October 31, 2013

The Oakland Police Department is committed to moving Oakland forward. We recognize the importance of our role in increasing public safety. Reducing crime and the fear of crime, building trust and partnerships with the community, and institutionalizing organizational excellence are our priorities. The attached report was written by expert consultants and identifies current law enforcement best practices and implementation recommendations. The goal of the review was to identify areas where we could improve our service delivery, increase efficiency and effectiveness, and increase transparency and community building. We have already begun implementing key aspects of the plan including geographic policing, district investigations, strengthening of the Compstat process, the creation of a community advisory group for each district captain, and additional focus on the Ceasefire Strategy.   We have seen recent reductions in homicides and shootings and we are dedicated to continuing to lower the crime rate and increase safety across the City. There is still a great deal of work to do, but with continued and diligent efforts, I am confident we can achieve lasting results.

We have gained valuable insight through our partnership with the consultant group. The first two phases of the consultants' reviews have been completed. For the final phase, the consultants will provide us with the City Wide Crime Reduction Strategy. The recommendations made in the final report will outline ways to involve other City agencies in crime reduction plans. We anticipate the final report will be available for publication on Dec. 10, 2013. We look forward to continuing the process of building a progressive and successful organization.

Sean Whent
Interim Chief of Police

Best Practices Review

Oakland Police Department
2013

Table of Contents

Strategic Policy Partnership, LLC

1 Report Overview

This report presents the Best Practices Review of the Oakland Police Department that was conducted by Strategic Policy Partnership between September 2012 and April 2013. The Review looked at key areas in the Department in comparison to "best-practices" adopted by other police agencies, which reflect current thinking among progressive and successful police and community leaders.

The review was requested by the City and Police Department to ensure that Department practices met best practices in the field. The openness of the Department and support from the City at all levels has been very helpful throughout the process of doing this work. The commitment within the Department toward implementation of these recommendations has been truly encouraging.

For each area reviewed, the team identified best practices in police agencies across the country, reviewed those practices and assessed how they might apply to Oakland. The consultant team has broad knowledge of best practices, having worked with numerous police agencies throughout the country and internationally. An additional companion report will detail those agencies and their practices for reference.

It is important to note that best practices in police agencies are continuously evolving. What may have been a best practice five years ago may well not be considered so today. Often, police leadership considers best practices as being strategies used when they were active in the field, which often was some time ago. It is important that the Oakland Police Department continues to maintain an awareness of how best practices in the field of policing are developing and how police agencies are managing those developments within the continuously-changing conditions under which they must operate. It is not sufficient to say that what was done in an agency five years ago reflects best practice today if conditions for policing have changed, new issues have arisen and new ways of addressing those issues have been tried with good result. Staying up-to-date on the best thinking in the field is critical to sustaining improvements in the Department.

We have divided this Best Practices Review into 15 major groupings, reflecting areas of police management, organization and operation of the Police Department. While many of these areas are linked, we discuss them separately so the Department can address them individually.

We believe that the Department is well placed to achieve a level of excellence, community engagement and effectiveness that are built upon the many positive initiatives undertaken over the last ten years. For example, the Negotiated Settlement Agreement has helped the Department adopt new systems that can

increase citizens' confidence in the organization and address many of the issues that resulted in the Department coming under court oversight. As another example, the Ceasefire initiative has begun to lay the foundation for an effective, targeted response to shootings and violent crime in the City.

For these practices to have an impact, the Department must have strong performance management initiatives – including a problem-solving CompStat process – that will ensure that all employees are accountable for outcomes resulting from their activities, with eventual collaboration with the community in this process that focuses on key neighborhood issues. The vision for the Department must be continually communicated to the community and members of the Department as well.

The vision should guide the Department as it progresses toward a highly professional, effective police organization. Every employee must see the part that they play in achieving that vision. Police outreach to community leaders, on a neighborhood-by-neighborhood basis, can result in dramatically improved legitimacy of the Department in the eyes of the community. The key components of a vision for the Oakland Police Department are presented on the following page.

As best practices have been identified, the consultant team has worked with members of the Department to begin implementation of a number of recommendations. As the Department moves toward the development of a City-Wide Crime Strategy that will lay out actions the Police Department, city agencies, community organizations and the community itself can take to impact the crime level in Oakland, additional areas are being identified and recommended to be incorporated into that Strategy. The work reported on here has created within the Oakland Police Department an increased awareness of the importance of monitoring best practices throughout the country and considering those which have been shown to reduce crime, increase police effectiveness and police legitimacy in the eyes of the community.

Police Department leadership has begun to use the vision for the Department in public presentations and in discussions with police officers in their in-service training. They have adopted a slogan developed by former Chief Bill Bratton in Los Angeles - "Cops Count" – as a means of communicating the important role the police play in maintaining a safe and secure Oakland community. In addition, they are seriously considering the recommendations in this report for sequenced implementation over the coming months. Many of these recommendations are now being or scheduled to be implemented and highlights of the implementation process are included in this report.

It will be imperative that the Department match its performance to the vision; that the reality experienced by the community in how police address community concerns and respond to community events reflect a strong commitment to the vision being articulated. In this sense, every police employee must feel that they

have a stake in ensuring that the vision is real and reflects how they approach their work and interface with the Oakland community.

The Oakland Police Department is a police agency in flux, with new police leadership, a Compliance Director, and higher expectations from the community for reform. Moving ahead is a complex undertaking, with many issues impacting the ability to achieve the desired ends. It seems clear that the current police administration is strongly committed to adopting the majority of the best practices identified through this work.

The Policing Vision for Oakland

- Strong community collaboration with the Department in areas of policy development and identification of tactics.

- Strategic and tactical development, transparency and the sharing of responsibility between police and community for effective crime reduction throughout the City.

- A strengthened commitment to problem-solving to prioritize long-standing concerns of the community that require police attention.

- Internal police management practices that show respect for employees and value the work they do.

- Pushing down authority within the organization for creative problem-solving that is in line with Department policies.

- A lean police organization that provides value for money spent by the citizens of Oakland for policing services.

- Developing a strong moral voice in every neighborhood that truly shares responsibility for setting the standard for safety and security where community members do not tolerate criminal and deviant behavior that damages their neighborhoods' quality of life.

- An effective crime prevention strategy with robust implementation of the Ceasefire process that has been so successful in other communities in reducing violence

- A strong commitment to constitutional policing in every aspect, with officers understanding the importance of meeting these standards and fully supporting them as the core foundation of the policing culture in the Department.

- A Department-wide commitment to treat every person with respect and dignity regardless of their circumstances in life.

- A highly-skilled workforce able to interact with residents and the business community in a manner that gains their confidence in the Department, while at the same time intervene in complex conflict situations in a manner that de-escalates conflicts without the need for the use of force.

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2   Building Communities of Trust

To be in line with best practices, the Oakland Police Department must make "partnership" the mantra of the Department, thinking about citizen partnership and collaboration at every possible opportunity. The Department must ensure that new tactics and strategies are never initiated without community or neighborhood consultation prior to implementation. It must always collaborate with the Oakland community on issues such as policy development, strategy development, and identification of tactics to achieve objectives, neighborhood problem-solving and maintenance of order.

From our review, it is apparent that much of the Oakland community wants to support its police but that large segments of the community perceive that the Department is resistant to large-scale community involvement. Many people, from command staff down to individual police officers have strong relationships with many residents throughout the Oakland community. However, those relationships typically do not outweigh the general perception that the Department as a whole resists widespread community involvement.

The Measure Y initiative coupled with the 53 Neighborhood Crime Prevention Councils (NCPCs) have facilitated the development of strong relationships between the Problem-Solving Officers (PSOs) who are funded by Measure Y and members of the NCPCs, but those relationships have not been developed with the majority of officers who staff patrol units in Oakland's neighborhoods.

There are a number of reasons for this divide between the community and the police. First, there is a widespread perception throughout the community that police officers do not treat people with respect, often acting officious, insensitive and unwilling to engage in friendly conversation with residents. Second, some political figures tend to feed off negative criticism of the Department, often without the facts from the Department needed to change their perception. Third, the Department, which faces unusually high levels of media scrutiny, has been less than effective in such communications issues as answering media inquiries or responding to media story lines prior to publication when given the opportunity. Over time, mostly unintentionally, the Department has provided the media or the public with inaccurate information about police operations or activities, which supports a belief in the community that the Department is less than open about its operations. Fourth, many persons come to Oakland to demonstrate against a variety of causes and many of these individuals attempt to or do incite violence, often aimed against the police. All of these factors reinforce a perception that the police have little legitimacy in the public's eye.

Over the last year, the Department has begun planning to invite community representatives as part of the CompStat process, the Department's performance

management initiative.   Cities such as Los Angeles, Cincinnati and Milwaukee have greatly broadened their community involvement well beyond that which occurs in Oakland by having broader community consultation on problem-solving, policing strategies to address crime and other community problems and treating the community as equal partners in addressing the problem of crime and disorder in the city.

The Department needs to selectively implement community participation in crime analysis and operational planning so that the community comes to understand its role in establishing a safe and secure community and share responsibility for addressing issues of crime and violence. That end is not only the responsibility of the police but the community has a major role to play, as will be detailed in the forthcoming Crime Reduction Strategy for Oakland.

But these actions will not be sufficient to build the trusting relationships required for a highly effective police agency. A number of best practices, which have been adopted by many other communities, need to also be adopted in Oakland and they are described below.

First, the Department must establish a new standard for how Police Department personnel interact with all persons with whom they have contact, regardless of their position in life or the circumstances. While policing in Oakland can be extremely challenging and many persons with whom the Department interacts have very negative views about the police, officers must treat everyone, even those who are perpetrators of crimes, with respect and dignity. This message has to be made clear to all members of the Department. Police Department leadership, recognizing the importance of this, has been talking about the importance of standards in how to interact with all persons during presentations to officers at in-service training. The Compliance Director's staff has suggested that broadened presentations to all officers be made by a team representing the Compliance Director, the Oakland Police Officers' Association (OPOA) President and the Chief of Police. The Department has embraced this suggestion and plans are underway for implementation. We recommend that the community also be brought into this process. As noted later in this report, the Police Academy has made major strides to bring the community into the recruit training process, laying a foundation that initiates every new officer with a sense of active community involvement.

It is important that the Department's supervisory and management staff and its Inspector General monitor officer interactions with persons, put in place positive notice for excellence and ensure sanctions are robust as required by the NSA for those who do not abide by the required standards.

As noted later in this report, the Department must provide officers with advanced skill training in interpersonal relations and intervention into complex interactions with those with personality or mental health issues.

The Department should also require that police personnel actively brief individuals in neighborhoods about OPD activities, including crime problems and police activities to resolve problems, and seek ways that the community can provide assistance. One way for this to occur is for beat officers, in addition to the PSOs, to have responsibility for one or two neighborhood groups with whom they serve as a point of contact when that group has issues or concerns.

The City should conduct an annual survey of Oakland residents and businesses to assess community confidence in the police, perceived levels of safety and understand priority neighborhood problems and issues of concern. Undertaking this survey soon will provide an important baseline in order to measure progress in addressing the issues described above.

It is also important that the Department incorporate training for officers on community and customer-oriented service as a part of their yearly in-service training, beyond the presentations provided by the Compliance Director, Chief of Police and Union President (and staffs). While the California Police Officer Standards and Training Commission (POST) does not mandate these types of skills, they are critical as the Department moves to build these trusting relationships.

Likewise, the Department must incorporate effectiveness in community interaction into the performance evaluation process for department employees at all levels. A more detailed description of best practice for such evaluations is provided later in this report.

We recommend that the City move oversight of the Neighborhood Service Coordinators under the Police Department, with District Captains having oversight responsibility for their activities. These employees are the important link between District officers and a variety of city and community resources and the District Captains, as well as their subordinates, need to have that assistance as they move to establish strong relationships of trust with the community.

The Ceasefire initiative aimed specifically at reducing violence has established strong partnerships with key community leadership in Oakland's most troubled neighborhoods. The Department must continue to strengthen those partnerships with community leaders in order to allow Ceasefire activities and other Department community outreach activities to be as seamless as possible.

The Problem-Solving Officers funded by Measure Y have had a positive effect in addressing issues of importance to residents and the business community in the neighborhoods, but these officers have often been used as a personnel pool for events outside their neighborhoods when a significant number of personnel is needed to police demonstrations or other public events. There have also been numerous instances of a Problem-Solving Officer being transferred to another

assignment, without the neighborhood being briefed on the change and the replacement officer being oriented to the problem-solving projects that were underway in the neighborhood. The Department must ensure that when a Problem-Solving Officer is transferred from a beat and replaced by another officer that there is a transfer process for the projects underway that would include departing officers preparing a status report on each project, notifying each major community partner in the project of the change in officer assignment and having new officers contact these participants to introduce themselves and get a perspective on the problem being addressed. The same should apply when Captains and Lieutenants are transferred from District positions.

When special events require additional personnel be assigned to police the event, the Problem-Solving Officers should always be the last personnel moved for that assignment, with the Department using regular beat officers for the assignment first. While this will require that Problem-Solving Officers respond to calls for service while the beat officer is absent, it ensures that the Problem-Solving Officer remains in the neighborhood. The NCPC should be advised of this situation before it occurs, if at all possible.

To summarize, the Department must think "community involvement" at every level of the police organization so the community will share responsibility for policing their neighborhoods. The mantra must be "we have to let the community know what is happening and why" and seek to identify with the community their role in addressing the important policing challenges the neighborhoods face.

Implementation Highlights

- Community representatives are being invited to numerous police events and discussions. Command officers are now reaching out to the community in the new Districts, with each District having organized a District-wide Advisory Council.

- The Chief of Police and Assistant Chief are attending roll calls and in-service training to stress the importance of building respect within the community and treating everyone with respect.

- Planning for the joint presentations to all members of the Department on the need for a strong commitment to treating all persons with respect and following the requirements of the Negotiated Settlement Agreement are being planned for the near future.

3 Accountability-based Police Structure

It is important that the Department build accountability into the organizational structure, with clear lines of responsibility and accountability for every position.

We recommend that the Department narrow the responsibilities of the Assistant Chief of Police to being that of Chief of Operations (patrol, investigations, special operations and strategic initiatives). Currently the Assistant Chief oversees almost all activities in the Department leaving little time to focus on priority areas. With the establishment of the new District areas, much stronger oversight of field activities is required than has been possible in the past.

We recommend that one or two Deputy Chief oversee the five Districts, reporting to the Assistant Chief for Operations; with another command officer overseeing Strategic Initiatives (Ceasefire, CompStat and Crime Analysis), also reporting to the Assistant Chief for Operations. The recommendations from the Bratton Group, LLC, that many investigators need to be decentralized from Headquarters units to the Districts, will strengthen the effectiveness of investigations into shootings, robberies, burglaries and auto theft.

It is important that the Department push down responsibility throughout the organizational structure, giving more responsibility to the lower-levels of the organization. There has been a tendency for responsibility continually to be "pushed upwards" and for lower-level employees to not want to make decisions so they wouldn't be held accountable for actions taken. This has been a big issue with the Negotiated Settlement Agreement, with the Monitor criticizing the unwillingness of lower-level employees to take action when officers have violated Agreement standards.

The Department needs to decentralize some specialist units further (such as in investigations) placing responsibility on geographic commanders. This has become a standard practice in many police agencies, as they move to strong geographically-based command structures.

Likewise, neighborhood-based geographical policing must become the heart of the Oakland Police Department, not just an add-on. Patrols coupled with the work of Problem-Solving Officers must be the primary activities of the Department, aimed at preventing crime occurrences and addressing neighborhood concerns.

Implementation Highlights

Strategic Policy Partnership, LLC

- The new organizational structure has been implemented, with the non-support assignments removed from the daily oversight activities of the Assistant Chief of Police for Operations.

- The new Strategic Initiatives unit has been formed, under the direction of a Deputy Chief of Police. While there is limited staffing in the new unit, reassignments are currently being planned for the near future.

  Patrol and PSO training should be similar to ensure that the values and understanding of community policing are well understood throughout the department.

4 Neighborhood Policing Structure

The Department must implement the plan for five policing areas (Districts) each commanded by a Captain. This structure was first proposed by Patrick Harnett in his review of the Department in 2006 and represents the type of structure adopted by most police agencies across the country as they have moved to strengthen community policing. In the broader sense this structure really should be considered neighborhood policing.

Under this structure, the Department should assign all primary resources (such as patrol response units and Problem-Solving Officers) to the District under the command of the District Captain. Each Captain should have at least two Lieutenants to oversee patrol units, Problem-Solving Officers and administrative requirements.

There are two options for assigning Lieutenants. The first option is for one Lieutenant to have responsibility for the beat officers, assigned to call response and general policing in the District and the other Lieutenant assigned responsibility for oversight of the Problem-Solving Officers, Crime Response Teams and other specialized functions. The second option (and the one most compatible with a community-policing orientation) is assigning one Lieutenant to ½ of the District area, responsible for all officers working in that sub-area and assigning of the second Lieutenant to the second area with the same set of responsibilities. That would result in two smaller geographic areas within the District and provide Lieutenants responsibility for quality of policing service in a smaller area.

Captains should have authority over all personnel assignments within the District, and thus have the ability to move officers from area to area, depending on crime trends, the localized crime strategy and other issues. However, Problem-Solving Officers must remain assigned to their neighborhood beats as required under Measure Y.

Under the new structure, Captains should be held accountable for police performance in the District, including the quality of the relationship between police and community, effectiveness of localized crime strategy, community responsiveness, adherence to the Negotiated Settlement Agreement requirements and the quality of police-citizen interaction.

The shift Watch Commander function should be assigned to a group of Lieutenants reporting to the Assistant Chief of Police, Operations, and there should only be one Watch Commander for the City at a time. While we recognize that the Department will begin the process with two Watch

Commanders at many times, we strongly suggest that there only be one assigned city-wide, that District Lieutenants rotate between days and nights, thus limiting the need for two Watch Commanders during those hours. This will require clearly defining the different responsibilities and accountabilities between Lieutenants assigned to Districts and Watch Commanders. District Lieutenants or the District Captain should respond to major incidents in their District when oversight is required, when those Lieutenants are working and available. Otherwise the Watch Commander should respond.

District Captains should respond to all homicides in their District to ensure that robust preventive actions against retaliation occur and that excess personnel are not remaining at the scene beyond the time necessary. There has been a tendency for personnel to "hang around" at homicide scenes long after they have no real role at the location.

Each District Captain should establish a Community Advisory Group, reflecting the diversity of the neighborhood and including representatives from NCPCs, Measure Y Oversight Committee members residing in the District and representative Ceasefire partners (such as local clergy).

As previously noted, when it is seems necessary to pull PSOs out of a beat because of a major event, District Captains should use beat units first and have PSOs handle calls in the absence of the beat officer. The Community Policing Advisory Board (CPAB) and the Measure Y Oversight Committee should be notified in advance of this new policy, explaining the importance of PSOs remaining in their assigned area as much as possible. The Assistant Chief of Police, Operations, should ensure that Captains make this contact with the CPRB, Measure Y and NCPCs in the affected area.

To provide for proper assessment of the effectiveness of the new District structure and of the District Captains, the Department should survey community leadership on an annual basis.

Before selecting District Commanders for the remaining District areas and for all such assignments in the future, a training and orientation session should be instituted for all Lieutenants eligible for promotion and Captains available for the assignment to introduce them to the requirements of the position, the performance measures to be put in place, how the District will run, the importance of relationships with and involvement of the community in all aspects of policing and how Advisory Groups are established and utilized.

The quality of participation of these sessions should be used as a key qualifier for assignment to the District Captain position, whether it be by an existing Captain or a Lieutenant on an acting basis.

Implementation Highlights

- Five Districts have implemented the new structure on a pilot basis. There have been two different organizations suggested; one has the Lieutenants assigned to different neighborhood areas responsible for all personnel in that area; the second splits beat units and specialized unit personnel (such as Problem-Solving Officers) between the two Lieutenants. We have recommended the second, which is being considered by the Department.

- The Department is considering assigning a third Lieutenant to each District, improving management coverage.

5 Developing a Service Culture

One of the major challenges for the Department is getting all police officers to understand the importance of treating all contacts with respect and sensitivity, regardless of the individual's place in society.

Given the history of violence in the Oakland community, of violence against police, and the broad diversity of the population (some of whom do not like police, regardless of their actions), it is understandable that the Department has sometimes tended to insulate itself from the community as a form of self-protection and the community has sometimes tended to not deal with members of the department because of concern over past practices. That isolation, at all levels of the Department and within the community, must be removed. Officers must receive new skills related to community interaction and engagement. But most important, the Department senior leadership must have a regular presence with lower-level officers assisting them to understand the changes that must occur. Likewise, the community must recognize that the Department is working hard to involve the community at all levels and be willing to reach out and participate.

In-service training should include presentations by plaintiff attorneys, command staff and city attorneys, and discussions regarding this issue.

Experiences from police agencies from across the country has shown that policing culture can change and adapt to a new generation best when senior managers are vocal, articulate purveyors of the vision for the future of the Department and the reasons why current practices and orientation must change.

This means more than just having leadership sometimes attend roll calls and talk to officers. It means a sustained presence throughout the organization. It means holding focus groups of employees, having lunch with officers, riding with officers on patrol, engaging the union with the vision of the future and becoming a symbol of what can be in the future, and why.

In support of bringing the community into all Department activities, the senior command must invite neighborhood representatives to all press conferences, sharing the stage with them when new strategies that they helped develop or support are announced.

Implementation Highlights

• Command staff has been appearing at roll calls to talk about community perceptions.

- Supervisors and managers have been invited and are attending community discussions about crime and violence.

- The District Advisory Committees have been formed and are bringing the community into discussions with the Department about local problems and joint solutions.

6 Developing Management Skill

The Department must seriously engage in succession planning and preparation for the next generation of leadership in the Department. Many managers will be leaving the Department in the next few years due to such things as retirement, other job offers in less stressful environments or agencies having superior retirement health benefits, and a whole host of other reasons. The Department must prepare now for filling those positions. It is an important opportunity to develop the leadership for tomorrow; young men and women who will be prepared to lead policing in Oakland for the next generation.

Those personnel who show leadership potential should be mentored and placed in assignments from which they can grow. Good mentoring means challenging subordinates to achieve excellence beyond the norm. Placing those officers who have clearly demonstrated potential and an eagerness to learn, as well as an understanding of the complexities of the Oakland community and the importance of the standards set forth in the Negotiated Settlement Agreement, should be placed in a learning environment. We propose that the Department form a Succession Planning Group of experts from local universities and corporations who would meet regularly with top management to discuss ways to prepare and plan for the next generation of police leadership. This group might have members from the University of California education and management programs, as well as other experts.

The options for succession planning, as well as developing managerial skills, are almost limitless if the Department is creative. Some of the options to be considered are the following:

- Members of the department, as they move up in rank, should visit other police agencies that have adopted best practices to see how things are done elsewhere, having to report back to the command staff on their observations.

- No candidate should be considered for the position of Deputy Chief or higher until they have had a District assignment, showing they can be effective in a neighborhood environment, which is the priority of the Department. They should also have to demonstrate their sophistication in the development of crime reduction strategies, particularly those that involve the community, as well as good investigative practices.

- Every member of the command staff should have an assignment to serve as a liaison to specific City agencies and community organizations. By serving as liaisons, these command staff members (the rank of Captain and above) should meet regularly and serve as a conduit between the

Police Department and the agency or community group. Such assignments not only broaden the knowledge of the member of the command staff but they also increase the cooperation and coordination between agencies and the police. A number of police agencies, such as Cambridge, MA, have adopted this protocol with great success.

As noted above, the process of mentoring individuals in the Department is not to make their lives easier but to challenge them as the mentor presses for higher levels of performance and indicates that the individual can move up in the organization. Mentoring should not only be for Lieutenants and Captains but Sergeants and police officers as well. Those being mentored will be identified as individuals with the potential for excellence and who will be pressed to develop that capability further.

The Department has increased the number of managers attending the Senior Management Institute Program (SMIP) run by the Police Executive Research Forum, one of the most respected police management training programs in the country. Two Oakland managers are attending the three-week program this year. There is a need for upcoming management staff to attend other management programs as well, particularly those with academic linkages. The Compliance Director is pushing for members to attend a well-regarded program in Maryland at John Hopkins University. But there are also a number of other programs that should be considered, some in California and others offered by the International Association of Chiefs of Police. Given the Department's staffing constraints, a carefully structured program will have to be developed so that large numbers of managers are not absent at the same time. The Succession Planning Group should consider these options and recommend the best option.

Implementation Highlights

- Captains have set up Community Advisory Panels for their Districts.

- Captains in the first two Districts were briefed by community residents and pastors from their District about Ceasefire involvement and perceptions regarding crime.

- Command staff and management have attended local churches on Sundays to talk about current policing issues and develop community relationships.

7 Addressing Crime

Addressing crime must be one of the highest priorities of the Department. Every member of the Department must feel that this priority impacts their daily work. When crime occurs, employees must feel pressure to address it, identify perpetrators and bring them to justice. There must be an organizational commitment to not only respond to crime but to prevent it through strong police-community interactions and relationships. As Robert Peel, the first Commissioner of London's Scotland Yard said, "The Police are the people and the people are the police." Without strong community support, the Department's crime reduction efforts will have only limited impact.

The Bratton Group, LLC was retained to develop specific crime reduction recommendations, based on the successful experiences of other police agencies. They have identified a number of important steps the Department must take if the response to crime is to be effective. The key recommendations are the following:

- Decentralizing the Department's investigative efforts to provide each of the soon to be formed Districts with an investigative team, responsible for continuing investigations into robbery, burglary and related crimes. In the near term, centralized investigators can be detailed to focus on a single District's crime until an actual decentralization occurs.

- Adding one or two civilian specialists to the Crime Lab to input fingerprints obtained by the Department's Evidence Technicians into the Automated Fingerprint Identification System (AFIS), thus ensuring that suspects are quickly identified and linked to patterns of crime events.

- Strengthening the CompStat process for performance management for efforts to address crime.

- Training some patrol officers in investigative techniques in rotating assignments to investigative activities in the Districts, thus preparing offices for this important assignment and providing for arrested person interviews when no investigator is on duty.

These and other recommendations are contained in a separate report by the Bratton Group, LLC.[1] With the greatly reduced staffing levels the Department has experienced in recent years, it may be a challenge to find personnel who can be moved from other assignments to District investigative assignments. It may mean in the near term that some currently specialized functions will have to be reduced or eliminated. Some re-engineering of functions may also be needed.

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[1] Report available on the Oakland Police Department website:
http://www2.oaklandnet.com/Government/o/OPD/a/PublicReports/index.htm

An example will be the civilianization of Citizen Complaint Intake Personnel, a function now performed by sworn officers.

It is imperative that the Department adopt an aggressive, real-time response to Ceasefire group violent events as soon as they occur after a group has been identified as violent and has been notified that severe action will occur if there is another violent event by any member of the group. As soon as a homicide or shooting has occurred, the incident should be reviewed to identify what groups were involved, so that rapid action can be taken by the Department and its Federal, County and State partners.

Ceasefire performance should be incorporated into the CompStat process to ensure Ceasefire actions aimed at preventing violent crime are focused and effective and being robustly carried out by Department personnel.

The liaison between the Department and community organizations that are Ceasefire partners should be strengthened. The Department needs to fully adopt the Ceasefire strategy to develop a moral voice against crime in every neighborhood of the city as a means of bring community pressure against those who engage in criminal acts.

Both the CompStat process and the Ceasefire strategy are reliant upon reliable, high-quality data and analysis and OPD should strengthen its research and crime analysis capabilities. This could be done by expanding the crime analysis and research capacity within the Department or by partnering with a local university or other research organization.

In summary, reducing crime is the highest priority of the Department, by using constitutional policing practices, which are reflected in the Negotiated Settlement Agreement. Every member of the Department must recognize this priority and ensure that they make a substantial contribution to this goal.

Implementation Highlights

- Plans are being developed to detail centralized investigators to the Districts to focus on robbery, burglary and related crimes.

- A strengthened CompStat process has been designed and implemented, with the Captain of Strategic Initiatives assigned responsibility for management of the new process.

- Discussions are underway regarding adding Ceasefire elements to the CompStat process.

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8 Strengthening Police Training

The key weakness in police training in the Oakland Police Department has been the absence of the community and civilian instructors in department training programs. The rigid requirements of the California Commission on Police Officer Standards and Training (POST) have made it difficult to certify civilian instructors and community representatives as primary instructors, but community members can be adjunct instructors in courses being run by POST certified instructors. Not having this type of community input results in police officers not being prepared to understand community perspectives that will impact their lives as police officers in the complex and diverse Oakland community.

Many other police agencies across the country have significant community interaction with police recruits, and in some instances with senior officers during in-service training, with very positive results. We are thus recommending that the Oakland Police Department do the same.

The Department should add at least one week to the front end of the Recruit Training Program to provide an introduction to the City of Oakland and its community. Community representatives should be asked to participate in as much of this week as possible. Potential events during this period might include the following:

• Overview of the City including population, economics, social environment, neighborhoods, industry, employment/unemployment and diversity.

• Tours of the City to show the different neighborhoods and characteristics of the community.

• Overview of the government including political office holders, other units of government and other law enforcement agencies working in the jurisdiction.

• Overview of the NSA, why it occurred and what impact it has had on the Department and will have on members of the recruit class.

• Presentation about why police are important: "Cops Count" if they treat everyone with respect and the importance of building relationships of trust.

• Saturday luncheon at a community-oriented event with community members who come to meet the new recruits and make a few remarks.

The Department should provide the plaintiffs (NSA) with a copy of the recruit-training curriculum, and ask for suggestions on how it might be strengthened,

particularly on the community side. An informal meeting could be scheduled to discuss it once it has been reviewed.

The recruit curriculum should be provided to the Chief's Advisory Committee for information, comment and suggestions for ways to better integrate community concerns. The objective is to increase the community's sense of joint accountability with the Department for the quality of preparation the new recruits.

The Department should organize community groups in the five policing Districts to provide a week of orientation of the new recruits to their neighborhoods once those assignments are made, following the recruit's field training. By having this orientation, recruits will have a good understanding of the issues in the neighborhood in which they will work, will have met key community leadership (who will have met the new recruits) and will have formed basic relationships with community organizations. By doing so, these organizations will be able to assist officers in addressing problems that come to their attention and the community will begin to share responsibility for the quality of policing in their area. The Field Training Officers should prepare the recruits for this experience and be a part of the effort, as the FTOs need to support and foster the relationship. In that sense, FTOs need to be trained to support these efforts.

The Department should create situational circumstance tests for later use in the Academy to assess a recruit's decision-making skills. These simulations should be related to important field decision-making involving crisis intervention, response to problematic situations and those that have caused problems in the community. They can also be used as classroom exercises where individual students respond to situations in front of their peers, with a class discussion of the positives and negatives of the response.

A decentralized training process for roll calls in selected subject areas should be developed. Overall, police training must involve community representatives and personnel from other agencies to the largest extent possible. It not only provides the officers (and recruits) with the advantage of understanding other persons' perspectives, it is a big help in building communities of trust and getting the community to accept shared responsibility for the effectiveness of policing efforts in Oakland.

The Department also needs to include in its in-service training some outside instruction, particularly related to the culture of the Department, the need to ensure that every officer follows constitutional requirements and all persons are treated with respect and dignity. This discussion should happen with a Union representative participating in order to reinforce its importance. The Compliance Director has suggested such an approach and the Department has expressed its willingness to quickly move forward with this plan.

To ensure that new police recruits understand community perceptions that are based on interaction with officers and past histories, over the longer term, as relationships with the community improve, each recruit should be assigned to a pair of community mentors, with whom the recruit would meet on a regular basis. This might be linked to the community/neighborhood orientation the recruits receive following their field training. The community mentors should be invited to attend the graduation of the recruits and have a part in the ceremony. The mentors should come from organizations throughout the community, where members would be willing to join the Department as mentors of new officers and share responsibility for their success. As a part of training requirements, recruits should have to describe in writing their discussions with the mentors and what they have taken away from those discussions. This process will give the recruits a strong sense of how the community views policing and how their actions can determine the level of support police receive from the community.

Implementation Highlights

- Community members were incorporated into instructional sessions for the last recruit class and are being used again in the current class.

- Plans are underway to provide community orientation of new recruits following field training, beginning with the current class of recruits now in the Police Academy.

- NSA issues are now being addressed at the beginning of training, not at the end.

- The current curriculum was sent out for some partner and community reviews and some feedback was received.

- The Fall recruit class is scheduled to arrive early for a City and community orientation.

9 Performance Evaluation

Police departments have moved from a traditional model of policing towards a community and problem-solving model. As this move has occurred, it has become evident that traditional measures of police performance have become outdated.

Role changes reflected in community, problem-solving and intelligence-led policing strategies communicate new roles and expectations for officers. The challenge is to develop evaluation methodologies that accurately reflect and measure the work that officers are expected to do.

Public service agencies have an obligation to the citizens they serve to continually evaluate and improve performance on both an organizational and an individual level.

Research suggests that an effective performance evaluation process can be utilized as a measurement system to help move an organization towards full implementation of a community and problem-solving strategy while addressing community concerns. There are two levels of performance evaluation, both important: a Department is evaluated against its overall performance goals and individual employees are evaluated against their goals and how well they contribute to the Department's goals.

Performance evaluation systems can guide organizational effectiveness by aligning organizational strategies, goals and expected outcomes with employee performance. Moreover, an effective performance evaluation system connects the day-to-day activities of officers to a community, problem-solving strategy.

A performance evaluation system can also be used to solidify a system for rewarding officers that meets the expectations of both the community and police administrators. Performance evaluations can be used to (1) measure overall organizational effectiveness, (2) alter service expectations, (3) define the operational responsibilities of individual officers and (4) identify future leaders in the organization.

Because every organization is unique, effective performance evaluation systems should be individualized to meet the needs of the agency. Key requirements of the NSA, such as use of force, documentation of stops and treatment of persons with whom police have contact must also be included in the performance evaluation system.

A values-based performance evaluation process starts with general objectives from the Department's administrators and narrows these objectives to clearly defined quantifiable measures and standards.

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Performance evaluation systems assist in capturing the value produced by police departments and support training initiatives. A performance evaluation process must develop measures that reinforce community policing expectations.

An incentive-based performance evaluation system can become an integral part of the organization's daily operations and a measure of organizational effectiveness. A performance evaluation system can play an integral role in evaluating the service provided to the public.

For the Oakland Police Department, the performance evaluation process must be structured so it is positive for officers, and includes assessment of individuals' strengths, as well as areas in which they need to improve performance. It should be closely linked to training opportunities to develop better skills. And the criteria for performance must reflect those behaviors and skills that directly impact the Department crime strategies, community interaction and how police intervene into a wide variety of situations that come to their attention.

It must be noted that performance evaluation must be tied to career development and early intervention, identifying problems before they become disciplinary or performance problems. Mentoring needs to be linked to this process as well.

Implementation Highlights

• The concepts described above are under discussion within the Department.

10 Internal Affairs Processes

The Department has had major challenges in processing and managing the civilian complaint processes due to the volume of complaints and the requirements set forth by the Monitor in the Negotiated Settlement Agreement. The basic standards set forth under the NSA are reflective of best practices but processes in the Department can be simplified and still meet these requirements.

A separate presentation report by Michael Berkow, former Los Angeles Police Department's head of internal affairs under the LAPD consent decree, has been provided to the Department outlining specific findings related to the Internal Affairs (IA) Process. The key issues to be addressed, that reflect national best practices, are the following:

- The workload of the Intake Unit is excessive and current levels are unnecessary. Intake officers should only focus on intake of cases and the associated information.

- There have been a number of questions raised regarding the statistics being used for analysis of complaints. This issue needs to be addressed.

- Some complaints are over investigated and others are under investigated.

- The process for reaching "findings" has not been effective and is somewhat complicated. The process can be greatly simplified and the timeframe shortened, while still reflecting best practices.

- There are issues with the role of Internal Affairs Investigator that need to be resolved, particularly related to whether the investigators make recommendations as to appropriate discipline if a case is sustained. Best practice does not permit investigators to make such recommendations but only to carry out the investigation and report the findings.

- The report by Michael Berkow provided to the Risk Management Bureau sets forth recommendations, based on best practice, to address the issues described above. Specific wording for IA Reports has been recommended for use by IA investigators.

- A number of processes within the IA function are currently state of the art and do not need to be changed.

Recommendations for achieving state of the art processes are the following:

- All policy statements should be compiled into one comprehensive, general

order. IA Personnel guidance should reflect only tactics and training and not policy.

- The role of the Intake Officer should be limited to logging complaints into the system, checking for prior complaints and classifying complaints forming the basis of assignment for investigation. Civilians rather than sworn personnel should be used for this function.

- Guidelines need to be developed setting forth when a case will be investigated first as a crime, which will require prosecutor agreement for timely decision-making regarding prosecution.

- Informal complaint resolution should not be imposed by the Internal Affairs Command.

- The criticism of the Monitor regarding the number of closures without investigation is valid and needs to be addressed.

- As previously noted, the role of the IA investigator needs to be better defined and focus on who recommends a penalty. Most agencies limit IA to making findings of fact, not recommendations.

- The City should begin the process of replacing Intake Officers with trained civilians, thus freeing up sworn personnel to do neighborhood policing.

Implementation Highlights

- Recommendations are still being reviewed and a number have been supported by the Department for implementation.

11 Managing Calls for Service

Police agencies across the country are faced with increasing demands from the public for assistance to situations that are called in over the police emergency lines (911). Over the years, this demand for police responses has outpaced police resources often creating long waits until an officer is available to respond. Many times there is no response due to the unavailability of police personnel.

As with many police agencies, the Oakland Police Department has had a policy of sending an officer to every 911service request received. Among California cities, Oakland receives a greater number of calls for service per officer than any other city, as shown in a survey of California cities. Many times there is a substantial wait until an officer is dispatched and sometimes many hours pass before a response occurs.

The end result is patrol officers running from call to call, often outside the neighborhood beat to which they are assigned. This also results in officers having little time to engage in proactive problem-solving or crime reduction activities in crime hotspots which require a substantial police presence if crime patterns are to be interrupted. As the level of calls in Oakland has continued to increase, public satisfaction with police response levels has been on the decline.

Other police agencies are beginning to address the problem by establishing a policy that a police officer will only be assigned to a situation if having an officer on the scene is the best way to resolve the problem or situation being reported. Agencies that have adopted this approach have identified alternative approaches to addressing problems and situations that do not require the presence of a police officer on the scene, such as (1) appointment setting for an officer to contact the complainant at a later time, (2) intervention over the telephone by an officer, who can handle many more situations by phone than having to respond in a patrol vehicle, (3) increased ability for the public to report situations over the internet and (4) use of the non-emergency number 311 for non-emergency calls that can best be handled by other agencies, among other options.

With a public that is accustomed to expecting some police response to their location whenever they call 911, a major shift in public expectations must occur if the call for service response demand is to be addressed. Many communities have found that if given a choice, the residents and business community will accept the policy of only providing a police officer in-person response when an officer's presence will make a difference if this means officers assigned to their neighborhood will stay in the neighborhood and not always be going to other neighborhoods on a call response.

We recommend that the Department adopt a new policy guiding response to calls for service. The actions recommended are the following:

- Set a goal of reducing the dispatches for calls for service response by patrol units by at least 30%, with 40% being the optimal goal.

- Engage the public in making the decision to maintain a neighborhood policing presence with assigned officers remaining in the neighborhood rather than responding to every request (often with long delay).

- Undertake a major public relations initiative to increase public awareness and obtain public acceptance of the changes in managing calls for service.

- Establish a desk in the Communications Center with Limited Duty Officers who can be assigned to intervene by telephone in situations not requiring an officer on the scene. These officers will have to be provided access to a variety of databases so they can problem-solve over the telephone. If a call is found to actually require an immediate police response, it can be referred back into the 911 dispatch queue.

- Create a separate position in the Police Officer Process Desk in the Communications Center to process calls from officers on administrative matters rather than having 911 call takers handle those requests. Currently these calls from field officers are taken by 911 and emergency line call takers, sometimes reducing the availability of those call takers to receive emergency calls because they are busy on the intake lines servicing field officer requests.

- Establish a process for appointment setting for field contact with callers in situations not requiring an immediate police response. This contact can be by Problem-Solving Officers, beat unit officers during quieter times, investigators or other personnel.

- Expand the types of calls that can be reported on-line, freeing officers from responding simply to take a report. Those calls are situations where having an officer on the scene is not going to make a difference and situations where the complainant simply wants to make a report. Prior to now, only a limited number of crimes could be reported on-line and that number needs to be increased.

- Implement a 311 alternate telephone number where people can call for assistance in situations that are not emergencies and may involve other city agencies. Many cities have implemented 311 numbers, including Los Angeles, Washington and New York City and have found it can dramatically impact 911 call levels and if properly linked to every city agency, provide for better response to non-police situations that now come over the 911 lines.

- Strengthen management of the Communications Center by putting in place modern practices and procedures (such as prohibiting eating food at call taker consoles).

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- Ensure call takers have sufficient break or rest periods at regular intervals, (such as every two hours) thus improving their job satisfaction in what can be a very intense and stressful environment.

- Use civilians to respond to service requests not requiring a police officer presence but requiring collection of information or evidence. An expanded use of civilian Evidence Technicians can perform these tasks.

- Develop standard protocols for what call takers tell callers regarding the expected time of arrival of a police officer when dispatching of an officer is required by the nature of the call.

- Ensure that callers are contacted when there will be a substantial delay in response to their request.

- Establish a protocol that beat officers who are on a lower-priority call when an emergency occurs in the neighborhood leave the call they are on and respond to the emergency. The party involved in the original call must be told that there is an emergency and contact will be made later.

Implementation Highlights

- A basic implementation plan has been developed.

- Project Advisory Committee has reviewed the concept and strategy and made suggestions for implementation.

- Improvements in Communications Center practices are being undertaken to reduce wait times to speak with a call taker.

- Management of the Communications Center is currently being strengthened with new supervisory and management personnel.

12 The Ceasefire Connection

One underpinning for crime reduction is the Ceasefire strategy, which is based on the successful experience with the strategy in a number of other cities. While Ceasefire was attempted a few years ago in Oakland, the robust commitment required by police, Federal, County and State partners in order for the strategy to be effective was missing. Thus the initiative was abandoned at that time.

In the last year, a second attempt has been undertaken to implement Ceasefire, with a far better understanding among partners about the requirements for success and acknowledgement that success often takes rigorous effort and sustained commitment over time. In the past several months the key elements of a successful Ceasefire strategy have been moving toward adoption with substantial progress.

We have addressed some Ceasefire-related recommendations in previous sections and here we focus on the key actions required for success.

- Provide a detailed substantive briefing for all members of the Department about Ceasefire including its objectives, philosophy, methodology and Police Department roles. Every officer in the Department must understand the underlying philosophy of the initiative and how they can impact its success. While some officers can initially perceive that Ceasefire isn't "real" police work, once they are oriented to the approach and witness the impact, they typically come to understand it is good police work at its best.

- Work with the California Partnership for Safe Communities to provide a thorough explanation to the Oakland community about Ceasefire, including the underlying philosophy, objectives and key strategies being employed. It appears that the Oakland community does not really understand the philosophy and elements of the initiative. A widely-distributed publication, briefings for NCPCs and major news articles are examples of potential outreach.

- Assign a ranking member of the Department responsibility for serving as a real-time liaison with Federal, County and State partners in the Ceasefire process on a day by day basis.

- Ensure that all partners (Federal, County, State and community) are contacted immediately following a violent event involving a Ceasefire group and that an event review is quickly undertaken immediately following such a violent event.

- Strengthen the Department's ability to respond rapidly, with full partner participation, to incidents where a group or gang members have engaged in the "first" or "worst" act of violence following a call-in, which is when the

leadership of a violent group is brought into a meeting with police, prosecutors community representatives and service organizations and warned against continuing involvement in violent activities. At these call-ins, the group leadership is offered assistance in avoiding violent situations.

- Strengthen the Department's involvement in establishing strong links to a broad base of community partners. This will be facilitated by including initial partners on the District Captain's Advisory Committees.

Implementation Highlights

- There has been movement toward a greatly strengthened partnership with community participants for a Ceasefire strategy in Oakland.

- Relationships and communication with Federal, County, State and local partners have been strengthened.

- Some high-impact actions were implemented following violent acts by target groups.

- Planning for expansion to some other areas is in the initial stages.

13 Racial Profiling Data Analysis

Under the Negotiated Settlement Agreement, the Department is required to collect substantial information on all police stops and contacts. One of the objectives of this data collection is to ensure that there are no racial profiling patterns in stops and contacts.

Although not required in the NSA, analysis of the data collected to ensure that patterns do not exist is needed. This would require fairly sophisticated analysis by persons with knowledge of issues associated with racial profiling and experience in doing racial profiling analysis.

The NSA Monitor has suggested that there is an internal employee who could do the analysis. While that may be the case, we believe an outside analysis will be perceived by the community as having greater credibility and, if done by someone with experience with such analysis, the Department and the community will be best served by having the analysis performed externally. With an external analysis, there will be no opportunity for any individual associated with the Department or the NSA to impact the results of the analysis.

We recommend the Department arrange for that analysis by an outside researcher who has expertise in the subject matter.

Implementation Highlights

- A discussion has been planned with NSA Monitor to get approval for external analysis.
- Funds have been requested from the City to support the analysis.

14 Crisis Intervention Skill Development

It is all too common for police officers in Oakland to come in contact with individuals who have mental health problems, personality disorders or other dangerous behavioral tendencies. When police officers are not skilled at identifying characteristics of mental illness or have access to mental health professional assistance, they may make assumptions that can result in death or injury to the person or create a danger for the officer.

In Oakland, as in many major cities, there is a substantial number of individuals who are dealing with such problems. Many exhibit behaviors that bring them to the attention of people in their neighborhood and to the police when community members call the police with concern about those behaviors. Indeed, the reduction in mental health services available to these individuals over the years has made them increasingly vulnerable and more likely to come in contact with the police.

Special skills are needed by police officers to interact with these individuals in a manner that does not worsen a situation and does not turn the community's focus of concern about the individual's behavior to anger at the responding police officer(s) because of what may be perceived as insensitive behavior or inappropriate intervention actions by the officers.

These are difficult and complex situations for police officers to address. It is important that officers be provided with support, skills and intervention assistance by a mental health professional when it is required.

Similar challenges for police officers are found when they must interact with disorderly youth. Not all officers understand how young people view situations or, in terms of psychological development, teens have a different mind-set than adults and thus require a different response during interactions between police and youth. There is a sense among parts of the Oakland community that police are less than effective in responding to situations where congregations of youth threaten public order.

The response to situations involving the mentally ill and youth present the same challenges for police, but each in a different context. Information about strategies for intervention coupled with skill in intervention is required. Officers need support in addressing these situations, particularly from the city neighborhoods and the professional community.

We recommend the Department create a crisis intervention team consisting of police, school staff and community representatives to respond to situations when there is a high potential for violence or disruptive activities (such as a large group

of school youth congregating outside a school in a memorial demonstration).

In creating this capacity, each police District should form a group of community and professional partners, forming District teams that can be quickly dispatched. School personnel, parents, clergy, social workers and community activists should be included. One model for this effort is the Massachusetts Bay Transportation Authority (MBTA) Transit Police "StopWatch" teams, which have been operating for over 10 years with notable success.[2]

The organizing of this effort in each District should be assigned to one of the Lieutenants, with full partnership with the Captain's Advisory Council. It will be necessary to provide an orientation to members of these teams so they have the correct focus during a response. The objective is to prevent violence.

For interactions with the mentally ill, the Department should seek to arrange for on-call mental health professionals who can quickly respond to a scene where there is a situation involving a person exhibiting problematic behavior. It is unreasonable to expect police officers without special training to be effective in dealing with these individuals without professional assistance.

Training officers in crisis intervention both with teens and with the mentally ill should become a part of the recruit and in-service training.

Over time, crisis intervention training should be generally instituted and become a standard offering by the Police Academy.

Implementation Highlights

- This issue is up for discussion with the Advisory Committee.

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[2] For more information on this model go to:
http://www.mbta.com/transitpolice/divisions/default.asp?id=18979

15 Reducing Domestic Homicides

Domestic homicides rarely occur without the police having had prior contact with the domestic partners, usually from response to a 911 call for assistance. While the law has now moved toward mandatory arrest of parties who have used violence against their partner or spouse, such an arrest may result in a restraining order against one of the parties for a time, but after reconciliation the relationship can continue and often results in another call to the police for assistance.

Research has shown that when certain elements or situational characteristics are present in a domestic situation to which the police respond, the potential that there will be a future domestic homicide is greatly increased. Initially developed in London (UK) for the Metropolitan Police Service (New Scotland Yard), the research provided guidance to the police for what to look for in a domestic 911 response. Characteristics included pregnancy, one member having another relationship and previous violence in the relationship.

Based on that research, police officers in London responding to calls regarding domestic violence were required to assess the situation and identify if these elements are present. When these elements are present, the case was immediately referred to mental health interventionists. In the London experience, the year following implementation of the new protocols, domestic homicides were dramatically reduced.

The characteristics identified in the London research may not be applicable in the United States or Oakland. Thus, we recommend that the Department partner with local researchers to undertake an analysis of domestic violence situations in Oakland over the last five years to determine the elements that form the basis of determining when such intervention is needed.

We believe that foundation funding could be found to support this research and help form the basis of a more sophisticated response to the problem of domestic homicide.

Implementation Highlights

- Contact has been made with UC Berkeley research staff about partnering on research needed to identify base criteria.

16 Recruitment of Candidates

Policing is an occupation that deals with complexity and difficult situations. To be successful as a police officer, the candidates entering the police service must have had sufficient life experience to prepare them for this challenging environment. Simply having graduated high school without some employment experience or attendance at a university for a degree means the candidate will not have had the exposure to the world that is required to adapt to a multi-cultural, complex urban environment.

The policy of the Department to accept police officer applicants at the age of 21 creates the opportunity for young persons without substantial life experience to join the Department, and they may tend to have difficulty in being effective in the environment in which urban policing exists, be unduly influenced by peers who have a negative sense about the community and be less than skilled at interactions with the diverse Oakland community.

As such, we recommend the Department raise the minimum age for new recruits to 25, so that persons entering the police service – in the complex Oakland environment – have had sufficient life experience before becoming a police officer. Exceptions could be made for individuals who have completed two or four years of college, had at least four years of military experience, had prior police experience, or had a successful experience as an intern in the Department as a Cadet, providing Cadets are given developmental training during their tenure. The Federal Bureau of Investigation has established its minimum hiring age at 25 or 26 for the same reasons described above, as they have found without life experience, recruits have difficulty in adjusting to the demands of the position.

We also recommend the community be part of each selection panel used by the Department. Those panels should reflect the diversity of the community and not just be police supporters.

The Oakland community, through the District Advisory Committees, should be engaged in finding local candidates who community residents know and trust to enter the police service. It is also important that the Department recruit as many Oakland young persons as Cadets as possible, with Oakland residents having preference for acceptance as Cadets providing they meet all the requirements.

Implementation Highlights

- The requirement has been established for age 25 to be required for future recruit class admission.

- Plans are underway to include more community representation in the selection process, with greater diversity of participants.

17 Summary

The recommendations in this report are aimed at making the Department aware of best practices in areas that have had success in a number of other police agencies. They are primarily focused on addressing issues relating to the police-community partnership, handling citizen requests for service and other areas that have a direct impact on how the residents and the business community view the quality of police services received from the Oakland Police Department.

Key among the challenges is the perception among many residents that police officers do not engage the public or treat all individuals with respect and dignity. Far greater skill at these interactions is needed among police personnel.

Of equal importance is the necessity for the Department to bring the community into all aspects of policing, not just informing neighborhood residents and the business community of strategies but collaborating with them regarding options, acceptability and actions the community can take to produce the desired outcome.

Detailed guidance on each of the recommendations in this review has been provided to the Department as separate oral and written briefs to ensure that action is taken.

Appendix
Detailed Recommendations

Oakland Police Department
Project Status 2013 (Version 28.129)

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
A	**Building Communities of Trust**						
1	Implementation of Legitimacy Training		X		Intrim Ceasefire coordinator observed program in Chicago, OPD working with local agencies to host a regional training.		
2	Training for officers in interaction with community members		X		In Benchmark Plan		
3	Role Call Appearances by Chief and Asst. Chief	X					
4	Organization of Community Advisory Councils in Districts	X					
5	Brining community into all aspects of the Department		X				
6	Annual survey of community confidence and satisfaction with police service delivery		X				
7	Invite community representatives into the CompStat process		X		Public Fourm being decided		
8	Involve the community (neighborhoods) in crime analysis and crime strategy development		X				
9	Ensure that the relationships with Ceasefire community participants is seamless	X			Assistant Chief given a leadership role in the strategy management		
10	Limit the use of Problem-solving officers as a personnel pool for special events	X					
11	When personnel are required for an event, use beat officers, not PSOs		X				
B	**Accountability-Based Policing Structure**						
1	Assign the Assistant Chief of Police responsibility for field operations	X					
2	Have other functions report directly to the Chief of Police	X					
3	Have two Deputy Chiefs reporting to the Assistant Chief of Police	X			Patrol Resources Supervised by Two Deputy Chiefs (Sector I and Sector II)		
4	Assign one of the Deputy Chiefs responsibility for District commands			X	See above		
5	Assign a command officer responsibility for Strategic Initiatives			X	Assigned to a Captain		
6	Include Crime Analysis, CompStat, Ceasefire and related activities in Strategic Initiatives		X		Assigned to Captain, Partially Implemented exploring Crime Analysis Options		
C	**Neighborhood Policing Structure**						
1	Creation of Five Policing Districts	X					
2	Have the new District commanders (Captains) oriented by the community	X					

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
3	Formation of Strategic Initiatives Unit (CompStat, Ceasefire, Crime Analysis under a Dep. Chief			X	Assigned to Captain		
4	Contract for crime analysts for short term		X		Bratton Group has indicated they can identify a contract person having these		
5	Push down responsibilities to lower-levels of the organization	X			in process		
6	Clearly define District commander accountabilities and authorities	X					
7	Assign a group of Lieutenants to the City-wide Watch Commander function			X	Geographic responsibilities, with rotating watch commander duties.		
8	Have the watch commanders report to the Assistant Chief of Police			X	Report to Area Commanders		
9	Have District Captains respond to all homicides in their geographic area	X					
D	**Strengthening District Investigations**						
1	Decentralize investigations for key crimes to Districts (robbery, burglary and auto vandalism		X		Initial investigators assigned; one robbery investigator for each District. As academies are released, CID will grow to reach the desired number.		
2	Contract for AFIS Input and Input Technician		X		Crime Lab Hiring Additional Fingerprint Technicians.		
3	Ensure that fingerprints collected by Technicians are reviewed for daily AFIS input		X		Finger Prints Reviewed for Quality; need aditional staff for AFIS entry and processing		
4	Assign investigators in Districts to broader shift coverage	X			CID was re-organized to provide evening coverage. Will enhance when new officers released from field training.		
E	**Developing a Service Culture**						
1	The Command Staff must communicate with lower-level personnel the vision for the future	X					
2	Make sure every officer understands the current community perceptions about policing		X		Discussed internally with staff and formal training being formulated		
3	Promote the sense that the Department serves all citizens	X					
4	Have managers and supervisors attend community discussions about policing		X		Increased atten+F36dance by District Commanders which needs to be expanded to Lieutenants and Sergeants. These occur during community meetings with a wide variety of groups concerned about crime and disorder in their neighborhoods.		

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
F	**Developing Management Skill**						
1	Develop a strong mentoring initiative for those who exhibit outstanding potential		x				
2	Develop a leadership academy for future managers in the department		x				
3	Consider basing that academy in a West Coast (UCLA or Stanford)		X				
4	Increase upcoming manager's visitations of other police agencies with best practices		X				
5	Have those who visit report back to their peers on their observations		X				
6	All candidates for Deputy Chief must have served successfully as a District Commander		X				
7	Assign every manager responsibility for liaison for specific city agencies		X				
G	**Addressing Crime**						
1	Strengthen the CompStat performance management process	X					
2	Bring Ceasefire into the CompStat process	X					
3	Create a daily management report on crime and crime trends to be issued by 8 AM		X				
4	Strengthen the morning crime call by linking to non-attendees by video link		X				
6	Reduce the workload of Major Crimes Section 1 to homicides and grievous assaults from which the victim is likely to die by assigning gun assaults for investigation at the district level.	X			Decentralization has begun		
7	Assign most robberies and non-gun assaults for investigation at the district level.		X		In process- Expect Full Implementation when Current Officers in Field Training are Released from Training-- Cases will be assigned to District Investigators in CID.		
8	Assign burglaries for investigation at the district level.		X		Same as Above		
9	Establish District Investigation Units (DIUs) in each of the five districts to investigate robberies, burglaries, and assaults/shootings.		X		In process- Expect Full Implementation when Current Officers in Field Training are Released from Training-- Cases will be assigned to District Investigators in CID.		
10	Assign experienced investigative sergeants to manage the DIUs. These sergeants would be responsible for all investigative activity in the districts and would represent district investigations at Compstat.	X			In process- Expect Full Implementation when Current Officers in Field Training are Released from Training-- Cases will be assigned to District Investigators in CID.		

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
11	Assign three experienced investigators and three to four police officers to each DIU, pairing experienced investigators with officers with less experience.		X		Pending additional personel from recruit classes		
12	Assign each investigator/police officer team to one of three specialties: robbery, burglary, or assaults/shootings.		X		Pending additional personel from recruit classes		
13	Establish staggered schedules for DIU to ensure a working presence by investigators in the afternoon and evening hours seven day a week.		X		Pending additional personel from recruit classes		
14	Have DIU investigators respond to crime scenes, interview victims, canvass for witnesses, gather evidence and identify crime patterns, modus operandi, and repeat criminals active in the district.		X		Being done in some cases, Full Implementation pending additional personel from recruit classes		
15	As the DIU system is established, use the DIUs as an investigator training ground and career path, with officers moving in progression from police officer assigned to a DIU, to a DIU lead investigator, to centralized CID and homicide investigations.		X		Investigative Career Path Being Created		
16	Establish strictly observed case management protocols to provide guidelines for DIU investigations, including updated Investigative Action Reports (IARs) at five days, 15 days, and 28 days for each active case. The Bratton Group team has prepared a sample case management system for adaption for use in Oakland.		X				
17	Significantly increase the camera monitoring capabilities of the OPD in commercial areas throughout the city to provide identifications and evidence in robbery, burglary, and some shooting cases. Cameras would be monitored and recorded at the Domain Awareness Center that is currently under construction.		X		Video Evidence Sought in Prelimnary Investigations. Domain Awareness Center Policy Being Crafted.		
	Assign a supervisor, preferably a sergeant to manage crime scene technicians and establish a systematic dispatch protocol that both prioritizes and tracks all crime scene runs.		X				
	Acquire a faster running digital photo system to access Alameda County's Consolidated Arrest Report System (CARs) so that photo arrays can be shown expeditiously to robbery victims.		X				
	Establish a new protocol for the processing of fingerprints from burglary scenes so that prints in cases with other leads and/or in cases that have been linked a pattern of burglaries can be submitted for expeditious AFIS comparisons. Hire additional fingerprint analysts as needed to provide this service.		X		Cases Priortized by the Criminal Investigation Division. Additional Crim Lab Technicians Being Hired		

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
	Increase the analysis of shell casings found at shooting scenes to link specific weapons to specific crimes across geographical areas and periods of time. Hire additional ballistic analysts as necessary to provide this service.		X				
H	**Strengthening Police Training**						
1	Add one week to the front of the recruit training program for a community orientation	X			Three Day Sessoions Planned, involing Department Orientation and Community Interaction		
2	Bring community representatives into a wide range of subject areas as co-instructors	X					
3	Orient the new recruit to the NSA at the start of the training, not at the end	X			In place with last class.		
4	Have recruits attend ride-alongs with officers and report back for class discussion		X				
5	Have the NSA Plaintiffs review the recruit curriculum before it is finalized		X		In process		
6	Bring the community into the in-service training process		X				
7	Assign a week of community orientation prior to a recruit being assigned to a District		X		Subject ot meet and confer, potentially conduct in one District as a pilot, then expand to all Districts		
8	Invite graduated recruits back to the academy for a discussion of observations after 3 months	X					
9	Increase the community involvement in review of applicants for police officer trainee		X				
I	**Performance Evaluation**						
1	Develop a values-based performance evaluation system reflecting the new orientation		X				
2	Use performance evaluation to provide feedback on strengths and weaknesses		X				
3	Lieutenants should oversee the performance evaluation process for police officers		X				
4	Sergeants should rate their subordinates and then, as a group, review them with the Lt.		X				

		Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
5		The elements of the NSA must be included in the performance evaluation process		x				
6		The performance evaluation system should also be the basis of performance rewards		X				
J		**Internal Affairs Processes**						
1		Replace Intake Officers with Civilians		X		In-Progress		
2		Intake officers should only focus on intake of cases , not investigation	X					
3		Strengthen the statistical reporting on complaints, ensuring accuracy		X				
4		Establish a protocol to ensure cases are neither under or over investigated	X					
5		Simplify the process for reaching findings		X				
6		Limited internal affairs investigators to reporting on findings, not penalties	X					
7		Narrow the timeframes for which investigations are completed and track carefully		X				
8		Informal complaint resolution should not be handled by Internal Affairs personnel		X				
K		**Managing Calls for Service**						
1		Set a goal of reducing the call workload requiring a police response by at least 30 to 40%		X		Roll Out being prepared		
2		Adopt a policy of only sending an officer to a call if sending an officer will make a difference		X				
3		Create a service desk in Communications to receive reports from field officers	X			Assignment of personnel completed and being tested		
4		Ensure that there is no eating at operator consoles	X					
5		Ensure that Communications personnel take a lunch break and have other breaks	X					
6		Undertake a major public relations campaign announcing new response policies		X				
7		Develop a call intervention strategy using limited duty officers		X				
8		Establish a policy that officers on a lower priority call will respond to Priority 1 calls		X				
9		Have Sergeants monitor carefully the amount of time officers spend at calls, particularly calls to which numerous officers respond.	X			Subject to management oversight		

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
10	Ensure that supervisors send officers back to their beats when they group at an incident	X			Subject to management oversight		
11	Expand the use of on-line reporting for new categories of calls		X				
12	Tell the caller exactly what they can expect and the time frame of that expectation		X				
13	Arrange for after-action surveying of callers to assess satisfaction with the processes used		X				
14	Train complaint operators in proper responses to complainants, eliminating operators from asking complainant "do you want an officer?"	X			Completed in recent weeks; resulted in a substantial drop in dispatches for calls		
L	The Ceasefire Connection						
1	Undertake a substantive briefing for all members of the Department on Ceasefire		X				
2	Establish performance measures for the Ceasefire initiative to be used in CompStat		X				
3	Develop an improved community outreach explaining Ceasefire with the non-ceasefire community partners (such as the District Advisory Councils		X				
4	Keep the Federal, state, county and community partners fully informed of all events	X					
5	Assign a command officer responsibility for maintaining direct daily links to the Fed partners	X					
6	Be prepared to move rapidly following involvement of a group in violence after warning	X					
M	Racial Profiling Data Analysis						
1	Contract for analysis of racial profiling data and provision of bi-monthly reports		X		Internal OPD Staff Working to Create Reports		
N	Crisis Intervention Skills Development						
1	Develop training program modules to teach officers intervention strategies into crises		X				
2	Explain to officers how to intervene while maintaining citizen confidence in the police		X				
3	Provide for on-call assistance from mental health professional		X				

	Recommendation	Implemen-ted	Review For Implement-ation	No Action	Comments	Owner	Completion Date
4	Form a community/professional crisis intervention team for youth group interventions		X		Base on Boston successful StopWatch initiative which reduced after school disorder using groups of parents, teachers, social workers and police to patrol key		
O	**Reducing Domestic Homicides**						
1	Review the research on domestic homicides undertaken in London, England		X				
2	Develop a partnership with a local university to replicate the London research in Oakland		X				
3	Develop an early intervention strategies at domestic violence calls		X				
4	Monitor the impact of the new strategies		X				
P	**Recruitment of Candidates**						
1	Raise the age at which recruits are accepted to 25 years of age		X		Life Experinece Considered Heavily in Process, Requirement being Considered		
2	Involve the community in candidate selection process	X			Patricipate in Interview Process		
3	Strengthen the number of Cadets accepted who are from Oakland		X				
4	Give preference to Oakland residents for entry into the Cadet program		X				
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