impacted data collection activities, especially the recruitment and venue (e.g., in person versus online) for community focus groups, which is discussed in greater detail below.

Although this report integrates findings from across the four years of RDA’s evaluation, the report emphasizes the Year 4 evaluation period, Fiscal Year 2019 – 2020 (July 2019 – June 2020). Focusing on this evaluation period for the Year 4 report allowed RDA to provide the most up-to-date information on Measure Z policing services components, implementation, and outcomes.

Data Sources

To address the evaluation questions outlined above, RDA drew from OPD crime report data; CRO problem-solving project data from the SARANet database; retention and turnover data collected from personnel records; group interviews with CROs and community members who collaborated to resolve CRO problem-solving projects; and focus groups with Oakland residents. The data sources and corresponding analyses are described in greater detail below.

Crime Analysis. The RDA research team downloaded weekly crime reports published by OPD that identify Part 1 crimes reported to police. Part 1 crimes, as specified by the Uniform Crime Reporting metrics, include homicide, aggravated assault, rape, robbery, burglary, motor vehicle theft, larceny, and arson. A subset of Part 1 offenses is further classified as violent crimes which include homicide, aggravated assault, rape, and robbery. Weekly crime reports from January 2017 through June 2020 were analyzed to identify the total number of violent and non-violent crimes throughout Oakland and to examine changes in the number of these offenses over time. These data were also disaggregated to identify differences in crime trends by OPD Area and to review crime trends during the current evaluation period.

Turnover and Retention Analysis. RDA worked with OPD to collect data on CRO and CRT weekly patrol assignments, and the dates they started with OPD. Weekly data also indicated whether the officer was on leave (e.g., medical leave, family leave, vacation) or on loan to another unit within OPD. RDA analyzed the data to estimate the extent to which CRO and CRT officers carried out their intended assignments. The patrol assignment of the last week of the evaluation period (last week of June 2020) was used to identify CRO and CRT tenures and demographic information. Officer demographic characteristics (e.g., race/ethnicity) were analyzed in comparison with the areas they served, as well as the City and police department as a whole.



SARAnet Data Analysis. The SARAnet database is used by CROs to collect and track information regarding their beat projects. CROs record information into SARAnet, including the dates projects are opened, location and officer information, objectives and activities towards attaining those objectives, and progress towards completion. CROs and their Sergeants are expected to update information on progress regularly. RDA created indicators for each project type and category based on project descriptors, as summarized in Table 2. Projects may be assigned multiple project types and categories.

Table 2. SARAnet Project Coding

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

Data were collected for all projects that were open for at least one day during the fiscal year (July 2019 - June 2020). These data were used to examine the number and types of projects CRO officers worked on during that time. Data were evaluated at the area and beat level.

RDA identified thirty open projects for which no completion date was available. Based on qualitative information and CRO standard practices, any project open in the data system for more than 1.5 years was assumed to be complete. To further understand the successes and challenges behind these community-CRO collaborations, RDA also conducted case studies of two problem-solving projects, described below.



Problem-Solving Project Case Studies. As part of the analysis of CRO activity, RDA conducted a Case Study Analysis of two problem-solving projects completed during the evaluation period. The analysis included virtual interviews (via Zoom) with the community members and CROs that collaborated on each problem-solving project. In total, RDA interviewed 3 CROs and 4 community members. The main objectives of the interviews were to learn more about what prompted each project to start; how CROs sought to address the problems; successes and challenges addressing each problem; collaboration between CROs and CRTs, the community, and other city agencies; project outcomes; and the extent to which CROs and community members believed problem-solving projects can help build community trust and reduce violent crime.

Community Focus Groups. RDA conducted focus groups with community members to measure 1) community satisfaction with CRO and CRT policing services, including problem-solving operations, 2) trust toward OPD, 3) community perceptions of crime and violence, and 4) the extent to which Measure Z-funded officers have helped build community trust in support of reducing violent crime.

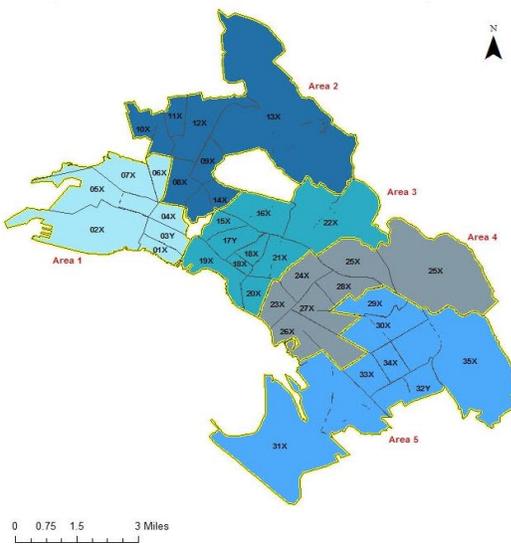
As noted above, COVID-19 shelter-in-place orders created challenges for focus group recruitment and participation. The recruitment process was part of a collaborative effort between RDA, the Oakland City Administrator’s Office, the Public Safety and Services Violence Prevention Oversight Commission (SSOC), the Neighborhood Crime Prevention Councils (NCPCs), the Community Policing Advisory Board (CPAB), the Department of Violence Prevention (DPV), and Oakland Resiliency in Communities After Stress and Trauma (ReCAST). Participant recruitment started in July, and focus groups were facilitated in August and September 2020. RDA facilitated focus groups virtually (via Zoom) and offered times during the day and evening to address participation challenges. RDA also provided incentives to all participants and followed-up with those who signed up but did not attend to join other discussions.

This effort allowed RDA to conduct seven focus groups, with a total of 27 participants. Fifty-two percent of the participants self-identified as female, and 84% of those who responded self-identified as Black, Native American, or Hispanic/Latino. Forty-eight percent of the participants were between the ages of 31-50, 30% reported to be below 31 years of age, and 22% reported to be 51 or older.

III. Background

As of June 2020, OPD employed 733 sworn officers. This exceeds the minimum of 678 officers specified by the Measure Z legislation but represents a decrease compared to the number of employed officers reported in last year’s Measure Z Evaluation (749 officers). OPD serves an area of 78 square miles with a racially and ethnically diverse population of approximately 421,042.¹ Oakland consists of 35 police beats across five police areas, as shown in Figure 2.

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



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

Community Resource Officer (CRO)

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

Crime Reduction Team (CRT)

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

Eight CRT positions are assigned to each of the five police areas for a total of forty CRT officers. As described above, CRT officers are strategically and geographically deployed to investigate and respond to the commission of violent crimes and identified violence hotspots using intelligence-led policing. Each police beat has a designated CRO who is expected to engage in problem-solving projects, attend Neighborhood Crime Prevention Council meetings, serve as a liaison with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with other sworn personnel. OPD is expected to staff 35 CRO officers, with one CRO per police beat.

Crime in Oakland

The work that CROs and CRTs do is situated in the larger context of crime patterns in Oakland. Figure 3 and Figure 4 below summarize crime trends during Fiscal Year 2019 – 2020 (July 2019 through June 2020).

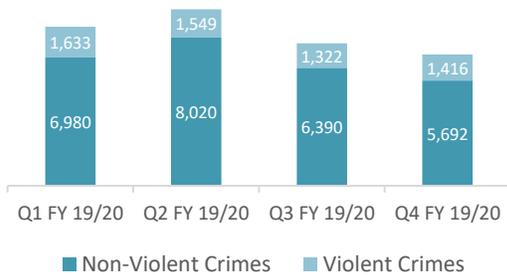
¹ American Community Survey (2018), 5-Year Estimates Data Profiles.



During this period, Oakland experienced 33,002 Part 1 crimes, of which approximately 5,920 (18%) were violent crimes. Oakland’s violent crime rate during the Fiscal Year was 1,406 per 100,000 residents, almost four times higher than the 2019 national violent crime rate (366 violent crimes per 100,000 inhabitants),² and higher than any other city in the Bay Area (Oakland’s violent crime rate was almost twice as high as the second most violent city in the Bay Area, San Francisco, in 2019.)³ Figure 3 shows that the number of violent and non-violent crimes reported during each of the first two fiscal quarters were greater than those reported during each quarter of the second half of the fiscal year.⁴ This trend appears annually throughout the four-year evaluation (see Figure 5), however it was more pronounced during the current fiscal year when the shelter-in-place order was in effect (during Quarter 4).

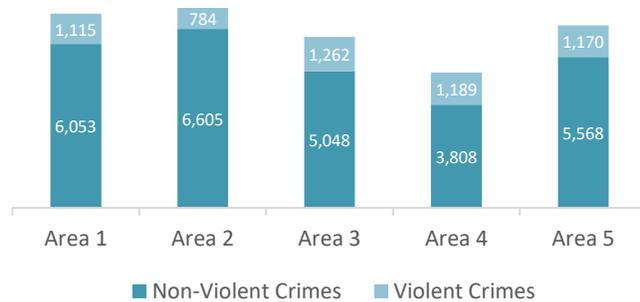
Figure 4 shows that overall, Part 1 crimes were almost evenly distributed across Areas 1, 2, and 5 (7,168, 7,389, and 6,738 crime reported, respectively) during Fiscal Year 2019 - 2020. Area 3 had slightly less crime (6,310 reported crimes) than these three Areas, and Area 4 had the least amount of crime reported (4,997) during this time period. It is noteworthy that despite having the highest overall number of crimes reported in Area 2, this Area had substantially fewer violent crimes reported than all other Areas.

Figure 3. Crime in Oakland, by Fiscal Quarter (FY 19/20)



Non-Violent Crimes: Burglary, Motor Vehicle Theft, Larceny, Arson

Figure 4. Crime in Oakland, by Area (FY 19/20)



Violent Crimes: Homicide, Aggravated Assault, Rape, Robbery

Figure 5 depicts Part 1 crimes that have occurred in Oakland since the start of RDA’s evaluation of Measure Z policing services (January 2017) through June 2020. Violent crime remained relatively stable during this period. Overall, non-violent crimes remained relatively stable as well. However, during each fiscal year there were greater numbers of crimes reported during the first half of the fiscal year (July through

² Federal Bureau of Investigation. (2019). 2019 Crime in the United States.

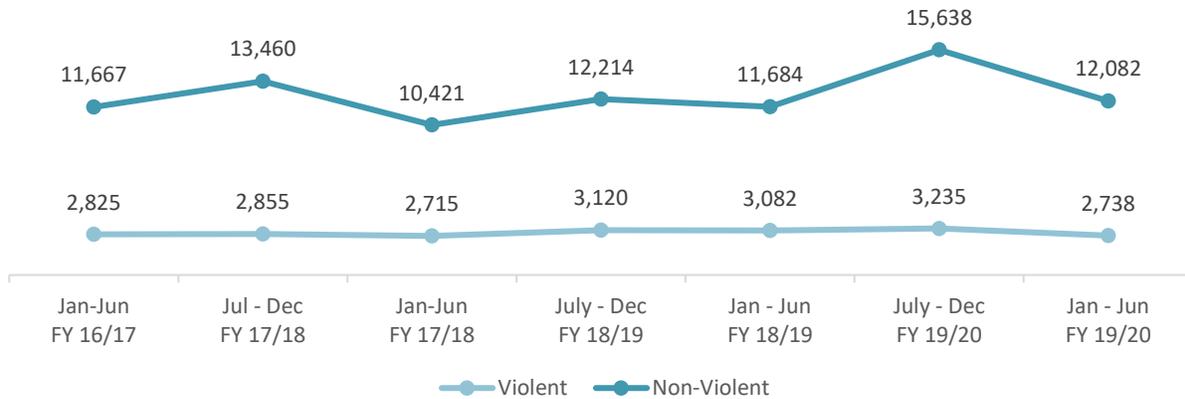
³ *ibid*

⁴ OPD has reported a spike in violent crime, in particular homicides, from July 2020 - September 2020. This is in line with yearly trends where there is increased crime during these months, however the sharp increase in violent crime appears to be an aberration from previous years. The extent to which the pandemic has had an effect on violent crime rates is unclear.



December) compared to the second (January through June). As noted above, this trend was pronounced during Fiscal Year 2019 – 2020, when 15,638 crimes were reported during the first half of the fiscal year (during which time violent crime spiked to its highest level of any six-month period as well), compared to 12,082 reported during the second half of the fiscal year.

Figure 5. Part 1 Crime Trends in Oakland, January 2017 – June 2020



IV. Findings

OPD Staffing and Measure Z Objectives

The findings below focus on the extent to which OPD leadership has demonstrated support for the goals and objectives of Measure Z, highlighting the extent to which staffing levels, especially among CROs and CRTs, demonstrate this.

OPD Leadership continues to express a commitment to supporting Measure Z objectives.

Over the course of RDA’s four-year evaluation, OPD leadership has consistently expressed a commitment to meeting the goals and objectives of Measure Z, most notably reducing violent crime and strengthening community relations through community policing efforts. Measure Z funded officers (CROs and CRTs) collaborate regularly and effectively with each other to support intelligence based and geographic based policing efforts, as well as the City’s Ceasefire strategy, to reduce violent crime in Oakland. Leadership has consistently suggested that community policing plays a key role in meeting public safety objectives, and OPD has sought to identify and recruit officers who are committed to community engagement to serve as CROs. Notably, CRO staffing levels have been at or above 92% since January 2016, demonstrating OPD’s commitment to keeping these positions filled so that CROs can work with the community to help resolve pressing community issues. Despite this commitment, it is noteworthy that department-wide staffing issues and the ways CROs are utilized have limited the extent to which they can build strong and lasting community relationships. This is discussed in greater detail in the sections below. CRT staffing levels, which are somewhat lower, are also discussed below.



CRO and CRT tenure has increased over time.

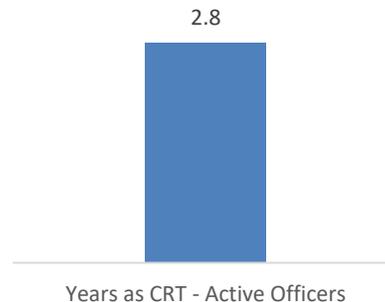
Officer retention and turnover has been identified throughout RDA’s four-year evaluation as one of the main challenges for developing position-specific skills, including knowledge of the community, for Measure Z-funded officers. The impact of persistent staff turnover on Measure Z objectives includes the loss of institutional knowledge and experience, additional time and investment in training, and damage to the sense of consistency and relationships that are central to the community policing model. In the Year 3 Evaluation, CROs and Sergeants suggested that it takes approximately two years to gain the experience necessary to be most successful in the CRO and CRT positions. Data demonstrated that this was about the average length of time CROs and CRTs were in their position from January 2016 through June 2019.

This year’s data suggests improvement, as there was an increase in CRO and CRT average retention. While last year’s evaluation found average tenures of 2.1 and 2.3 years for active CROs and CRTs, Figure 6 and Figure 7 illustrate that by the end of Fiscal Year 2019 – 2020, active officers had been in their positions for 2.4 years (CROs) and 2.8 years (CRTs).

Figure 6. Officer Tenure in CRO Position, June 2020



Figure 7. Officer Tenure in CRT Position, June 2020



CRO staffing assignments are prioritized more than CRT staffing assignments.

Similar to what was observed in previous years, OPD continues to prioritize CRO staffing assignments. An analysis of weekly patrol assignments during Fiscal Year 2019 - 2020 shows that, on average, there were 34 CROs (of 35 to meet full capacity) and 30 CRTs (of 40 to meet full capacity) available each week of the fiscal year.⁵ During this period, CRO positions were fully staffed (35 officers) in 34% of the weeks, while CRTs never managed to have a week at full capacity with 40 available officers.

⁵ The number of available officers is comprised of “assigned” and “loaned-in” officers in each Area.



Figure 8 illustrates the percentage of time between July 2019 and June 2020 for which the 35 CRO positions were filled with an officer that was available compared to the amount of time the assigned officer was on loan to another department, was on personal leave, or in which the position was unassigned. The Figure shows that OPD maintained an average of 92% of CROs actively assigned in their beats over the fiscal year. On average, only 2% of CRO positions were unassigned because the position was vacant. When CROs were not active in a beat, the primary reason was personal leave (58%), as shown in Figure 9. CROs' fiscal year assignment did not differ considerably from what was observed in previous years. All areas were able to fill at least 84% of their CRO positions during the fiscal year, and Area 2 was fully staffed during every week (see Appendices).

Figure 8. Weekly CRO Assignments
(July 2019 – June 2020)

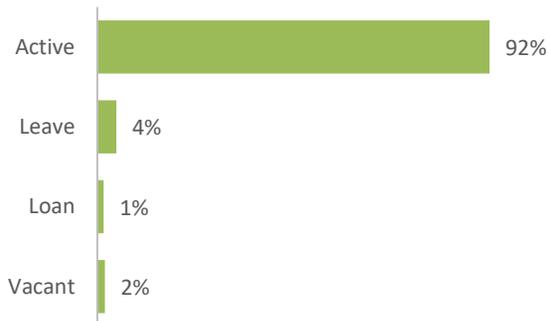


Figure 9. Reasons CROs Not Assigned
(July 2019 – June 2020)

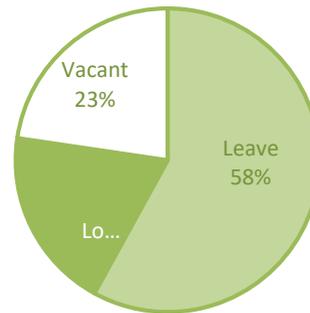


Figure 10 shows that, on average, 74% of CRT positions were active during Fiscal Year 2019 – 2020, compared to 84% of CRT positions that were active from January 2016 through June 2019. This decrease was mainly driven by increases in vacant positions (14% in the current evaluation period and 9% in the previous evaluation period) and in the number of CRTs on personal leave during Fiscal Year 2019 - 2020 (8% in the current evaluation period and 2% in the previous evaluation period). Figure 11 shows that when CRT positions were not filled during Fiscal Year 2019 - 2020, the primary reason was vacancy (52%), followed by officers on leave (30%), and officers loaned out to other positions. As illustrated in the Appendices, Area 4 had the highest percentage of available CRTs, and Areas 3 and 5 had the highest number of vacant positions. As was the case in the previous years of the evaluation, during each week of Fiscal Year 2019 – 2020 there was at least one CRT position vacant.



Figure 10. Weekly CRT Assignments
 (July 2019 – June 2020)

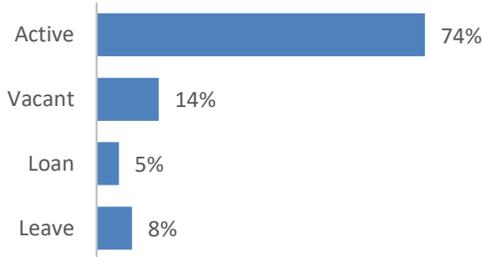
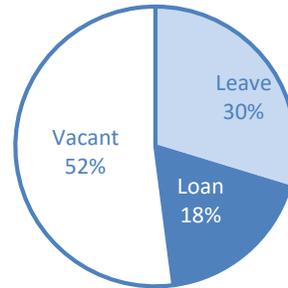


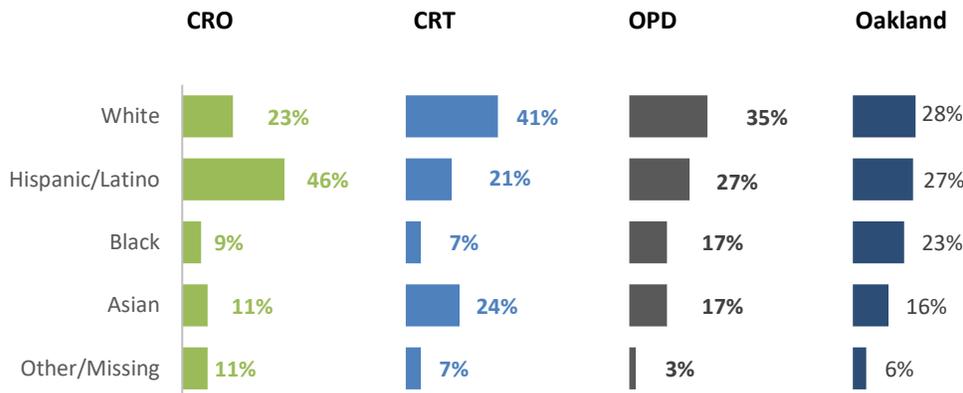
Figure 11. Reasons CRTs Not Assigned
 (July 2019 – June 2020)



OPD has made progress in diversifying the police force, but Black officers remain underrepresented in the CRO and CRT units.

In addition to improving relationships with the community by increasing CRO and CRT tenures within a given beat or area, these relationships can be improved by ensuring a police force representative of the population it serves. Figure 12 below depicts CRO and CRT officers' racial composition compared to the Department at large and citywide averages.

Figure 12. Racial and Ethnic Makeup of Officers Compared to Oakland⁶



In previous reports, RDA recommended that OPD assess hiring and recruitment processes to ensure community policing units better represent the communities they serve. The demographic analysis of active CROs and CRTs in June 2020 suggests that OPD has made strides in this direction, especially within the CRO unit where they have recruited greater numbers of non-white officers (61% from 2016 – June 2019, compared to 77% in June 2020). Overall, the diversification of OPD’s police force has been driven by an increase in the representation of Hispanic/Latino officers (25% from 2016 – June 2019, compared

⁶ OPD Demographic information drawn from the American Community Survey (2018), 5-Year Estimates Data Profiles.



to 27% in June 2020), particularly within the CRO unit (36% from 2016 – June 2019, compared to 46% in June 2020). Despite this effort, Black representation of CROs (9%) and CRTs (7%) still falls below both the OPD (17%) and the citywide (23%) representation. The CRT unit remains predominantly white (41%).

CRO and CRT Officer Activity

Findings below center on CRO and CRT officer activity and the extent to which they support Measure Z goals and objectives. Two CRO-problem solving project case studies are profiled, as are findings from focus groups highlighting community perceptions of CROs, and to a lesser extent, CRTs.

CROs and CRTs pool staff, resources, and expertise within their areas to support Measure Z objectives.

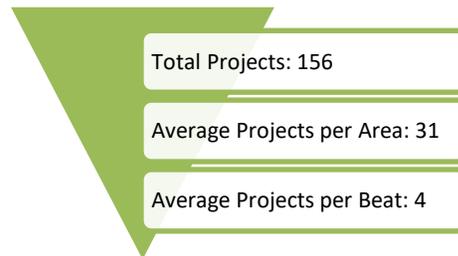
Findings from across the first three years of the evaluation indicated that vacant positions and requirements to support other OPD efforts impact the ability of officers to do their assigned CRO/CRT jobs, particularly long-term investigations and their ability to maintain a presence for lasting impact on intervention efforts. However, to address these challenges CRO and CRT units work together by coordinating activities, sharing intelligence, and utilizing specialized knowledge and skills to maximize impacts on violent crime reduction objectives. Results from interviews with OPD leadership in Year 1 and 3, ride-a-longs with CRTs in Year 2, and the Year 3 Pilot Study supported this finding. Nevertheless, it is noteworthy that although OPD collects information on CRT activities such as arrests, incidents, and reports taken, as well as weekly reports of summaries of CRT activities, there remains no data collection system comparable to the SARAnet system for CROs to systematically collect information on CRT officer activities.

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

CRO problem-solving projects continue to address a variety of issues, including quality of life, public safety, and community relationship building.

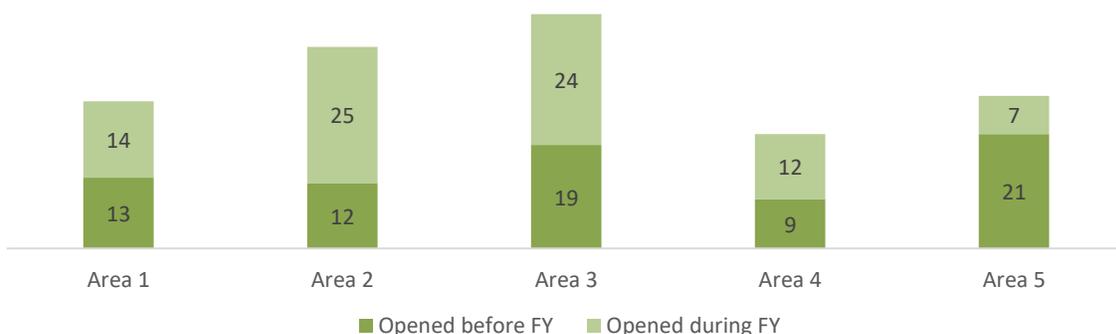
Through CRO projects, CROs utilize their available time to address the community's concerns to improve public safety and achieve Measure Z objectives of violence prevention. CROs are expected to use the SARA (Scanning, Analysis, Response, and Assessment) model to identify and assess specific issues associated with criminal activity or other neighborhood public safety priorities. This is a core principle of the community policing model and an evidence-based practice. Interviewed CROs expressed awareness of the SARA model and its four steps, and suggested the model is a useful framework they use to support their work. However, officers did not express that they systematically follow a model such that they continuously identify and prioritize problems (scanning), research what is known about the problem locally and elsewhere (analysis), develop solutions to bring about lasting reductions in the problem (response), and evaluate the success of the responses (assessment). Participants from focus group and case study interviews, including NCPC members, reported that CROs do not follow the best practice of providing ongoing feedback to community members about open projects, or following up with them when a project is formally opened or closed. This has generated frustration from some community members.

Figure 13. CRO Projects (July 2019)



Between July 2019 and June 2020, CROs worked on 156 projects, of which 82 (52%) were new projects opened during the evaluation period. As shown in Figure 13, CROs worked on an average of 31 projects per area and 4 projects per beat (as detailed in Appendices A and B). Figure 14 below illustrates the number of active projects in each Area for at least one day during the Fiscal Year. Overall, Areas 2 and 3 had the most projects open during the evaluation period while Area 4 had the fewest projects open. And unlike the other Areas, Area 5 worked mainly on projects opened before July 2019.

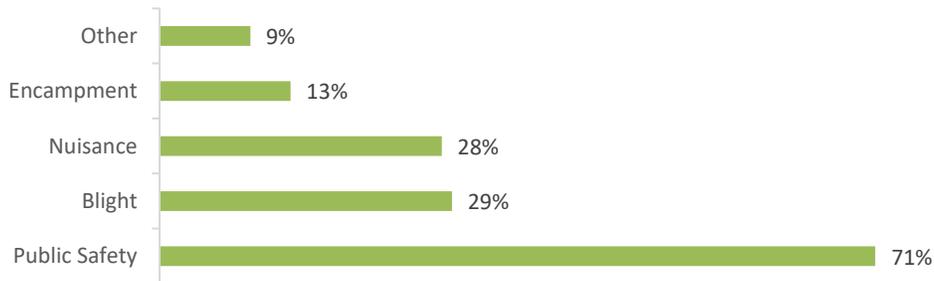
Figure 14. Projects by Area, Fiscal Year





CRO projects may address one or more of the categories indicated in Figure 15 (refer to the *Evaluation Design and Methodology* section for a more detailed description of the categories). At the city level, of the 156 projects open during the current reporting period, the majority (71%) were directly related to addressing a specific public safety issue such as drug or gang activity. Twenty-nine percent of CRO projects involved addressing blight, often associated with abandoned automobiles or the areas around homeless encampments (13% of the projects were designed to address community issues related to homeless encampments). Nuisance concerns, often involving loitering, were a component of 28% of CRO projects. Nine percent of the projects included other activities such as reducing calls for service, setting up neighborhood watches or NCPC meetings, and providing education and training for crime prevention. As presented in the Appendices, all areas focused at least 56% of their projects on solving or preventing public safety issues.

Figure 15. CRO Projects, by Category



CRO Problem Solving Project Case Studies

CROs have a unique opportunity to work with Oakland residents over an extended period to learn more about the needs of their communities and to address them through opening problem-solving projects. RDA conducted two case studies of CRO problem-solving projects that allowed us to obtain insights into what prompted each project to open; successes and challenges in collaboration between OPD, the community, and other city agencies to resolve each problem; and project outcomes. We also obtained insights into the extent to which OPD staff utilize the SARA model, as well as whether the CROs and community members working on the projects believe collaborating on problem-solving projects can help build community trust and reduce violent crime. The two projects are described beginning on the following page.



Driver's Plaza Project (Area 2)

Period: November 2019 – August 2020.

Project Initiation: Neighborhood residents were concerned about consistent loud music, alcohol consumption, and potential drug dealing in Driver's Plaza.

Actors Involved: Neighborhood residents, Driver's Plaza visitors and local organizations, OPD, and City Agencies (AC Transit, Parks and Recreation, and the City Council).

Summary: Driver's Plaza is a public park and plaza located in North Oakland. The plaza is one of the few green spaces in the area and serves as a cultural hotspot and meeting point for elders. Local organizations provide different services in the plaza, such as free meals and clothing. These organizations and the visitors themselves have helped to maintain the park, self-funding services such as portable bathrooms which were removed by City agencies according to the community members we spoke with. The CRO project started when neighbors complained about consistent loud music, alcohol consumption, and potential drug dealing in the plaza. To address the problem, the CRO investigated the number of calls for service related to the plaza and ran some security checks in the area to address the neighbors' concern. He also went to the park in plain clothes and did not notice anything out of the ordinary or suggesting that drug dealing was occurring. With this information, the CRO approached the park visitors and shared the concerns of the neighbors. Through these conversations, the CRO learned of different community concerns, specifically regarding a lack of essential City services like garbage collection and water/bathroom service at Driver's Plaza. The CRO supported these concerns by relaying information to appropriate City agencies and expressing support for the community's needs. The CRO also helped facilitate outreach services for individuals with substance use disorders to provide resources related to drug and alcohol abuse.

Outcome: Neither the initial neighborhood concern nor the additional issues brought forward by park visitors were fully addressed. Some loud music and alcohol consumption remain, but there was progress in terms of noise and disturbances. The City provided a garbage collection service and cleaned the Driver's Plaza bus stop. However, it has not followed through with the bathroom or water services requested by Oakland residents. The CRO also reached out to a substance use organization that visited Driver's Plaza and offered resources to visitors related to alcohol abuse. It is not clear if park visitors followed up.

Successes and Challenges: Although the initial neighbors' concern was not fully addressed, one of the project's successes was that both neighborhood residents and Driver's Plaza visitors were able to share their concerns with the CRO and City Agencies. Interviewed community members reported that the music and drinking remain but it is less disturbing for the neighbors. Park visitors also reported a reduction in confrontations between them, police officers, and neighborhood residents. The collaboration's main challenge was that the CRO did not have the authority to solve City services requests directly. Furthermore, the Driver's Plaza's issues are part of a broader context of gentrification and housing tensions that exceeded the CRO's authority. Acknowledging these barriers, the CRO prioritized communication and negotiation with all parties over adopting a more punitive approach. Interviewed community members recognized the CRO's willingness to support the community throughout the collaboration.

"I feel like I wanted to do more, but I couldn't. What the citizens wanted wasn't something that I could do easily. . . . Some demands are just not feasible."



Eastmont Town Center Project (Area 5)

Period: May 2019 –August 2020.

Project Initiation: Neighborhood residents and private owners were concerned about the unsafe environment created by narcotic use and sale, and illegal mechanical work in the Eastmont Town Center parking lot.

Actors Involved: Neighborhood residents, NCPC members, private property owners, private security, retail store owners/managers, and OPD.

Summary: The Eastmont Town Center is the biggest commercial area in East Oakland (33 acres). The mall is privately owned and houses private businesses, community-based organizations, and public agencies, including an OPD substation. The mall’s parking lot entrances used to be open 24 hours a day, seven days a week, allowing people to come in and out at all times. According to interviewed CROs and community members, this facilitated the illegal mechanical work, and the narcotic use and sale inside the property. Neighbors and store owners were concerned about the parking lot’s unsafe environment. The concern was brought to an NCPC meeting, where the NCPC chair shared the issue with the beat CRO, as well as other City officials. Because the Eastmont Town Center is on private property, OPD cannot conduct patrol in the parking lot and the project consisted of a close collaboration between CROs, property managers, and store owners and managers. Two different CRO teams worked on the project and collaborated directly with the property manager to create a safer area for consumers and neighbors.

Outcome: By limiting and monitoring the egress/ingress (i.e., entrances and exits) to the parking lot and increasing the visibility of the private security service inside it, the collaboration generated a steep reduction in calls for services, property damages, and drug sales.

Successes and Challenges: Interviewed community members and private owners reported a smooth and respectful collaboration with the CROs involved in the project. Both community members and CROs seemed satisfied with the outcomes of the collaboration. One success of the project was that the property manager was

“I am satisfied. It is not 100%. But with what we can do, I am pleased. A lot less calls for service, less dilapidated property, and less drug sales. In terms of the parking lot’s ingress-egress, which is maybe the biggest issue, limiting it has been a huge success.”- CRO.

open to implementing new security strategies, and the CROs were able to support her throughout the process. One such strategy was closing a majority of entrances after 8pm, which limited the number of people congregating in the open parking lot spaces late into the night and early morning. However, the project faced two critical challenges. First, because the parking lot is private property, CROs could not patrol it, nor tow abandoned

vehicles inside it. All changes depended fully on private owners’ decisions and, in some cases, CROs’ recommendations could not be enforced. For example, CROs did not have the authority to change the way the private security service was patrolling the parking lot. The second challenge was the transfer of the CRO that opened the project. Although community members were satisfied with the concrete actions of both CROs, interviewees told RDA that being forced to build a new relationship with a new team was not ideal.



It is noteworthy that the solution for each of these two projects required at least ten months of coordination between CROs, community members, and City agencies. In both cases, community members reported being satisfied with their CROs' individual actions and also recognized some limitations because certain requests were beyond OPD's purview such that they were not able to directly solve the problem. CROs expressed that this can cause frustration with community members in some cases which can deteriorate the police-community relationship. The following sections describe the level of community satisfaction with CROs, as well as some of the successes and challenges working with CROs according to focus group and case study interview participants.

Community members have mixed perceptions about the effectiveness of CRO services.

Focus group participants expressed mixed feelings about the effectiveness of CROs. Overall, there was a sense of frustration with what community members described as OPD's failure to successfully implement community policing, despite some CROs being dedicated to their work and the community. A factor that complicates perceptions of CROs is that community members may hold different views on what successful completion of a project looks like (e.g., homeless encampments). For example, the Driver's Plaza Project required a CRO to collaborate with community members with opposing views of what is acceptable at the park, each advocating for different project outcomes. On the one hand, neighbors wanted to reduce noise and disturbances by removing people from the park, while on the other hand residents who had frequented the park for years did not view this as a major issue and were requesting essential City services to beautify the area and make community gatherings more enjoyable. Differences in community perceptions like these complicate overall perceptions of CRO effectiveness.

"All of the CROs, 5 or 6 over the years that I've dealt with in meetings, they have been very concerned with the issues brought up by the residents In my experience, when they are able to be involved, or they are not being transferred, they work very well."

– Community member

Among those who expressed positive experiences with CROs, many remained frustrated with OPD's implementation of CRO services. *"I believe in its definition, community policing is a wonderful thing but it's been far from implemented I don't think CROs are adequately [directed] to be responsive for what they should be doing. OPD will often call on officers to do other things and they are not usually in their beat, they are not usually doing what the community necessarily wants."* Ultimately, focus group participants who were familiar with the community policing model suggested that although they like the notion of community policing, they do not believe it has been appropriately implemented in Oakland, as CROs are pulled in and out of beats, and as a result are unable to build lasting relationships to address community issues.



Despite a commitment to working on problem-solving projects, CROs do not always have the resources to meet the community's expectations.

CROs are not always capable of meeting community expectations because the resolutions to problems may be out of their purview. Both community members and CROs involved in the projects highlighted in the case studies mentioned this, as some of the solutions to the Driver's Plaza project hinged on other City agencies, while OPD could not conduct patrol for the Eastmont Mall because it is private property. These constraints result in CROs collaborating with community members in a way that doesn't always feel satisfactory, which can contribute to a perception the CROs are not committed to solving problems in the community. However, Neighborhood Service Coordinators, who work as liaisons between OPD and City agencies, are now operating out of the City Administrator's Office rather than OPD where they were previously housed. OPD staff suggested that this should result in better, more efficient coordination with City agencies to support resolutions to CRO problem-solving projects.

One of the CROs interviewed in the case study suggested that in some cases problem-solving projects can set them up for failure, especially when CROs lack support from other City agencies and community

“When we interact with the community and tell them the process we implement, and they see it with their own eyes, they're going to trust we'll do what we say we are going to do. If we do not follow through, there is skepticism and lack of trust.”

– CRO

members do not receive the responses they seek. Despite these concerns, community members did express satisfaction with several CROs and their experiences working with them, and the CROs we spoke with also noted that problem-solving projects offer an opportunity for building, or deteriorating, community trust. This highlights the importance of transparency and communication with the community for building trust, which some Oakland residents suggested is largely lacking across Oakland.

CRO turnover and the ways CROs are deployed are not always consistent with the objectives of Measure Z.

Consistent with findings from the Year 3 Evaluation, findings from focus groups suggested that CRO turnover impacts the extent to which CROs are able to build lasting relationships with community members to solve community issues. Focus group participants who experienced successful collaborations with CROs highlighted that CROs are especially effective when they remain in their beat for an extended period of time. On the flip side, CRO turnover forces community members to work diligently to maintain communication with CROs and build relationships from scratch when a new officer is assigned: *“Every time we do*

“They have the setup done correctly. . . . The problem is that they are so short-staffed that they pull the officers to work on other things. . . . My CRO was the second group that I worked with. They shifted the people around a lot of times. So I lost that connection, that relationship.”

– Community member



something that seems to work, that we find a CRO who is involved, the CRO is transferred and we have to start all over again. We need commitment. And then we need consistency”. Another participant mentioned that transfers are particularly disruptive when CROs have engaged with residents and collaborated with them in support of long-term projects. “There is no confidence (that OPD will put) CROs in neighborhoods and leave them there. OPD just moves them around. There is no transition between officers. CROs . . . can’t answer questions...” This highlights how CROs being transferred can derail work dating back months due to a lack of continuity in the transfer.

In addition to turnover, CRO assignments and flex schedules impact the extent to which CROs are able to remain in their beats to focus on building community relations and working on problem-solving projects. Throughout RDA’s evaluation of Measure Z policing services, officers and OPD leadership have expressed

“In Oakland, I think we don’t have enough officers. They have not been distributed in the most effective matter. And they seem to be overwhelmed. Every time I talk to CROs, it is always a new person.”

– Community member

that unplanned assignment changes impede CROs’ (and CRTs’) ongoing, longer-term community work, especially when temporary re-deployment takes officers into other patrol areas and assignments (i.e., special events like street festivals, concerts, sideshows, club detail, etc.). Findings from focus groups suggest that community members feel this lack of continuity and do not have an opportunity to meet CROs in contexts outside of NCPC meetings, or enforcement interactions. This is discussed in greater detail in the sections below.

Community Trust and Relations

Focus groups with community members allowed RDA to learn more about the extent to which the work of CROs and CRTs has impacted perceptions about OPD policing services. Focus groups were centered on community satisfaction with CRO and CRT policing services, including problem solving operations, trust toward OPD, and community perceptions of crime and violence.

Widespread unfamiliarity among community members about CRO and CRT officers hinders the Department’s ability to strengthen community relationships.

Findings from community focus groups demonstrated that Oakland residents lack information about CROs and CRTs. Almost all Oakland residents who were not affiliated with NCPCs or the Community Policing Advising Board (CPAB) were not aware of CROs or CRTs; those who were knew very little about the role of CRTs. One focus group participant expressed, “In 8 years at NCPC, I have never heard about projects involved with CRTs. I know they participate, but never heard them talk

“It took me a year and a half to find the NCPC, and I was wondering what was going on here in Oakland. There has to be more outreach. There needs to be more information to find where neighborhood watch or NCPC meetings are.”

– Community member



about it.” This lack of familiarity with CROs and CRTs suggests that Measure Z-funded officers have not had a significant impact on community perceptions of OPD policing services. Most community members also expressed that it was very difficult for them to learn about community policing efforts happening in their neighborhood, specifically information about NCPC meetings (e.g., time, location) or who the CRO in their beat was. Because there is widespread unfamiliarity about CRO and CRT officers, and a lack of available information about NCPC meetings, most community members draw on previous experiences with Oakland police, as well as controversies surrounding OPD and/or the larger discourse around policing in America, to shape their perceptions of OPD.

The larger public discourse on policing in America and specific controversies tied to OPD are barriers to Measure Z officers’ efforts to strengthen trust and build community relationships.

OPD has been a controversial police department with a number of high-profile criminal and police brutality cases going back decades. Findings from Year 1 and this year’s focus groups suggest that these controversies have had lasting impacts on perceptions of OPD for some Oakland residents. In addition, some people have little or no direct experience interacting with OPD; for these individuals, the current landscape and recent months’ protests against police use of force, especially against Black men and women across America, and in the City of Oakland, impact perceptions of Oakland police that make it difficult for them to build trusting relationships with the community.

“I have not had much interaction with police. I have not seen them trying to do better or do bad. I mostly see stuff on news and TV which is obviously bad. It is not good at all.”

– Community member

Experiences with police shape perceptions of OPD

Many focus group participants were longtime Oakland residents. Previous experiences with local police officers for these individuals were predominantly what shaped their perceptions of OPD. Many Black residents we spoke with highlighted a history of distrust with police, noting that their family had not been able to trust police for generations. In addition, some community members described firsthand experiences where they were victims of police violence. One Black community member stated, “*I cannot*

“The relationship [with OPD] has always been of distrust and disdain My family arrived here in the 1800s, and they have stories and encounters with the police. It has always been a very contentious relationship. And it is to this day Nothing seems to change.”

– Community member

trust them right now I was pregnant. They came looking for my brother, and they saw I was big and pregnant and they shoved me to the floor and cuffed me. Fifteen years ago and it’s still happening.” Another longtime Oakland resident suggested, “*I just don’t have the trust. I have been victimized (by the police) so many times throughout my lifetime. Maybe my judgment can’t be objective All I know is that when I see them I’m terrified.*” As a result of these experiences, these individuals expressed little to no trust in OPD.



“I trust the police. I live in a super dangerous neighborhood, and they respond. I think they have a super difficult job and that the community should cooperate more with them.”

– Community member

interactions between CROs and community members could in fact help build trust between Oakland residents and OPD moving forward.

OPD’s policing style is perceived to be inconsistent across different demographic groups and neighborhoods

Some focus group participants expressed appreciation for the hard work of Oakland police officers, and believe they are doing a good job for the City. They highlighted the dangers of the job and suggested that community members should cooperate more with them so that police officers can be more effective and their job can be easier. Others expressed a desire for more police officers so they are not stretched thin and can better patrol neighborhoods and deter criminal activity. However, in line with the disparate experiences of Oakland residents with OPD, we also heard from almost all focus group participants that OPD’s policing style is inconsistent across different demographic groups and neighborhoods.

“I think they are scared to come to East Oakland. It is a tough part of the city. But they made it that way. Kids and adults are going to act with impunity if police officers are not here If there is a robbery, gun battle, they are slow to show up. They let the dust settle On a professional level, they are failing.”

– Community member

flatlands said that it seems like OPD waits for someone to be killed before they respond to calls for services that were made hours, or even days prior that could have helped prevent the homicide.

Other Oakland residents expressed different experiences with OPD which were more positive. These residents expressed greater levels of trust with OPD policing services and empathy for what they suggested is a difficult job. These findings demonstrate the lasting impact that personal experiences with OPD have, suggesting that positive

“As a family man and homeowner, the people I know in my neighborhood we appreciate OPD and, if anything, wish we could have more interaction.”

– Community member

People suggested that police responses to crime are different in higher income neighborhoods (i.e., the hills) compared to lower income neighborhoods (i.e., the flatlands), noting that police response times are much slower in low income, high crime neighborhoods. Focus group participants suggested that crimes that police respond to swiftly in higher income neighborhoods are tolerated in lower income neighborhoods. Black residents living in the



Many Black Oakland residents also highlighted the unequal power dynamic between a police force perceived as overrepresented with White police officers that disproportionately stop people of color, especially Black residents. One Black community member said, *“Police officers that I have had the occasion to be involved with are mainly Caucasian. And many of the people involved in altercations are Brown and Black people. Here is the issue of power. These things happen all the time - economics and race. I have lived long enough to experience that White police officers have a consistent disregard for the humanity of the people here. Until police officers recognize the humanity of the people they are supposed to protect, there won’t be cohesion.”*

“Racism and economics continue to mark people’s mentality The issue of power comes to my mind. Many people who are in the Oakland police force have this sense of absolute power Race is a part of every conversation, whether we want to admit it or not.”

– Community member

“I had to talk to my nephew about how having certain hair or tattoos and just reaching for a bottle leads to killing. So I told him to always lay there with arms out and live to see another day. I’d rather do it that way than see him in the morgue. And it sucks we have to have that conversation when it comes to dealing with young African American males.”

– Community member

As we’ve heard across America over recent months amidst the renewed attention on police violence against people of color, some focus group participants, notably Black focus group participants, discussed that they fear for their children’s lives and must teach them, especially Black boys, how to behave around police officers so that they are not beaten or killed. This demonstrates OPD’s challenges to restore faith and trust among many of the Black residents they serve.

Focus group participants also explained their perception that the disparate treatment by OPD across neighborhoods is exacerbated because they believe

most officers are not from Oakland. Many focus group participants felt that OPD officers do not appear to be invested in the community and lack the cultural competence necessary to effectively serve the City of Oakland. As a result, they are perceived to handle situations differently based on what part of the City they are in and who they are interacting with, the notion being that people of color are both treated with more hostility when they are stopped by OPD officers, while they are also more likely to live in areas of Oakland that lack a necessary police presence to deter crime or respond to calls for service in a timely manner.

“Many [police officers] are not from this area. They don’t understand the culture of what is going on. I bought a house in a high crime area, and it feels like police officers want to keep areas dangerous. They don’t treat areas the same.”

– Community member



Police officers are not perceived to be approachable or visible (on foot or bicycle) in the communities they serve.

Despite inconsistent policing approaches that focus group participants noted across demographic groups

“My experience of CROs within the NCPC meetings has been cordial. But . . . the only interaction with them is during the meetings. If they are supposed to be connecting in the beat, visibly present, they are not at all.”

– Community member

and neighborhoods, there was agreement that police officers (CROs as well as other OPD officers) spend the majority of their time in patrol cars while they are in the communities they serve across Oakland. Many community members also expressed that their only experiences with OPD were in an enforcement context (or at NCPC meetings for those that attend). This is against best practice in community policing,⁷ and focus groups participants suggested this

contributes to a power dynamic that erodes trust so that community members are not compelled to interact with police officers. A key tenet of community policing is to build community relationships by being more visible and engaging with community residents. Focus group participants suggested that, for the most part, this does not happen in Oakland. One focus groups participant explained, “There is no relationship at all . . . They could have walked the streets and created relationships, but they don’t do it. I don’t know what they do apart from riding in their cars. If they are only appearing when someone calls them, they foster distrust. If they come, play with the kids, walk the streets, they can create a relationship, and people will know them by their name.” This highlights the perception expressed by a majority of focus group participants that CROs are not highly visible in the community, as well as the notion that the main opportunity for Oakland residents to meet CROs is at NCPC meetings. As discussed previously, this is in part because CROs are pulled in too many directions, and they are regularly pulled off of their beats to work investigation, or festivals and protests, because they have flexible schedules, unlike other OPD officers. This results in CROs having fewer opportunities to walk the streets of the beats they are assigned, and to interact with community members and build community relationships.

“These are beat officers. They should be walking the beat . . . They should be knocking on everybody’s doors and coming back to meet neighbors. Introduce themselves, share their contact, email. Be available and introduce other CROs. Over time that will increase trust.”

– Community member

⁷ *Community Relations Services Toolkit for Policing: Importance of Police-Community Relationships and Resources for Further Reading*. US Department of Justice, Community Relations Service. Retrieved October 23, 2020 at file:///C:/Users/Home-adavaran/Desktop/police-community_rel_content_0.pdf



V. Discussion and Recommendations

Findings from across four years of RDA’s evaluation of Measure Z funded policing services have demonstrated that OPD leadership expresses a commitment to meeting the goals and objectives of Measure Z, most notably reducing violent crime and strengthening community relations through community policing efforts. Over the course of the four-year evaluation, CRO and CRT retention has increased, as has officer diversity, especially among CRO units. CRO and CRT units work well together coordinating activities and sharing intelligence, and OPD has sought to identify and recruit officers who are committed to community engagement to serve as CROs. On an individual level, CROs are doing meaningful work collaborating with community members to address community needs, and many community members have had positive experiences with CROs. However, staffing issues and limitations in how CROs are deployed ultimately impact the extent to which CROs and CRTs can effectively fulfill their respective roles. In addition, negative experiences with OPD, as well as the larger public discourse on policing in America, and specific controversies tied to OPD, are barriers to Measure Z officers’ efforts to strengthen trust and build community relationships.

Recommendations based on findings from across RDA’s four-year evaluation of Measure Z funded policing services are outlined below.

RECOMMENDATION 1. Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs and develop transition plans when CROs are transferred from their beat.

Officer retention and turnover has been identified throughout RDA’s four-year evaluation as one of the main implementation challenges of Measure Z policing services. This year’s data shows improvement in retention among CRO and CRT officers. Despite this improvement, however, community members continued to identify CRO turnover as one of the key issues impacting community policing services. Notably, community members suggested that when turnover occurs, it not only disrupts relationships with CROs, but also directly impacts CRO problem-solving projects because information is not adequately transferred from one CRO to the next. OPD should continue to explore creative ways –such as asking officers during the testing for CRO positions to commit to longer than two years in the CRO unit – to increase CRO and CRT retention. In addition, formal CRO transition plans should be developed when CROs are removed from their beat to ensure all knowledge is transferred to new CROs.

RECOMMENDATION 2. Explore mechanisms to limit the extent CROs support other patrol activities so that they can remain in their assigned beats and focus on building community relationships.

As noted in the Year 3 Evaluation, because CROs and CRTs have flex schedules⁸ they are utilized to support activities such as protests, Sideshow activity, and Ceasefire Operations when sufficient numbers of patrol

⁸ Flex schedules allow OPD to temporarily change officer schedules, including the days and times of work. Officers with flex schedules receive additional compensation.



officers are not available. While these activities support the objectives of the Department, including violent crime reduction, they take time away from specific CRO and CRT area projects. OPD leadership reports that they are relying less on CROs and CRTs for these activities than in past years, and OPD should continue to explore alternative ways to staff these activities without involving CROs and CRTs.

RECOMMENDATION 3. CROs should be more visible and approachable by walking or biking in their beats and proactively building relationships with Oakland residents.

A key tenet of community policing is to build community relationships by being more visible and engaging with community residents. Focus group participants suggested that, for the most part, this does not happen in Oakland. In addition to identifying mechanisms that allow CROs to remain in their assigned beats, OPD leadership should also establish expectations for a specific amount of time that CROs should spend visibly walking or biking in their assigned beats.

RECOMMENDATION 4. Continue to increase officer diversity and examine mechanisms through which OPD can ensure that sworn officers are representative of the communities they serve, especially within CRO and CRT units.

OPD has made progress in diversifying the police force, particularly with Latino officers, but Black officers remain underrepresented, especially in the CRO and CRT units. OPD data shows that the Black representation of CRO (9%) and CRT (7%) officers continues to fall below both the OPD (17%) and the citywide (23%) representation. As recommended in the Year 3 Evaluation, OPD should assess the hiring and recruitment processes, especially for CRO and CRT units, and explore ways to reduce this disparity so that the Department, and especially these specialized units, are more representative of the communities they serve. The Department should also consider exploring best practices in hiring and recruitment to reduce the likelihood that unintended biases impact these processes.

RECOMMENDATION 5. Explore ways to systematically measure CRO and CRT activities; this includes collecting high quality data and reviewing the data on an ongoing basis.

While OPD uses the SARANet database to track problem-solving projects that CROs work on, there is no similar tool in place to track CRT activities. RDA worked with OPD to develop a pilot time study in year three that examined the types of activities both CROs and CRTs engaged in over the course of one week to measure the extent to which their daily activities were in alignment with Measure Z. OPD should consider developing a database to track CRT activities, and develop a process to review and quality assure SARANet data on an ongoing basis as well.



RECOMMENDATION 6. Assess the extent to which OPD is the appropriate City agency to address specific calls for services or issues identified by the community that are currently addressed through CRO problem-solving projects (e.g., homeless encampments).

Findings suggested that CROs are not always capable of meeting community expectations because the resolutions to problems may be out of their purview. These constraints result in CROs collaborating with community members in a way that doesn't always feel satisfactory, which can contribute to a perception that CROs are not committed to solving problems in the community. Given both the national and City landscape, within which the Oakland City Council is taking a comprehensive look at issues related to public safety and policing in Oakland, the City should systematically assess the extent to which OPD is the appropriate City agency to respond to all City issues OPD currently responds to.

RECOMMENDATION 7. Utilize findings from this report to inform the work of the Oakland Reimagining Public Safety Taskforce

The Oakland Reimagining Public Safety Taskforce is taking a comprehensive look at issues related to public safety and policing in Oakland. The Oakland City Council passed a resolution that "creates the Reimagining Public Safety Task Force to develop a proposal for dramatically shifting resources from enforcement and punishment to prevention and wellness for integration in the FY 2021-23 Budget, that will be informed by robust community engagement and include a system to track and measure key indicators." This report can be used to inform the work of the Taskforce and relevant subcommittees.



Appendix A. Area Fact Sheets

The following pages highlight data profiles by area.



DATA PROFILE

AREA 1: DOWNTOWN & WEST OAKLAND

July 2019-June 2020



Community Resource Officers (CRO)

CRO Assignments 92%

Top 3 SARAnet Projects

- Crime (56%)
- Blight (48%)
- Encampment (33%)

SARAnet Projects

- Total Projects: 27
- New Projects: 14

Sources:

-CRO Projects data drawn from SARAnet Database, July 2019 – June 2020. Includes all projects that were open during the evaluation period.

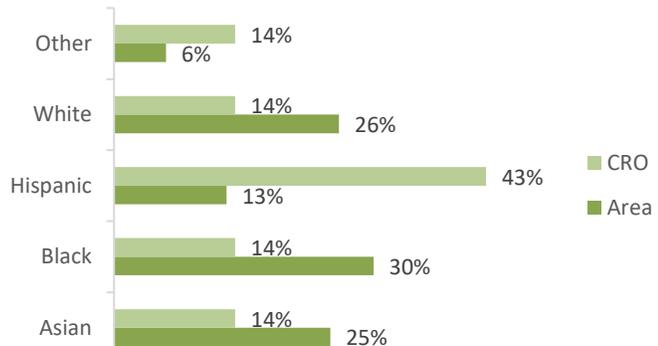
-Assignments drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area (CRO n=7, Area n=53,079)

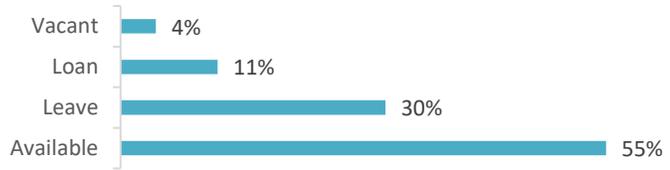




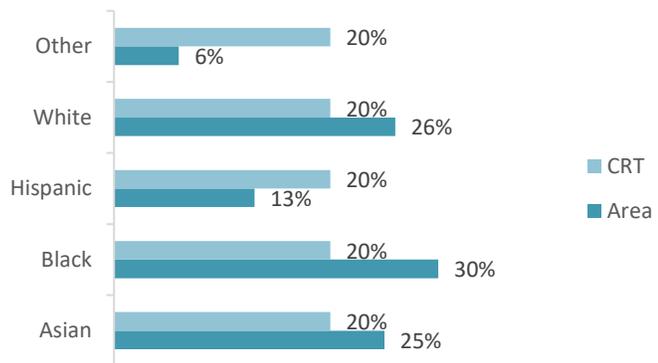
Crime Reduction Teams (CRT)

CRT Availability 55%

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area (CRT n=5, Area n=53,079)

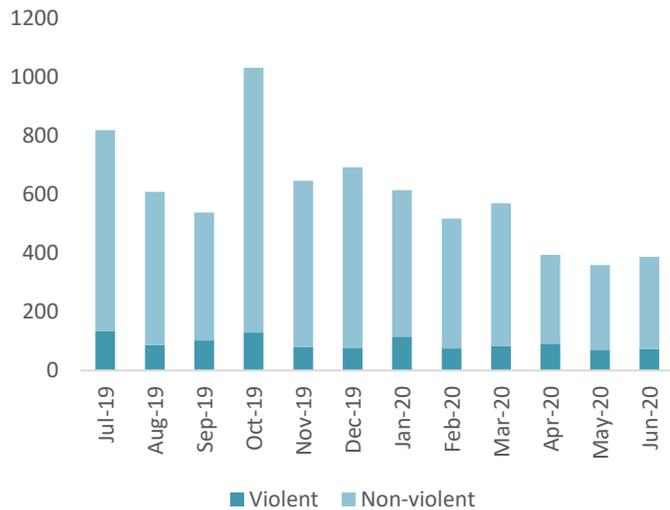


Sources:

- Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.
- Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Crime Trends

Part 1 Crime Trends (2019-2020) in Area 1



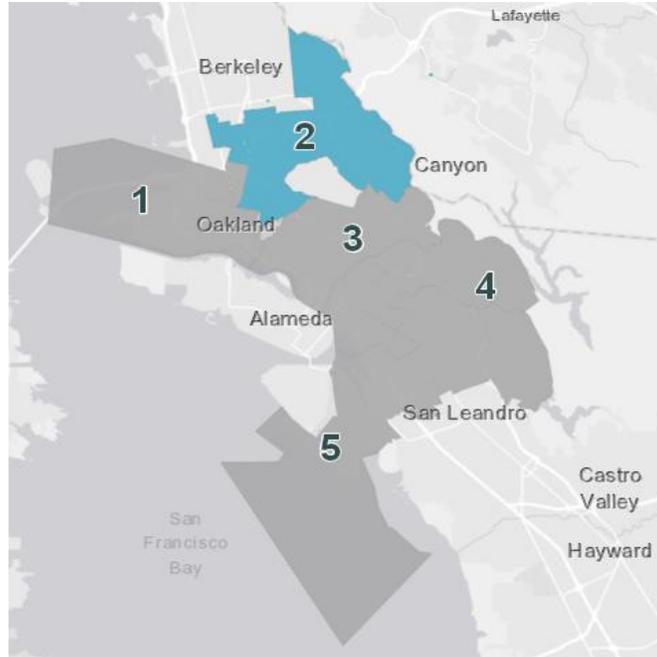
Sources:

- OPD Weekly Crime Reports July 2019 – June 2020.



DATA PROFILE

AREA 2: UPTOWN AND NORTH OAKLAND July 2019-June 2020



Community Resource Officers (CRO)

CRO Assignments 100%

Top 3 SARAnet Projects

- Crime (59%)
- Nuisance (27%)
- Blight (22%)

SARAnet Projects

- Total Projects: 37
- New Projects: 25

Sources:

-CRO Projects data drawn from SARAnet Database, July 2019 – June 2020. Includes all projects that were open during the evaluation period.

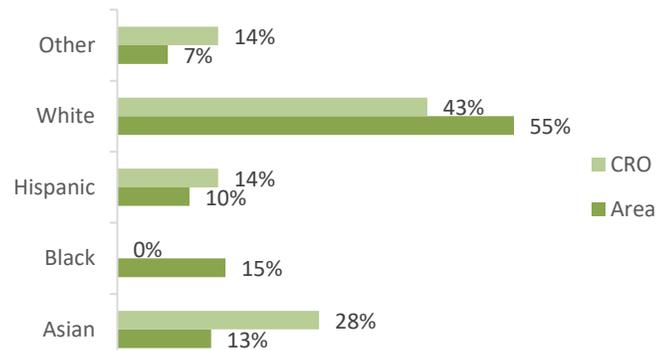
-Assignments drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area (CRO n=7, Area n=134,156)

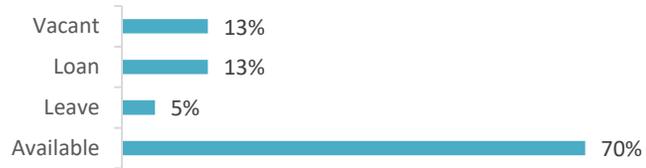




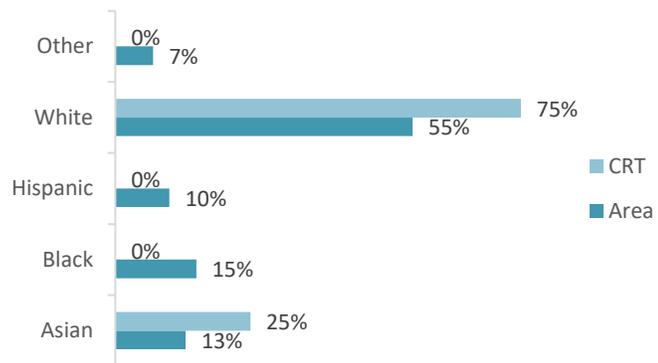
Crime Reduction Teams (CRT)

CRT Availability 70%

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area (CRT n=4, Area n=134,156)



Sources:

-Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Crime Trends

Part 1 Crime Trends (2019-2020) in Area 2



Sources:

-OPD Weekly Crime Reports July 2019 – June 2020.



DATA PROFILE

AREA 3: SAN ANTONIO, FRUITVALE, AND THE LOWER HILLS

July 2019-June 2020



Community Resource Officers (CRO)

CRO Assignments 92%

Top 3 SARAnet Projects

- Crime (88%)
- Other (19%)
- Nuisance (16%)

SARAnet Projects

- Total Projects: 43
- New Projects: 24

Sources:

-CRO Projects data drawn from SARAnet Database, July 2019 – June 2020. Includes all projects that were open during the evaluation period.

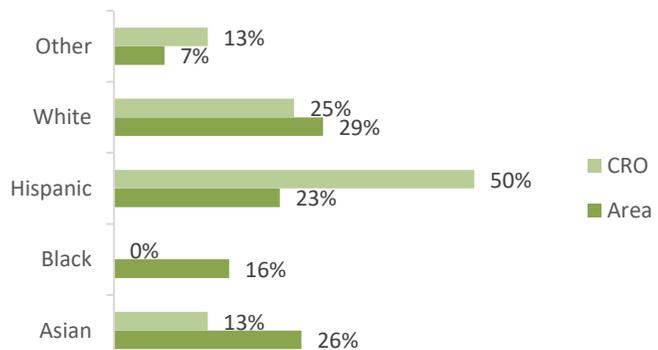
-Assignments drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area (CRO n=8, Area n=105,548)

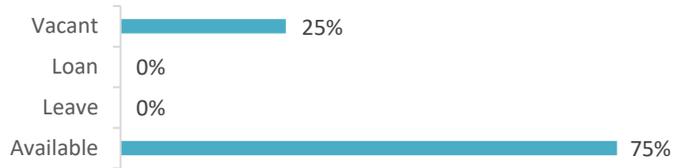




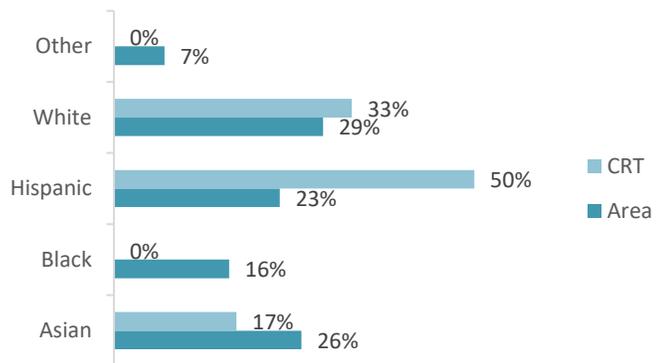
Crime Reduction Teams (CRT)

CRT Availability 75%

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area (CRT n=6, Area n=105,548)



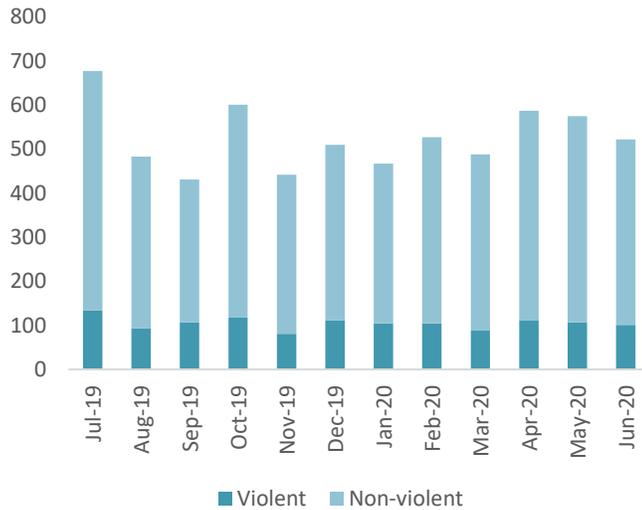
Sources:

-Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Crime Trends

Part 1 Crime Trends (2019-2020) in Area 3



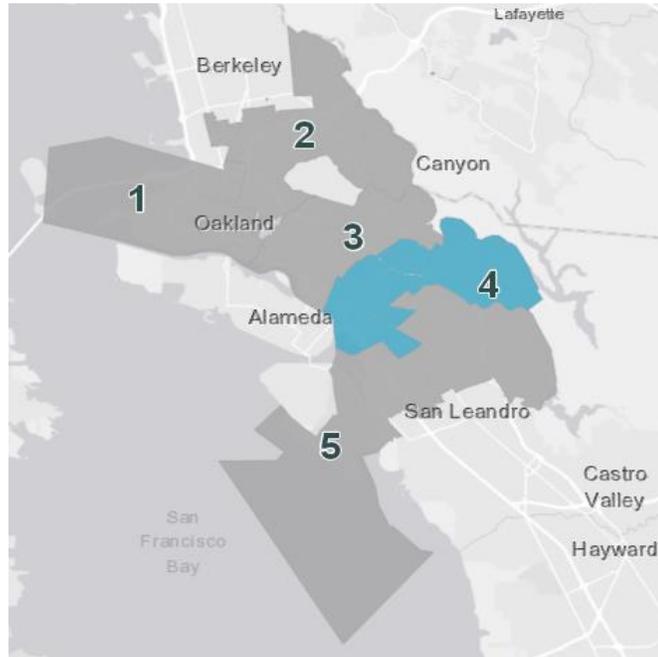
Sources:

-OPD Weekly Crime Reports July 2019 – June 2020.



DATA PROFILE

AREA 4: EAST OAKLAND, MILLS, AND LEONA July 2019-June 2020



Community Resource Officers (CRO)

CRO Assignments 85%

Top 3 SARAnet Projects

- Crime (67%)
- Blight (43%)
- Nuisance (33%)

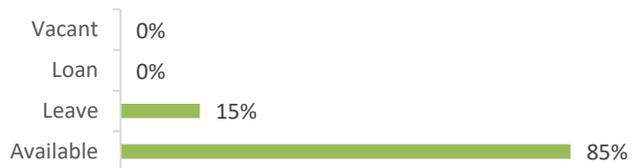
SARAnet Projects

- Total Projects: 21
- New Projects: 12

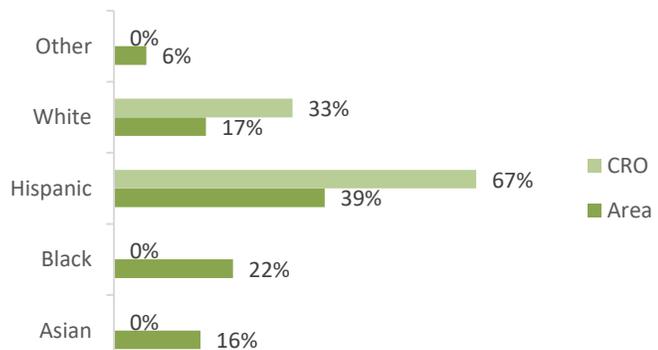
Sources:

-CRO Projects data drawn from SARAnet Database, July 2019 – June 2020. Includes all projects that were open during the evaluation period.
 -Assignments drawn from OPD Staffing Data, July 2019 – June 2020.
 -Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area (CRO n=6, Area n=78,259)





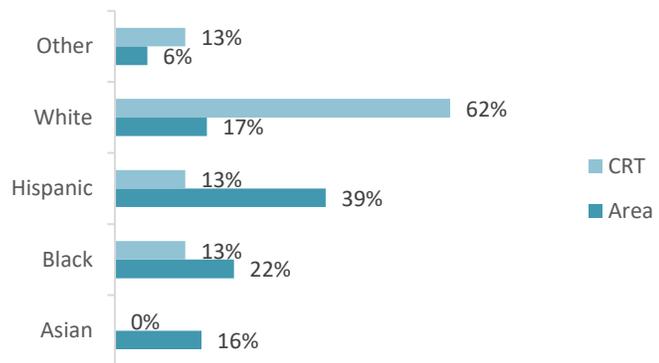
Crime Reduction Teams (CRT)

CRT Availability 96%

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area (CRT n=8, Area n=78,259)



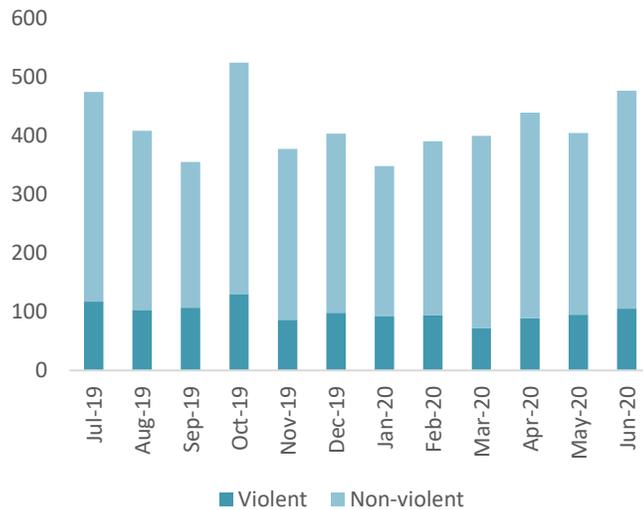
Sources:

-Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Crime Trends

Part 1 Crime Trends (2019-2020) in Area 4



Sources:

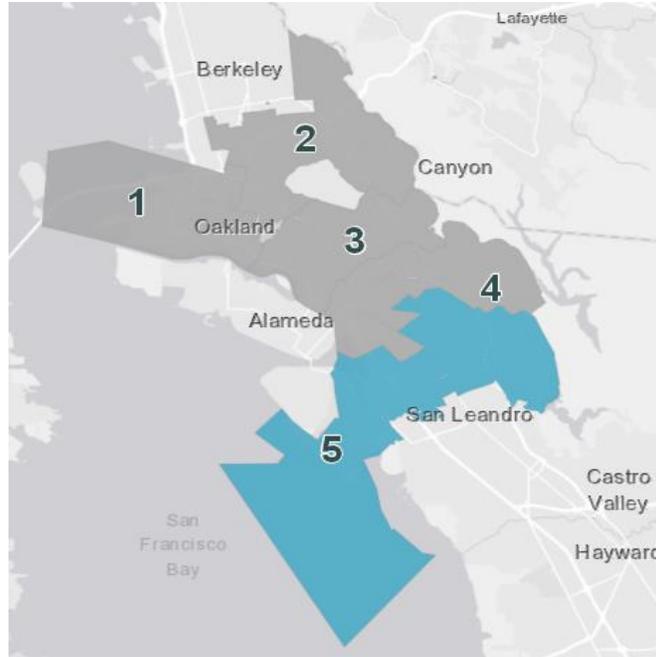
-OPD Weekly Crime Reports July 2019 – June 2020.



DATA PROFILE

AREA 5: EAST OAKLAND AND KNOWLAND PARK

July 2019-June 2020



Community Resource Officers (CRO)

CRO Assignments 93%

Top 3 SARAnet Projects

- Crime (75%)
- Nuisance (50%)
- Blight (33%)

SARAnet Projects

- Total Projects: 28
- New Projects: 7

Sources:

-CRO Projects data drawn from SARAnet Database, July 2019 – June 2020. Includes all projects that were open during the evaluation period.

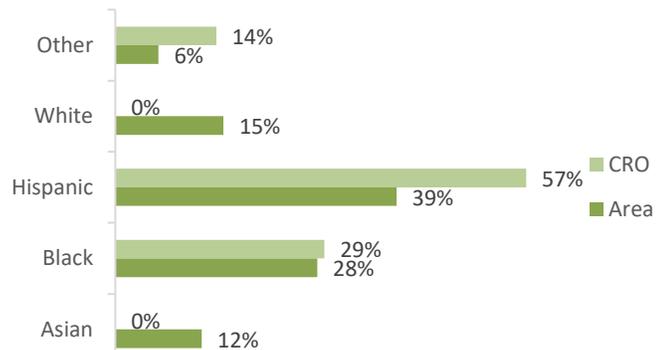
-Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.

-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

CRO Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CROs/Area (CRO n=7, Area n=128,910)





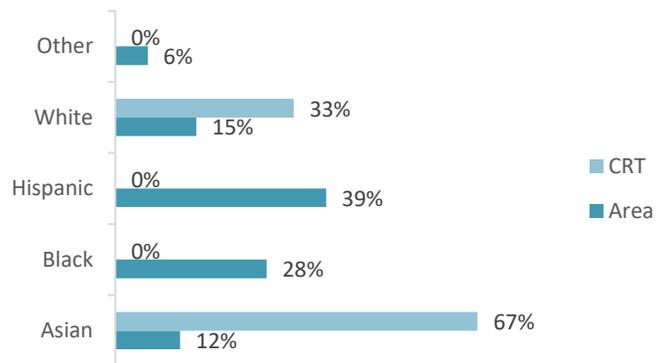
Crime Reduction Teams (CRT)

CRT Availability 96%

CRT Assignments (% of Time)



Comparison of Racial/Ethnic Make Up of CRTs/Area (CRT n=6, Area n=128,910)

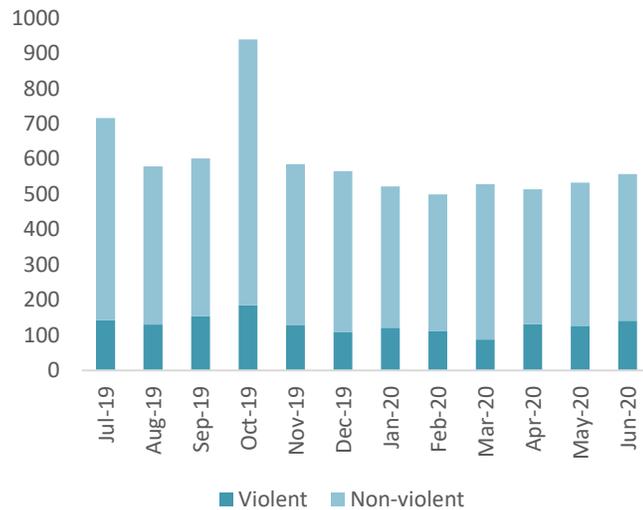


Sources:

-Assignment data drawn from OPD Staffing Data, July 2019 – June 2020.
-Racial/ethnic data drawn from OPD Staffing Data (last week of June 2020) and U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates.

Crime Trends

Part 1 Crime Trends (2019-2020) in Area 5



Sources:

-OPD Weekly Crime Reports July 2019 – June 2020.



Appendix B. CRO Projects by Neighborhood Beat

Area	Neighborhood Beat	Total ⁹	New Projects ¹⁰	Blight ¹¹	Encampment	Nuisance	Safety	Other
1	01x	3	1	1	2	0	1	0
	02x	2	1	1	0	1	2	0
	02y	2	0	1	1	0	2	0
	03x	1	1	0	0	0	1	0
	03y	1	0	1	1	0	0	0
	04x	5	3	2	1	3	3	0
	05x	2	1	1	0	1	1	0
	05y	3	2	0	1	0	2	0
	06x	3	2	2	0	1	0	0
2	07x	5	3	4	3	0	3	0
	08x	5	2	0	1	1	4	0
	09x	5	4	1	1	1	3	1
	10x	2	2	1	0	0	1	0
	10y	4	3	1	1	2	1	1
	11x	3	2	1	1	0	1	0
	12x	5	4	3	3	2	3	0
	12y	1	0	0	0	0	1	0
	13y	1	1	0	0	0	1	0
3	13z	5	4	0	0	2	3	2
	14x	3	1	1	1	1	2	0
	14y	3	2	0	0	1	2	0
	15x	7	5	0	0	1	5	1
	16x	5	3	0	1	0	4	2
	16y	2	2	0	0	0	2	2
	17x	3	1	0	0	0	3	0
	17y	1	1	0	0	1	0	0
	18x	2	1	0	0	0	2	0
3	18y	1	0	0	0	1	1	0
	19x	6	4	1	0	0	6	1
	20x	6	3	0	0	1	6	1

⁹ All projects that were open at least one day during the evaluation period (July 2019 – June 2020); includes projects initiated before July 2019.

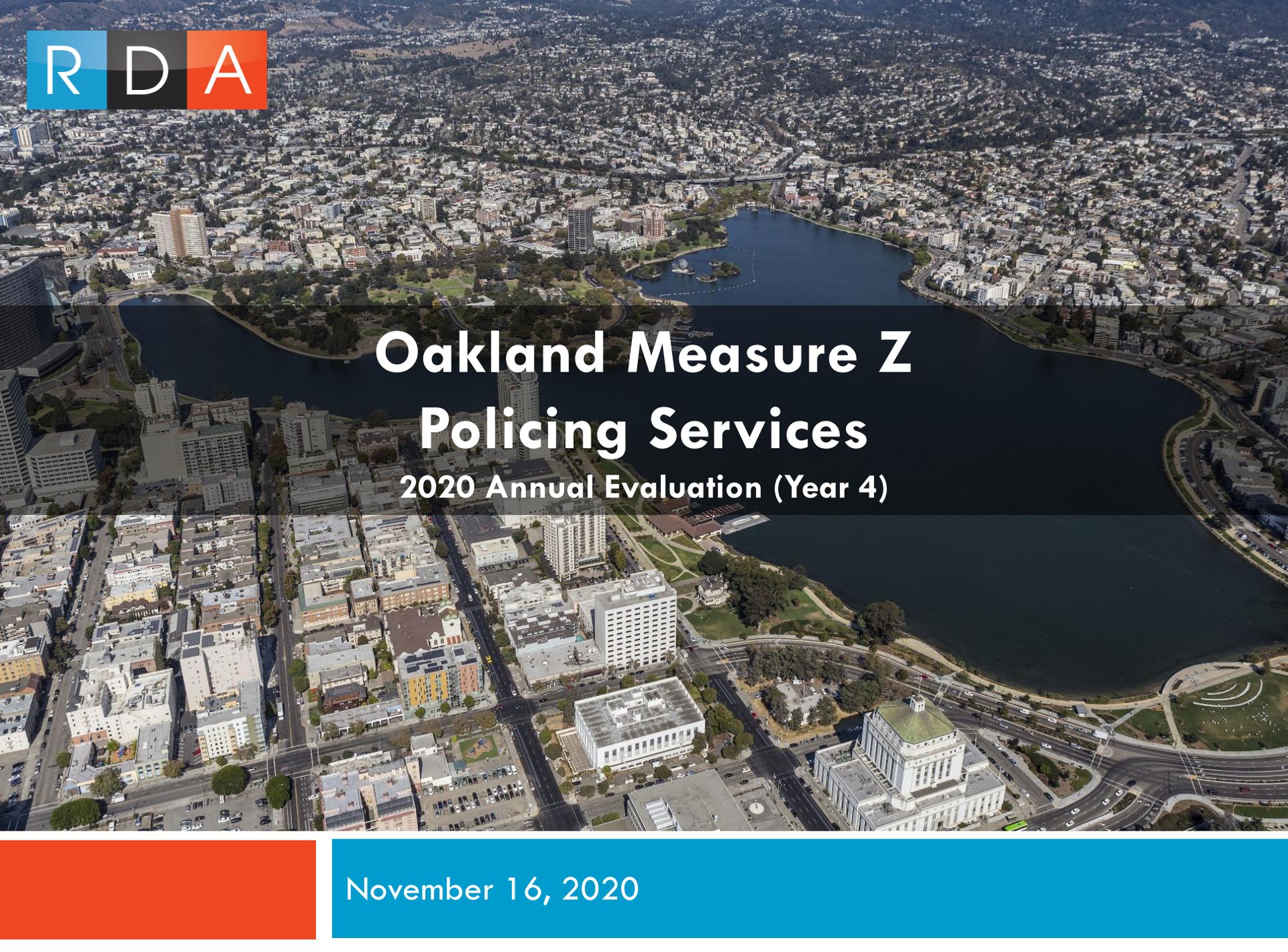
¹⁰ All projects that were initiated during the evaluation period (July 2019 – June 2020).

¹¹ Projects may be assigned multiple project types.



Oakland Measure Z Policing Services
 2020 Annual Evaluation – Final Report

	21x	3	1	2	0	2	3	0
	21y	2	1	0	0	0	2	0
	22x	3	2	1	0	1	2	0
	22y	2	0	0	0	0	2	1
4	23x	4	2	0	0	2	4	0
	24x	1	0	0	0	0	1	0
	24y	3	1	2	0	1	1	0
	25x	1	0	0	0	1	0	0
	26x	3	3	2	1	1	2	0
	26y	2	1	1	0	0	1	0
	27x	1	1	0	0	0	1	0
	27y	4	2	3	0	2	3	0
	28x	2	2	1	1	0	1	0
	5	29x	2	1	1	0	0	1
30x		4	2	1	0	4	4	0
30y		3	0	1	0	3	3	0
31x		1	0	0	0	0	1	0
31y		2	1	1	0	1	1	0
31z		1	1	1	0	0	0	0
32x		3	0	1	1	0	2	0
33x		4	0	3	0	2	2	1
34x		4	1	3	0	1	4	1
35x		4	1	0	0	3	3	0

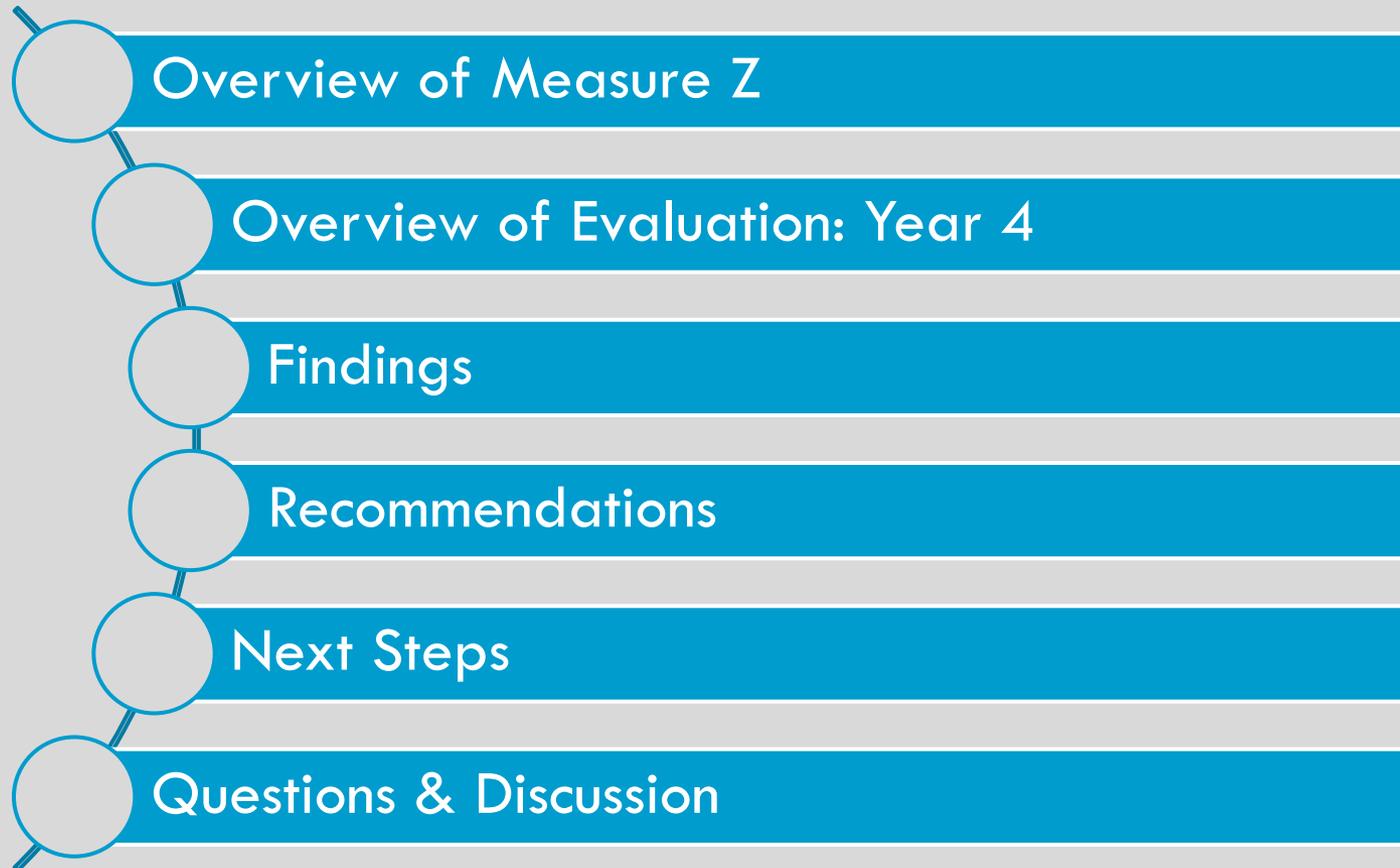
An aerial photograph of Oakland, California, showing the city's dense urban landscape, the Oakland Estuary, and the Oakland Convention Center. The text is overlaid on a dark semi-transparent band across the middle of the image.

Oakland Measure Z Policing Services 2020 Annual Evaluation (Year 4)

November 16, 2020

Agenda

2



3

Overview of Measure Z

- Measure Z Background
- OPD Staffing Areas and Beats
- Measure Z Policing Services: CROs & CRTs

Measure Z Background



4

Measure Z (2014)

Oakland voters approved to continue many of the services funded under the Measure Y Violence Prevention and Intervention Initiative

Three goals

Aimed at reducing violent crime in Oakland and outlines four strategies to address these goals

Measure Z Goals



Reduce homicides, robberies, burglaries, and gun-related violence



Invest in violence intervention and prevention to support at-risk youth to interrupt cycles of violence and recidivism

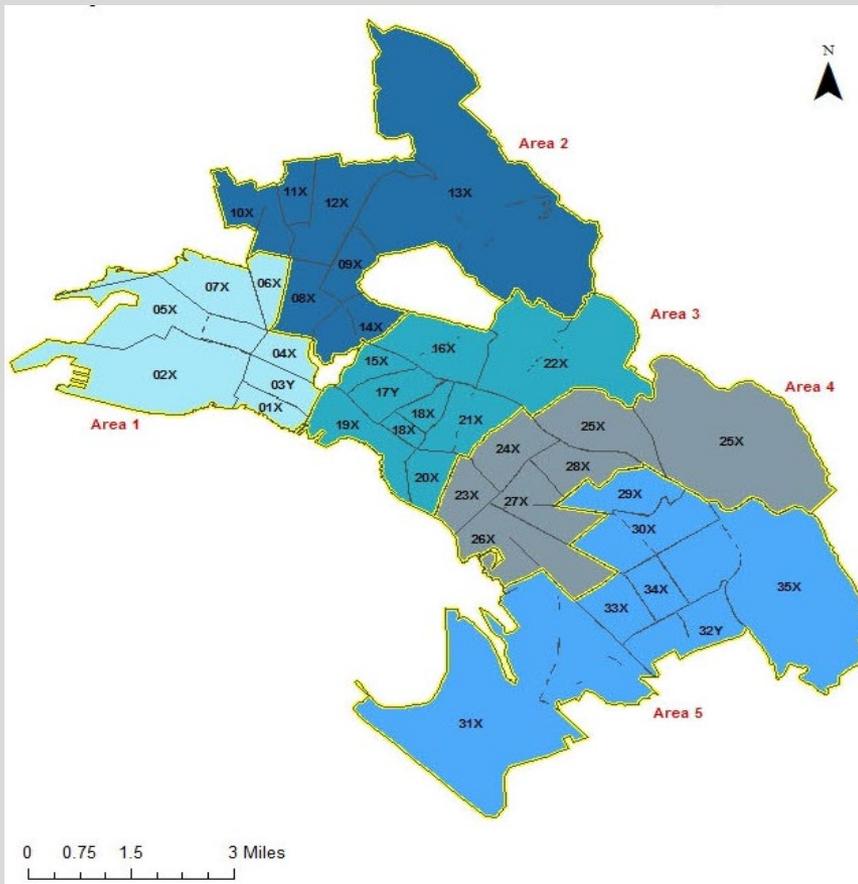


Improve police and fire emergency 911 response times and other police services

OPD Staffing Areas and Beats

5

35 beats across 5 areas



CROs are assigned across beats and CRTs are assigned areas, made up of multiple beats

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

Measure Z Policing Services: CROs & CRTs

6

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

7

Overview of Evaluation: Year 4

- Evaluation Background
- Measure Z Year 4 Evaluation
- Evaluation Questions
- Mixed-method Design
- Data Sources

Evaluation Background

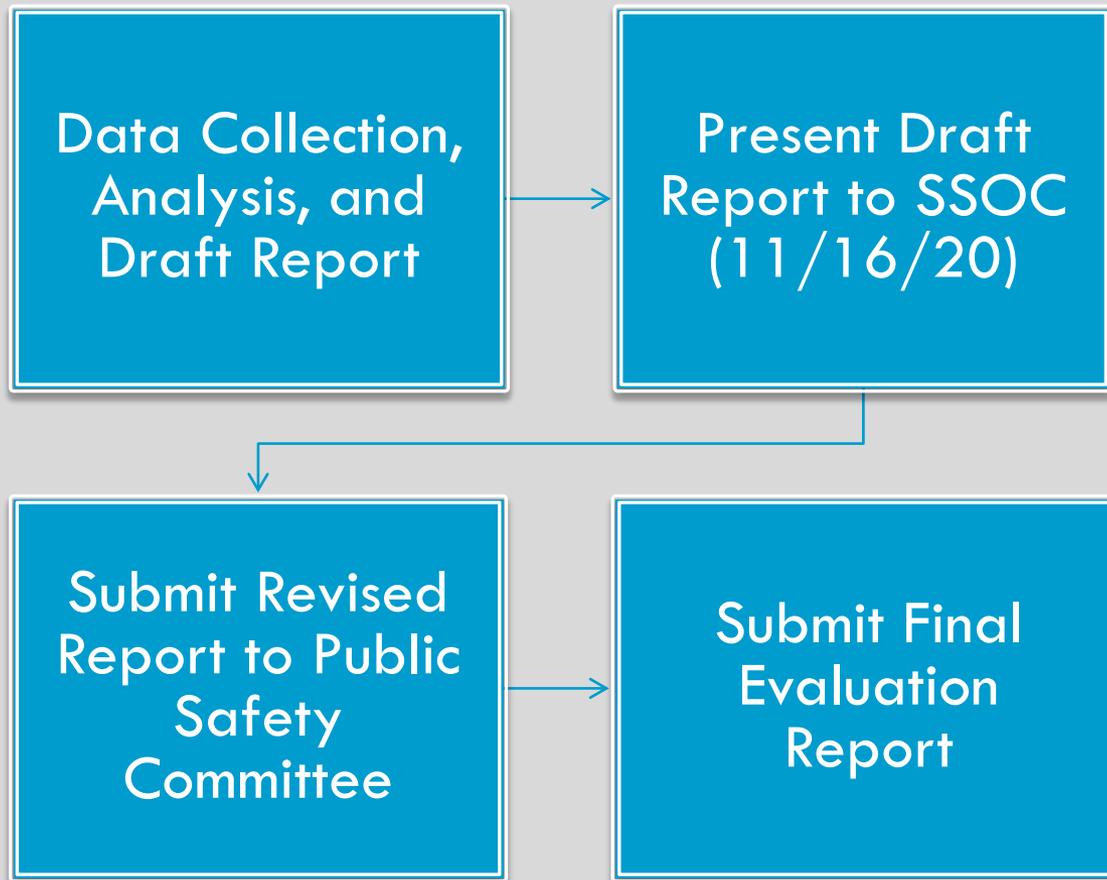
8

Fourth and final annual evaluation report on Measure Z policing services under current contract expiring December 31, 2020.

Year 4 report builds on the Year One, Year Two, and Year Three Evaluations and summarizes findings and recommendations from all four years.

Measure Z Year 4 Evaluation

9



Evaluation Questions

10

Question 1

- To what extent do CRT and CRO staffing levels support Measure Z goals and strategies?

Question 2

- To what extent do CRT and CRO activities align with Measure Z goals and strategies?

Question 3

- How, if at all, have CROs and CRTs helped to build community trust in support of reducing violent crime across Oakland?

Data Sources: Quantitative



11

Sources	Purpose
OPD crime data (Part 1) <ul style="list-style-type: none">• City and Area level	<ul style="list-style-type: none">• Identify the total number of violent and non-violent crimes• Examine changes in the number of offenses over time
OPD weekly patrol assignments and administrative data <ul style="list-style-type: none">• City and Area level	<ul style="list-style-type: none">• Estimate the extent to which CRO and CRT officers carried out their intended assignments• Describe CRO and CRT tenures and demographic characteristics
OPD SARANet database <ul style="list-style-type: none">• City, Area, and Beat level	<ul style="list-style-type: none">• Examine the number and types of projects CRO officers worked on during the evaluation period

Data Sources: Qualitative



12

Sources	Purpose
<p>Problem-Solving Project Case Studies</p> <ul style="list-style-type: none">• 2 projects• Interviews with 3 CROs and 4 community members	<ul style="list-style-type: none">• Understand what prompts projects to start; how CROs address problems; successes and challenges in the collaborations, and project outcomes• Understand the extent to which CROs and community members believe CRO projects can help build community trust and reduce violent crime
<p>Community Focus Groups</p> <ul style="list-style-type: none">• 7 focus groups with 27 community members	<ul style="list-style-type: none">• Measure community satisfaction with CRO and CRT policing services, community trust toward OPD, and community perceptions of crime and violence• Gather perceptions of the extent to which Measure Z officers have helped build community trust in support of reducing violent crime

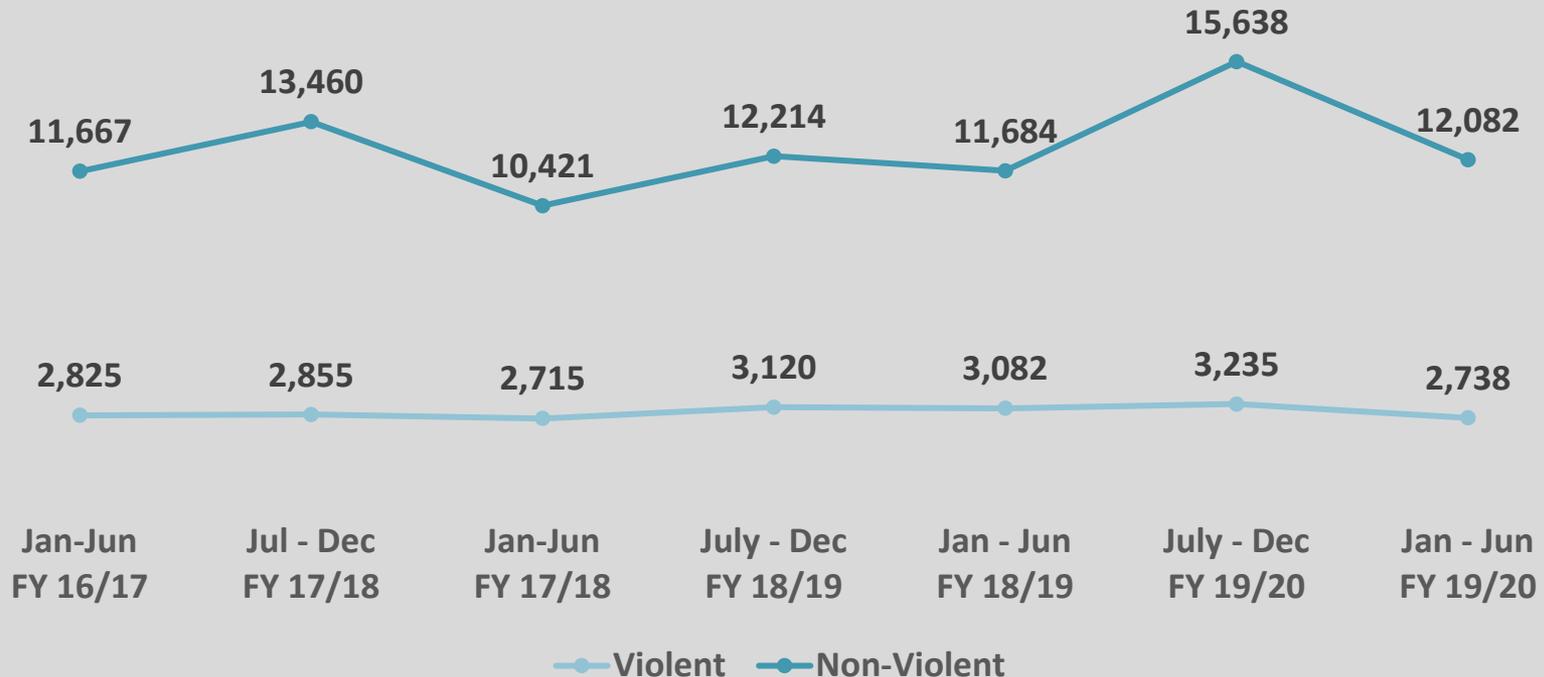
13

Background: Crime in Oakland

Crime in Oakland: Jan 2017 – June 2020

14

- Part 1 Crimes, including violent and non-violent crimes, remained relatively stable from January 2017 – June 2020



Crime in Oakland: FY 2019 - 2020

15

- Crimes during first two fiscal quarters were greater than those reported during the second half of the year
- This trend was more pronounced when the shelter-in-place order was in effect (Q4)

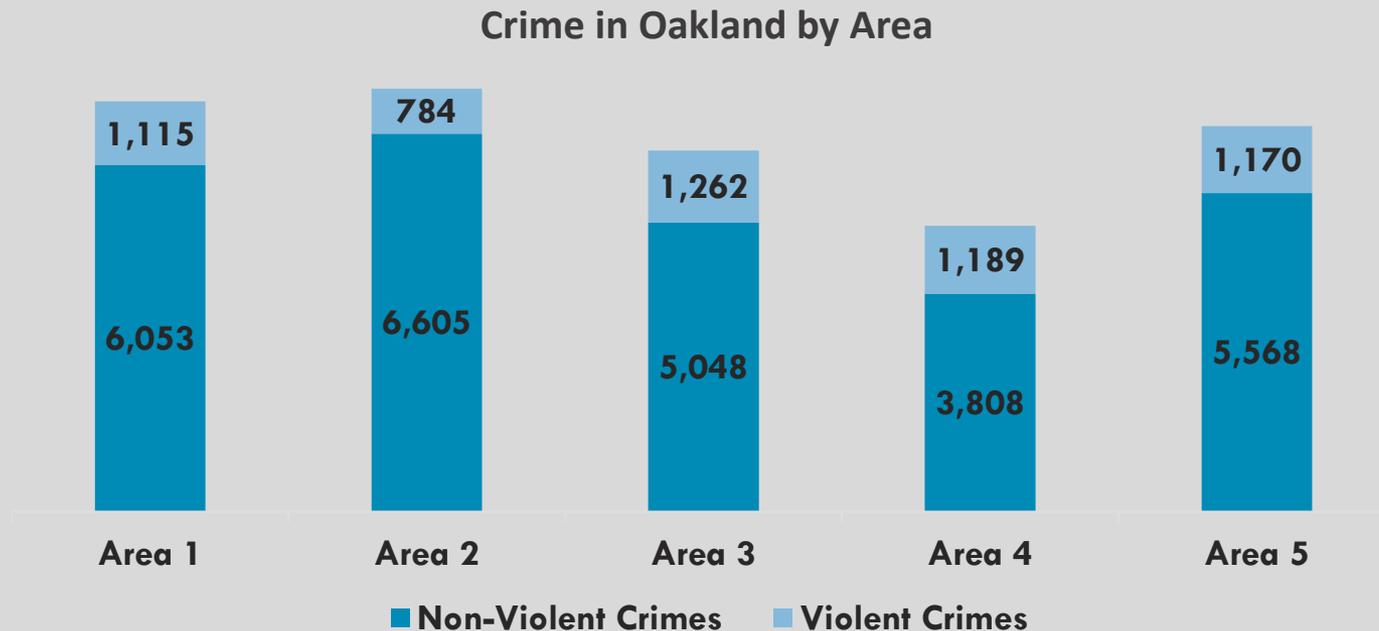
Crime in Oakland by Fiscal Quarter



Crime in Oakland: By Area

16

- Area 4 had the least amount of crime reported
- Area 2 had the highest number of crimes but fewer violent crimes than all other Areas



Findings

- OPD Staffing and Measure Z Objectives
- CRO and CRT Officer Activity
- Community Trust and Relations

18

OPD Staffing and Measure Z Objectives

OPD Leadership continues to express a commitment to supporting Measure Z objectives

19



Leadership has consistently expressed a commitment to reducing violent crime and strengthening community relations through community policing efforts.

CRO and CRT officers collaborate with each other to support intelligence based and geographic based policing efforts in order to reduce violent crime.

OPD has sought to identify and recruit officers who are committed to community engagement to serve as CROs.

CRO and CRT Tenure has Increased

20

- Average tenure of active CROs and CRTs increased in FY 19-20
 - CROs increased from 2.1 to 2.4 years
 - CRTs increased from 2.3 to 2.8 years

**Officer Tenure in CRO Position
June 2020**

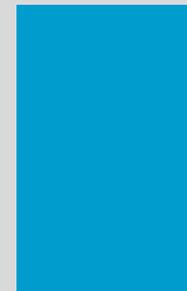
2.4



Years as CRO - Active Officers

**Officer Tenure in CRT Position
June 2020**

2.8

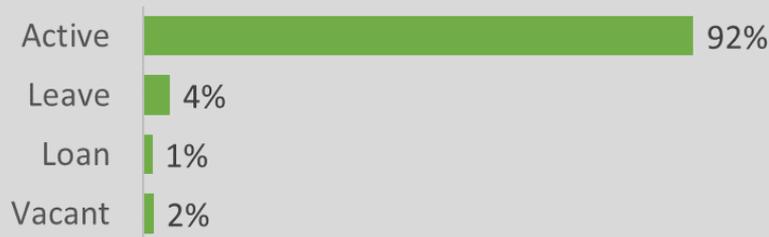


Years as CRT - Active Officers

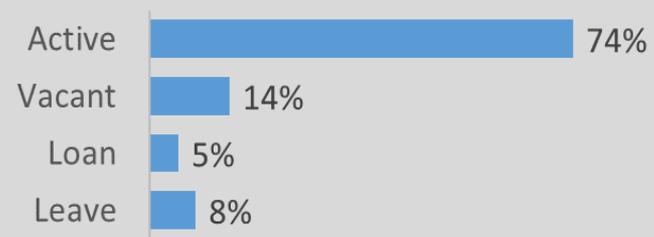
CRO staffing assignments are prioritized more than CRT staffing assignments.

- On average, 74% of CRT and 92% of CRO positions were available each of week of Fiscal Year 2019 - 2020
 - CRO positions were fully staffed in 34% of the FY weeks
 - CRT positions were never fully staffed during the FY

Weekly CRO Assignments, FY 19/20



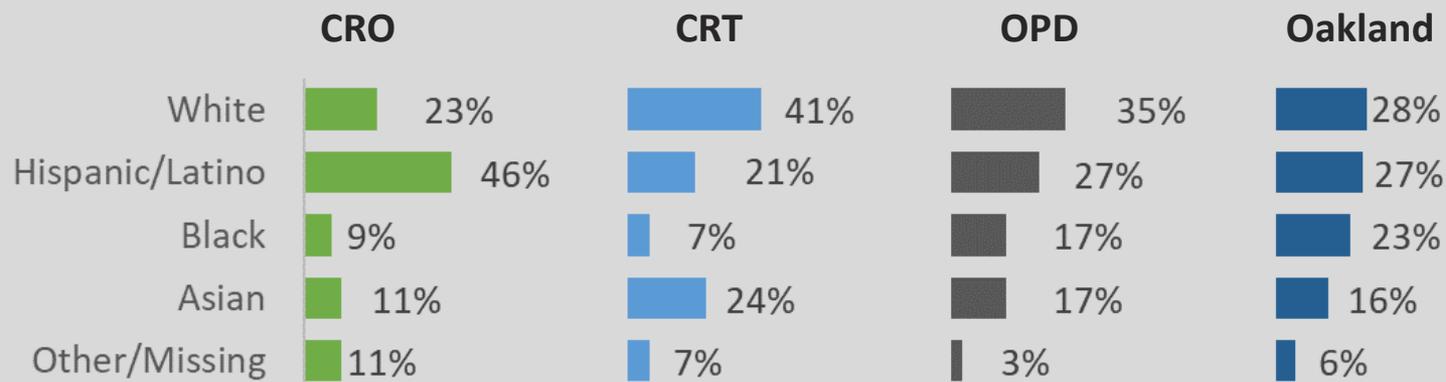
Weekly CRT Assignments, FY 19/20



OPD has made progress in diversifying the police force, but Black officers remain underrepresented in the CRO and CRT units

22

- The proportion of non-white CROs increased from 61% to 77%
 - Increase in Hispanic/Latino officers (25% → 27%), particularly within the CRO unit (36% → 46%)
- Black representation of CROs (9%) and CRTs (7%) still falls below OPD (17%) and citywide (23%)
- The CRT unit remains predominantly white (41%)

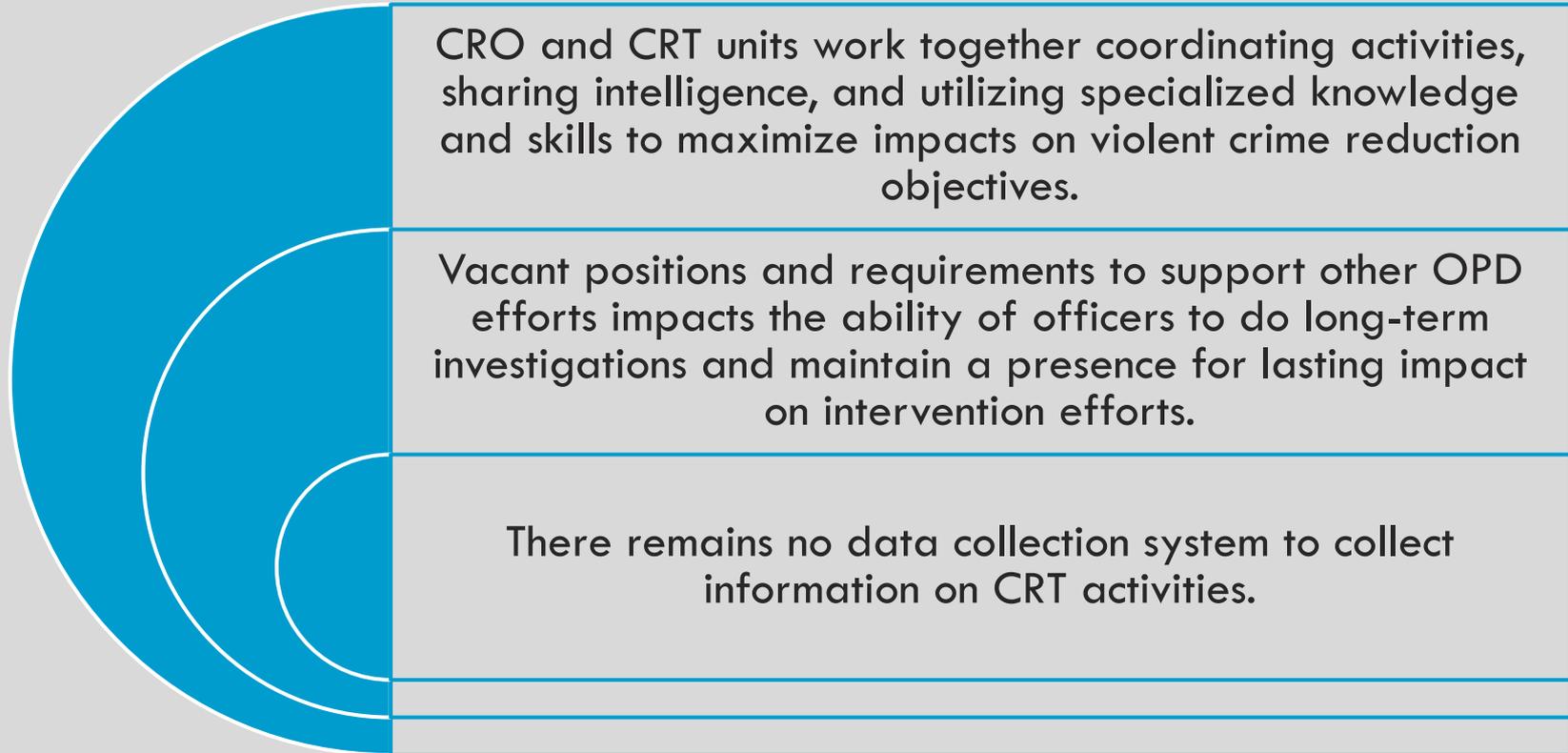


23

CRO and CRT Officer Activity

CROs and CRTs pool staff, resources, and expertise within their areas to support Measure Z objectives

24

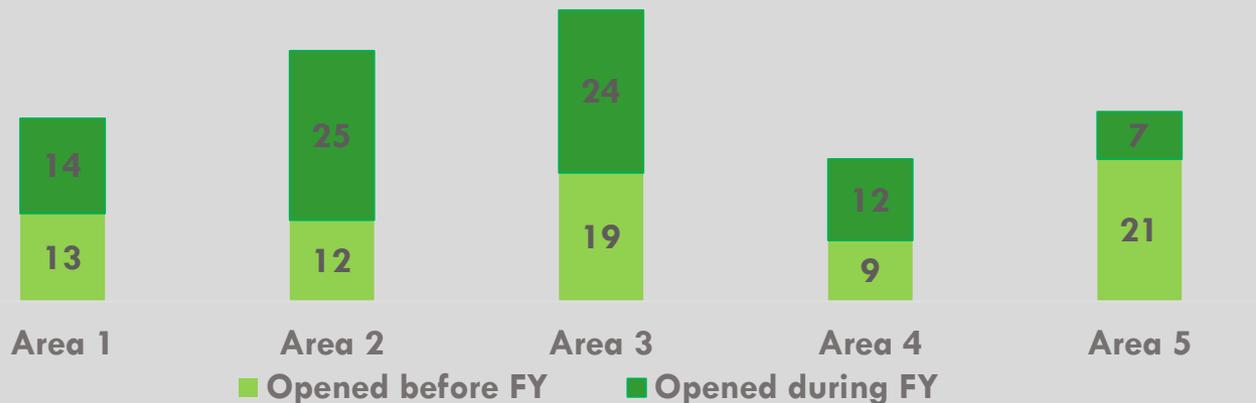


CRO projects continue to address a variety of issues, including quality of life, public safety, and community relationship building

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- Total projects during FY 2019 - 2020: 156
 - Avg. projects per Area: 31
 - Avg. projects per Beat: 4
- New projects: 82 (52% of total open projects)
- Areas 2 and 3 had the most projects, Area 5 worked mainly on projects opened before FY

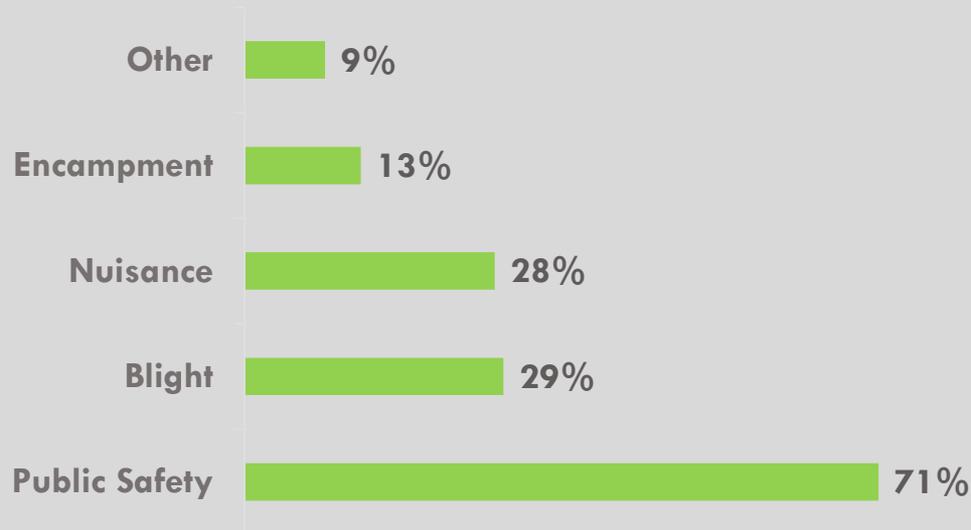
Projects by Area, FY 19/20



CRO projects continue to address a variety of issues, including quality of life, public safety, and community relationship building

- A majority of projects address public safety related issues

Projects by Category, FY 19/20



CRO Problem Solving Project Case Studies

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Driver's Plaza Project (Area 2)

"I feel like I wanted to do more, but I couldn't. What the citizens wanted wasn't something that I could do easily . . . Some demands are just not feasible."

– CRO

- **Time Period:** November 2019-August 2020
- **Problem:** Neighborhood residents were concerned about consistent loud music, alcohol consumption, and potential drug dealing in Driver's Plaza. Park visitors concerned with lack of essential City services at park.
- **Outcome:** Neither the initial neighborhood concern, or the additional issues brought forward by park visitors, were fully addressed. There was some progress in terms of noise and disturbance. The City provided garbage service and cleaned a bus stop, but has not followed through with bathroom or water services requested by park visitors.

CRO Problem Solving Project Case Studies

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Eastmont Town Center Project (Area 5)

- **Time Period:** May 2019-August 2020
- **Problem:** Neighborhood residents and private owners were concerned about the unsafe environment created by narcotic use and sale and illegal mechanical work in the Eastmont Town Center parking lot
- **Result:** in a reduction in calls for services, property damages, and drug sales by limiting and monitoring activity in the parking lot

“I am satisfied. It is not 100%. But with what we can do, I am pleased. A lot less calls for service, less dilapidated property, and less drug sale. In terms of the parking lot’s ingress-egress, which is maybe the biggest issue, limiting it has been a huge success.”

- CRO

CRO Problem Solving Projects

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Community members have mixed perceptions about the effectiveness of CRO services

“I believe in its definition, community policing is a wonderful thing but it’s been far from implemented I don’t think CROs are adequately [directed] to be responsive for what they should be doing. OPD will often call on officers to do other things and they are not usually in their beat, they are not usually doing what the community necessarily wants.” - Community member

Despite a commitment to working on problem-solving projects, CROs do not always have the resources to meet the community's expectations

“When we interact with the community and tell them the process we implement, and they see it with their own eyes, they’re going to trust we’ll do what we say we are going to do. If we do not follow through, there is skepticism and lack of trust.” – CRO

CRO turnover and the ways in which CROs are deployed is not always consistent with the objectives of Measure Z

“Every time we do something that seems to work, that we find a CRO who is involved, the CRO is transferred. And we have to start all over again. We need commitment. And then we need consistency.” – Community member

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Community Trust and Relations

Community Trust and Relations

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Widespread unfamiliarity among community members about CRO and CRT officers hinders OPD's ability to strengthen community relationships

"It took me a year and a half to find the NCPC, and I was wondering what was going on here in Oakland. There has to be more outreach. There needs to be more information to find where neighborhood watch or NCPC meetings are."

- Community member

Public discourse on policing in America and specific controversies tied to OPD are barriers to efforts to strengthen trust and build community relationships

"I have not had much interaction with police. I have not seen them trying to do better or do bad. I mostly see stuff on news and TV which is obviously bad. It is not good at all."

- Community member

Experiences with police shape perceptions of OPD

"I just don't have the trust. I have been victimized (by the police) so many times throughout my lifetime. Maybe my judgement can't be objective All I know is that when I see them I'm terrified."

- Community member

Community Trust and Relations

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OPD's policing style is perceived to be inconsistent across different demographic groups and neighborhoods

Police officers are not perceived to be approachable or visible (on foot or bicycle) in the communities they serve

"As a family man and homeowner, the people I know in neighborhood we appreciate OPD..." - Community Member

"I think they are scared to come to East Oakland. It is a tough part of the city. But they made it that way. Kids and adults are going to act with impunity if police officers are not here If there is a robbery, gun battle, they are slow to show up. They let the dust settle On a professional level, they are failing." - Community member

"There is no relationship at all They could have walked the streets and created relationships, but they don't do it. I don't know what they do apart from riding their cars. If they are only appearing when someone calls them, they foster distrust. If they come, play with the kids, walk the streets, they can create a relationship, and people will know them by their name." - Community member

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Recommendations

Recommendations

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Recommendation 1

Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs, and develop transition plans when CROs are transferred from their beat.

Recommendation 2

Explore mechanisms to limit the extent CROs support other patrol activities so that they can remain in their assigned beats and focus on building community relationships.

Recommendations

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Recommendation 3

CROs should be more visible and approachable by walking or biking in their beats and proactively building relationships with Oakland residents.

Recommendation 4

Continue to increase officer diversity and examine mechanisms through which OPD can ensure that sworn officers are representative of the communities they serve, especially within CRO and CRT units.

Recommendations

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Recommendation 5

Explore ways to systematically measure CRO and CRT activities; this includes collecting high quality data and reviewing the data on an ongoing basis.

Recommendation 6

Assess the extent to which OPD is the appropriate City agency to address specific calls for services or issues identified by the community that are currently addressed through CRO problem-solving projects (e.g., homeless encampments).

Recommendations

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Recommendation 7

Utilize findings from this report to inform the work of the Oakland Reimagining Public Safety Taskforce

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Next Steps

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Question and Answers

Contact Us

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Thank you!

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