Increasing the Diversity and Success of Police Officer Trainees

A Best Practices Analysis on Behalf of the Oakland Police Department

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Introduction

We would like to thank the Oakland Police Department for requesting the services of our Goldman School of Public Policy research team. During the course of our team's four months of research, we've learned that OPD has made tremendous efforts to improve its organization in recent years. Our team's review of OPD internal documents and data, interviews with current and former Oakland city officials, and research ride-alongs with current Oakland police officers have revealed an extremely professional police department committed to public service. That OPD reached out to UC Berkeley for a best practices analysis is another example of the department's proactive mentality towards organizational improvement.

This report is designed to summarize the nationwide best practices our team has identified for police recruiting, training, and retention. We have suggested a limited number of options that we believe OPD can realistically apply despite its current budgetary, political, and operational constraints. In addition to our primary proposals for improving OPD's recruiting, training, and retention processes, we have also included a menu of miscellaneous programs used by other police departments around the country. These programs range from race- and gender-based officer integration policies to community policing programs. We believe each of these options may prove valuable in OPD's quest to improve the recruiting, retention, and training outcomes of its officers, especially women and people of color.

This report is necessarily broad in scope as a result of the wide range of topics covered. However, we strive to avoid redundancy by not including any recommendations previously made in the Ad Hoc Working Group committee reports, the OPD Strategic Plan 2016, or the OIG and City Auditor Hiring and Training Practices review. A progress update on these recommendations can be found in Appendix 2.

Unfortunately, there is little data to the effectiveness of these polices; few of the practices that we have researched come with clear evidence that they significantly improve recruitment or retention. We cannot guarantee that any of our proposals will lead to success; we are, however, confident that our comprehensive literature review, analysis, and interviews with former and current police officers have resulted in policy options that will be worth trying.

We would encourage OPD to maintain its new relationship with the Goldman School of Public Policy and use future Introduction to Policy Analysis (IPA) and Advanced Policy Analysis (APA) research teams to help with other projects.

Background

Our team has been wholly impressed with the Oakland Police Department's sworn and professional staff. Nonetheless, it is clear that OPD currently faces significant challenges in fulfilling its mission of fair, quality policing. OPD officers have a uniquely demanding workload, primarily due to court-mandated federal oversight and Oakland's high violent-crime-to-officer ratio – the highest in the country. In addition, like many other police departments, OPD faces a lack of community trust due to recent publicized incidents of over-policing within communities of color, as well as an increasingly negative perception of police nationally.

In an effort to proactively address these challenges and better reflect the community it serves, OPD has identified a need to increase the success and diversity of its sworn officers.

Specifically, OPD seeks to improve its policies and procedures to better recruit, train, and retain sworn officers, particularly from underrepresented populations.

The recruitment, hiring, and retention of quality personnel is a growing problem among law enforcement agencies across the country. Large police departments in Los Angeles, New York and Chicago have reported declining recruitment in recent years, with some smaller law enforcement agencies seeing up to 90% declines in applicant rates.[1] According to the RAND Corporation, "Maintaining the police workforce level is continually one of the greatest challenges facing law-enforcement agencies."[2]

In addition, emerging research – as well as highly-publicized evidence of unconscious racial bias in policing – underscores the critical importance of a diverse and representative police force. Studies show that public trust increases when police forces accurately reflect the racial and ethnic makeup of the communities they serve; when there are dramatic racial gaps between a jurisdiction's police force and population, public suspicion and resentment may arise.[3] In addition, a diverse and reflective police force is essential to ensuring that officers can understand, communicate with, and appropriately serve all community members. A diverse force has also been shown to increase individual officer empathy and cultural competency: Police officers who are not exposed to colleagues of different racial, ethnic and cultural backgrounds may be more likely to misunderstand and/or generalize citizens of a different race. [4,5]

OPD currently does a fair job of ensuring its officers reflect the diverse communities they serve. Approximately 13% of sworn OPD officers are female, 40% are White, 18% are Black, 15% are Asian, and

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[1] Hunt, Ted. "Shortage of Qualified Police Officers: An Emerging National, State and Local Dilemma." Fontana Herald News. Century Group Newspapers, 7 Apr. 2016. Web.

[2] Wilson, Jeremy M. "Police Recruitment and Retention for the New Millennium: The State of Knowledge". Santa Monica, Calif.: RAND, 2010. Print.

[3] Department Of Justice Report Regarding The Criminal Investigation Into The Shooting Death Of Michael Brown By Ferguson, Missouri Police Officer Darren Wilson. Rep. US Department of Justice, 4 Mar. 2015.

[4] Fridell, Lorie A. "Racially Biased Policing: A Principled Response." Racially Biased Policing: A Principled Response. Washington, D.C.: Police Executive Research Forum, 2001. 68-70. Web.

[5] "An Assessment of the Seattle Police Department's Community Engagement: Recruitment, Hiring, and Training." Seattle Police Department. Ed. Anne Bettesworth. Seattle Community Police Commission, 1 Jan. 2016. Web.

23% are Hispanic. In contrast, Oakland city residents are 51.5% female, 25.9% White, 28% Black, 16.9% Asian, and 25.5% Hispanic.[6] [7]

Figure 1: Demographics of Oakland Police Department vs. City Residents
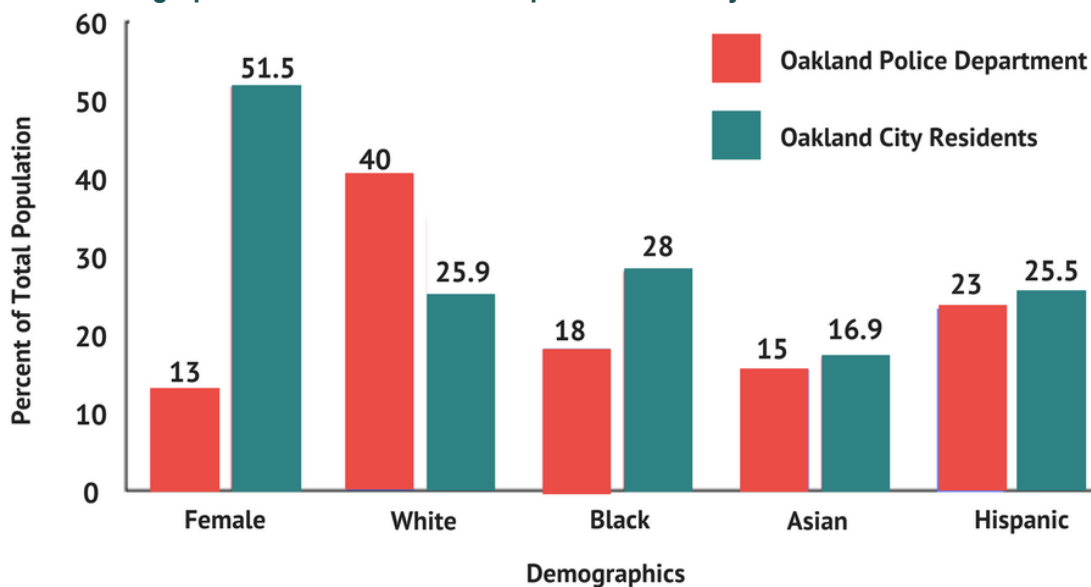
Source: Dec. 2016 OPD Demographic Analysis; 2010 Census Data

In fact, Oakland officers currently reflect the demographics of residents better than many other law enforcement agencies in the United States. A *New York Times* analysis published in September 2015 used DOJ staffing surveys and U.S. census data to compare the number of white officers in 350 law enforcement agencies to the number of white residents in their respective communities.[8]

Perfectly balanced departments – that is, departments with a percentage of white officers that perfectly matched the proportion of white residents in their cities – received scores of zero percent racial disproportionality. Agencies with more white officers than their cities' proportion of white residents received positive racial disproportionately scores: the higher this racial disproportionality percentage, the larger the percentage point difference between white officers and white residents. Ultimately, the *Times'* analysis concluded that on average across hundreds of U.S. police departments, the percentage of whites on the force is more than 30 percentage points higher than in the communities they serve. In contrast, OPD was found to have 18% more white officers than white residents.[9]

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[6] OPD Internal Analysis, December 2016

[7] Please note that in current monthly staffing reports OPD appears to be double-counting Oakland's White-identified and Hispanic-identified residents. OPD references Oakland's population of White residents as 34.5%, the number identified in 2010 census data as "White, alone." However, a more accurate measure of Oakland's White population is what the 2010 census identifies as "white alone, not Hispanic or Latino." The population of Oakland's White residents who do not identify as Hispanic or Latino is 25.9%. In the following analysis all measures of Oakland's white residents will refer to this more precise measure of 25.9%, and we recommend OPD update its internal metrics to similarly improve accuracy.

[8] Park, Jeremy Ashkenas and Haeyoun. "The Race Gap in America's Police Departments." The New York Times, 04 Sept. 2014. Web

[9] Park, Jeremy Ashkenas and Haeyoun. "The Race Gap in America's Police Departments." The New York Times, 04 Sept. 2014. Web

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It is important to note that The *Times'* analysis uses 2007 DOJ data to measure internal OPD demographics, which are now almost a decade out of date. During this time, OPD has continued to make strides in increasing officer diversity. By using recent OPD demographics (as of Dec. 2016) and duplicating the *Times'* methodology, we were able to calculate OPD's current racial disproportionately score at 14%. This indicates that not only were Oakland officers more diverse than the national average in the previous analysis; OPD has continued to increase diversity over the past 9 years. To ensure accurate comparisons between police departments (many of whom are likely to have also increased diversity over the past 10 years) we will use both of Oakland's 2007 and 2016 scores in the following analyses.[10]

Oakland officers are more diverse than hundreds of U.S. police departments, and OPD has continued to increase its officer diversity over the past 9 years.

While the *Times'* national comparison is promising, we might also want to control for the significant variation in U.S. police departments by comparing OPD just to law enforcement agencies operating in cities of similar size. In 2016, the Seattle Community Police Commission borrowed the *Times'* methodology to conduct such an analysis of 20 medium to large U.S. cities, including Oakland. As in the previous analysis, high disproportionality scores (such as in Ferguson, MO) represent a large percentage point difference between white officers and white residents. The few departments in this group with proportionately less white officers than residents (Washington, DC and Santa Monica, CA) have negative percentage scores.[11]

As can be seen in Figure 2, OPD's racial disproportionality gap is smaller than 14 out of the total 20 cities analyzed. Among similar-sized cities in California, OPD's diversity outperforms the law enforcement agencies of Long Beach and San Jose. In contrast, Los Angeles and Santa Monica police officers more closely mirror the racial demographics within their communities by a 3 percentage point and 14 percentage point margin, respectively.

We also used the *Times'* data and methodology to compare OPD's racial disproportionality to police departments in the Bay Area. As shown in Figure 3, OPD's sworn officers are more representative than 14 out of the 18 departments analyzed. The proportion of white officers in only San Francisco, Palo Alto and Berkeley police departments better match the proportion of white residents in their respective cities.[12]

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[10] The following data weaknesses also affect accuracy: Not everyone identifies with one or more of the racial categories defined in the US Census, and population surveys may undercount certain populations.

[11] "An Assessment of the Seattle Police Department's Community Engagement: Recruitment, Hiring, and Training." Seattle Police Department. Ed. Anne Bettesworth. Seattle Community Police Commission, 1 Jan. 2016. Web.

[12] Park, Jeremy Ashkenas and Haeyoun. "The Race Gap in America's Police Departments." The New York Times, 04 Sept. 2014. Web

Figure 2: Racial Disproportionality Between Police and Populations Served

Medium-Large U.S. Cities

Values (left to right): Ferguson, MO 55; Aurora, CO 39; Kansas City, KS 36; Phoenix, AZ 35; San Jose, CA 31; Dallas, TX 29; Kansas City, MO 29; Long Beach, CA 28; Chicago, IL 23; Ft. Lauderdale, FL 23; St. Louis, MO 21; New York, NY 21; Boston, MA 18; Oakland, CA (2007) 18; Denver, CO 16; Oakland, CA (Dec. 2016) 14; Los Angeles, CA 11; Seattle, WA 9; Atlanta, GA 4; Miami, FL 2; Washington, D.C. -5; Santa Monica, CA -15

Source: 2016 Seattle Community Police Commission Report; 2010 Census Data

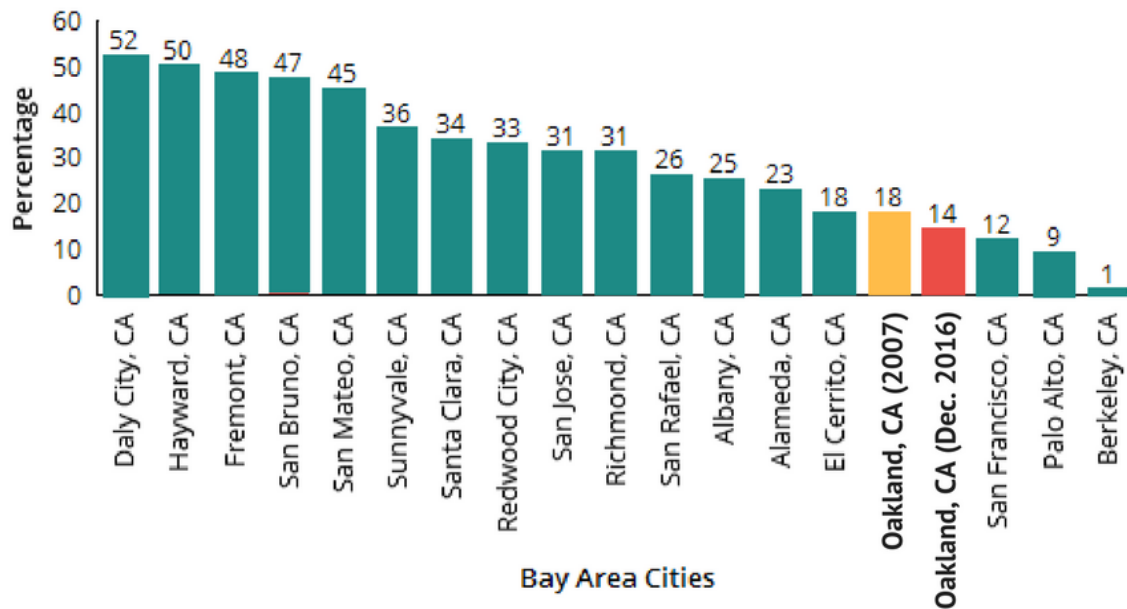**Figure 3: Racial Disproportionality Between Bay Area Police & Populations Served**

Bay Area Cities

Values (left to right): Daly City, CA 52; Hayward, CA 50; Fremont, CA 48; San Bruno, CA 47; San Mateo, CA 45; Sunnyvale, CA 36; Santa Clara, CA 34; Redwood City, CA 33; San Jose, CA 31; Richmond, CA 31; San Rafael, CA 26; Albany, CA 25; Alameda, CA 23; El Cerrito, CA 18; Oakland, CA (2007) 18; Oakland, CA (Dec. 2016) 14; San Francisco, CA 12; Palo Alto, CA 9; Berkeley, CA 1

Source: New York Times Analysis; 2010 Census Data

While OPD has made progress in increasing officer diversity, it is correct in identifying room for improvement. Women, while not included in the above analysis, are dramatically outnumbered among OPD

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officers. OPD currently has 98 female officers, making women just 13% of the force despite constituting a majority of Oakland residents. Although this is in line with the national average of women officers, it is far from representative.

In January 2017, our team began our task of helping OPD address these its recruitment and retention challenges, improve the success of applicants and trainees, and create a more diverse and reflective police force. After initial research and discussions with relevant stakeholders, our team identified the following project goals: 1) Identify opportunities to increase OPD's recruitment of officers from underrepresented populations, and 2) Identify opportunities to increase retention of all OPD officers throughout the training process, with a specific focus on increasing retention among underrepresented populations.

In this report, we explore ways in which OPD can meet these recruitment and retention goals, acknowledging the many constraints under which officers, leadership, and personnel are operating. These restraints include heavy officer workload and lack of public trust, as discussed above, as well as limited recruitment and training resources, mandatory federal oversight restrictions, and frequent senior leadership transitions. We hope that our analysis helps the Oakland Police Department as it strives to better fulfill its mission of fair, high quality, and representative policing.

Sources and Methodology

In January 2017, our team began our task of helping OPD address these its recruitment and retention challenges, improve the success of applicants and trainees, and create a more diverse and reflective police force. After initial research and discussions with relevant stakeholders, our team identified the following project goals: 1) Identify opportunities to increase OPD's recruitment of officers from underrepresented populations, and 2) Identify opportunities to increase retention of all OPD officers throughout the training process, with a specific focus on increasing retention among underrepresented populations.

To better understand OPD's current recruitment practices, we interviewed several officials from the Personnel Resources and Training Division led by Captain Drennon Lindsey. We reviewed internal documentation and recommendations related to OPD's recruitment processes, including the 2016 Ad Hoc Working Group Report on Police Recruitment as approved by the Oakland City Council's Public Safety Committee. We also analyzed OPD's current recruiting materials, including their website, community engagement promotional materials, application documents, and internal attrition evaluations.

To learn about OPD's training process we spoke with Lieutenant Gonzalez, Sergeant Hubbard and Sergeant Neri, who currently teach the Academy and direct OPD's Field Training Unit. We reviewed OPD's officer training manual, policy memorandums, and California's mandatory peace officer training guidelines (POST). We also researched training models used in police forces across the country, with a focus on comparable cities in size, demographics, and law enforcement resources. Finally, we interviewed current police officers to explore their perceptions of OPD officer demographics, the officer application process, and the Academy and field training programs.

Our analysis was informed by best practices research and relevant literature from the field. We also conducted several interviews with community members, officers from comparable law enforcement agencies, former OPD personnel, and law enforcement experts.

In this report, we explore ways in which OPD can meet these recruitment and retention goals, acknowledging the many constraints under which officers, leadership, and personnel are operating. These restraints include heavy officer workload and lack of public trust, as discussed above, as well as limited recruitment and training resources, mandatory federal oversight restrictions, and frequent senior leadership transitions. We hope that our analysis helps the Oakland Police Department as it strives to better fulfill its mission of fair, high quality, and representative policing.
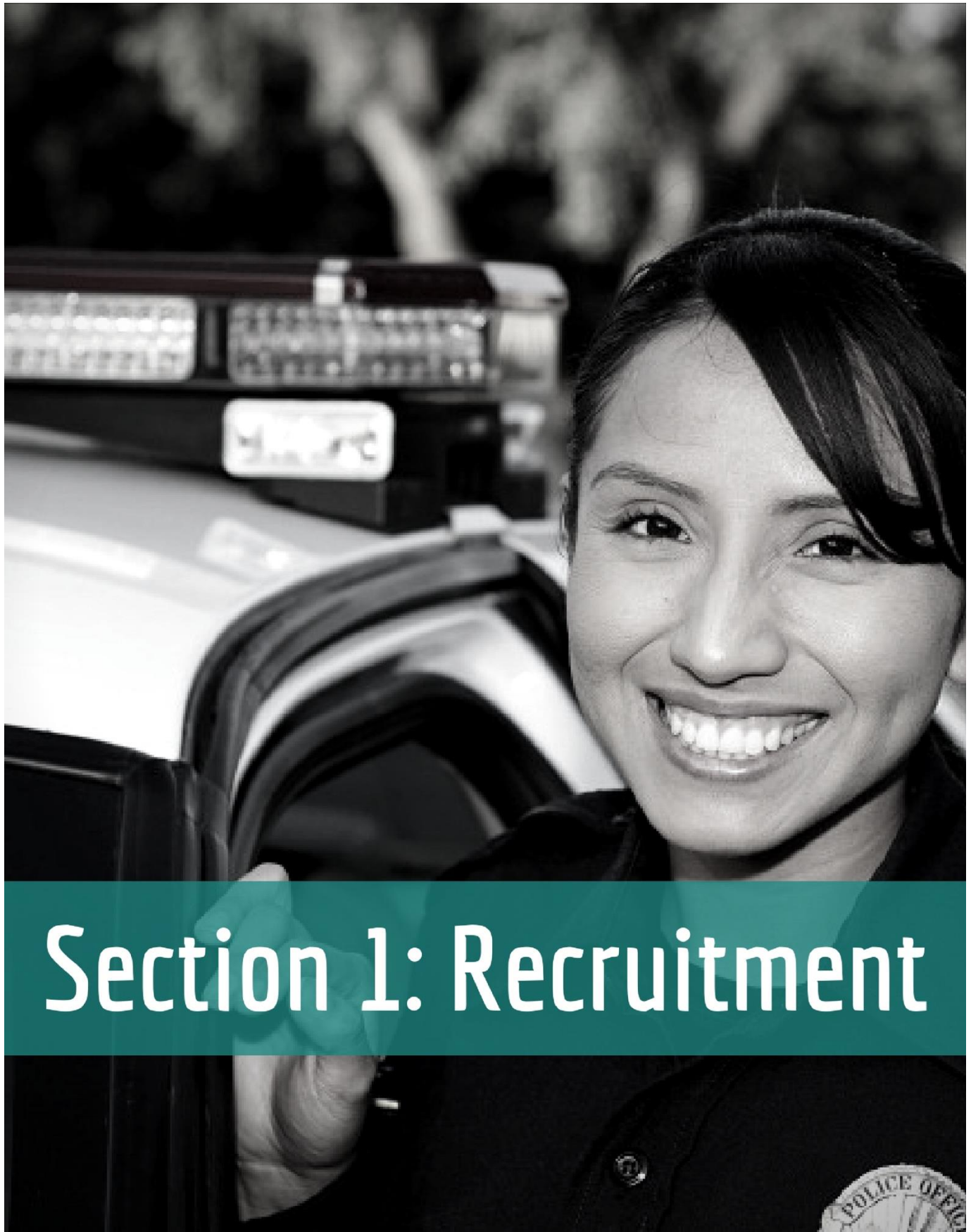
Section 1: Recruitment

Internal Analysis: Current Recruitment Landscape

Recruitment Process and Candidate Attrition

OPD aims to increase retention of POT candidates throughout the recruitment process, with a particular emphasis on retaining applicants from underrepresented populations. Figure 4 shows the number and sequence of steps in OPD's recruitment process, from the time that a candidate submits his or her application to the point of receiving an offer to attend the Academy. This lengthy recruitment process poses a challenge for maintaining a substantial and diverse candidate pool, as there are several points at which applicants can remove themselves from consideration. OPD also competes with other Bay Area police departments and risks losing candidates if other departments are able to move applicants through the recruitment process more quickly.

**Figure 4: Timeline of OPD Recruitment Process**
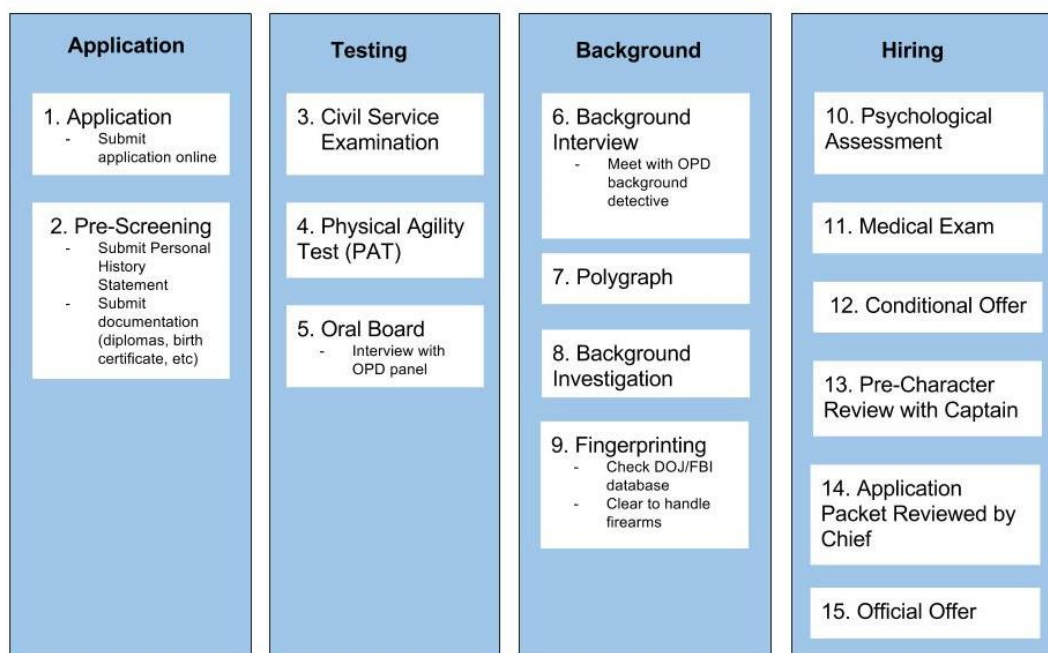
Source: OPD Staffing Reports, Interview with Recruiting and Backgrounds Team on March 7, 2017

Figure 5 below shows the percentage attrition during several key phases of the application process. For the 176th Academy, OPD received applications between February 1st and March 18th, 2016. The corresponding PAT was then hosted on April 9, 2016[13]. Therefore, a candidate who submitted his or her application in early February had to wait for two months before the next stage of the application process occurred. With the shrinking pool of qualified and interested applicants, neighboring police departments are often vying for the same candidates during their outreach and recruitment. Police departments that are able to move candidates forward more quickly have a significant advantage in retaining applicants during the early stages of the recruitment process.

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[13] Oakland Police Department Monthly Staffing Report, February 2017

Figure 5: 2016 OPD Attrition from Application to Basic Academy
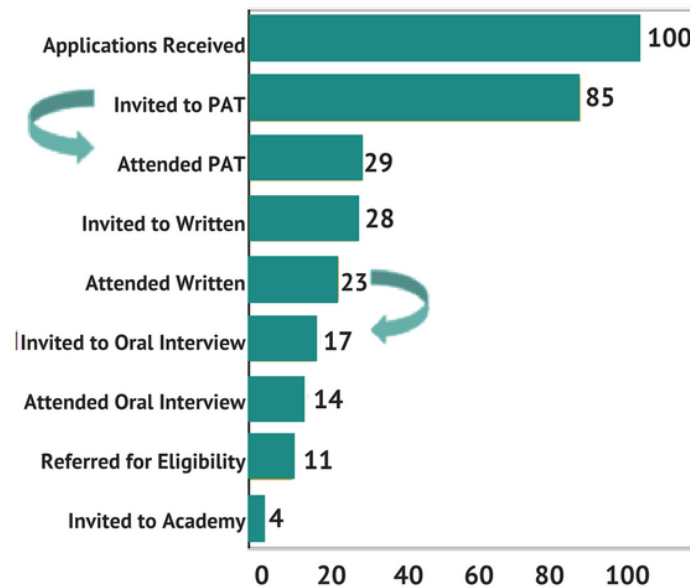
As can be seen above, the most significant attrition occurs between: 1) **Invited to PAT** and **Attended PAT**; and 2) **Attended Written Exam** and **Invited to Oral Interview**. 85% of applicants were invited to the PAT but only 29% of the total applicant pool attended, and the pool dropped from 23% to 17% between attending the written exam and being invited to the oral interview. The number of candidates invited to the Academy usually comprises 5% or less of the total applicant pool at the start of the process.

The large drop-off between being invited to and attending the PAT should be concerning for OPD because these candidates are self-selecting out of the recruitment process, rather than being eliminated by OPD recruiting staff for concerns about qualifications or cultural fit. Opting out of the process at this stage might be an indicator of character flaws in the candidate (e.g., a lack of commitment or poor time management skills), thus leaving the department with a better pool of candidates. However, there are reasons for which quality candidates may choose to abandon the OPD recruitment process prior to attending the PAT, namely considerations around the length of time between application submission and the PAT, or a lack of transparency and/or communication about the application process.

Increasing retention throughout the recruitment process, particularly in the early stages prior to the oral interviews, will ensure that OPD has a greater number of candidates to evaluate and compare as applicants advance through the background investigation and character review portions of the POT hiring process.

Figure 6 provides additional attrition data for the hiring process for the 176th Basic Academy. The hiring process is broken down into nine key steps (from application submission to Academy enrollment). For each hiring step, the table provides the following data: time frame/date of occurrence; number of candidates that participated; number of candidates that participated as a percentage of the total applicant pool; number of candidates not advanced as a percentage of the total applicant pool; number of candidates who reside in Oakland; number of Oakland residents as a percentage of the total applicant pool; and the percentage of Oakland residents not advanced in the process. OPD tracks attrition specifically for Oakland residents

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because department leadership and community members have advocated for OPD to hire more officers who live in Oakland and are therefore familiar with the city's history and culture. However, only four percent of Oakland residents who applied were ultimately invited to the 176th Academy.

Figure 6: Attrition of Candidates in 2016 Recruitment Process

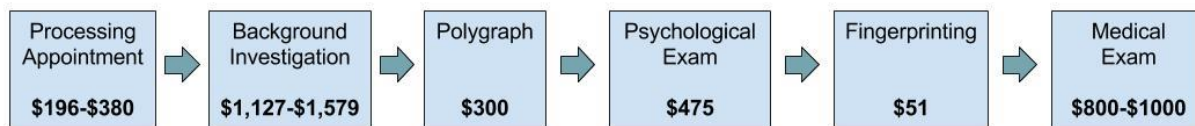| Police Hiring Steps: 176th Academy	Testing/Time Frame	Total	Percent of Total	Percent Not Advanced from Previous Round	Number of Oakland Residents	Percent Total of Oakland Residents	Percent Oakland Residents Not Advanced
Applications Received	2/1/2016 – 3/1/8/2016	744	100%	0%	138	19%	0%
Invited to PAT		631	85%	-15%	113	15%	-18%
Attended PAT	4/9/2016	218	29%	-56%	46	6%	-67%
Invited to Written		207	28%	-1%	45	6%	-67%
Attended Written	5/4/2016	171	23%	-5%	29	4%	-79%
Invited to Oral Interview		126	17%	-6%	26	3%	-81%
Attended Oral Interview	6/13/2016 – 6/14/2016	102	14%	-3%	22	3%	-84%
Referred to OPD on Eligibility List	7/1/2016 – 10/15/2016	80	11%	-3%	15	2%	-89%
Invited to Academy	10/31/2016	28	4%	-7%	6	0.81%	-96%
Graduated Academy	5/19/2017	TBD	TBD	TBD	TBD	TBD	TBD

Source: February 2017 Monthly Staffing Report

Recruitment Costs

OPD tracks the costs associated with recruiting a POT candidate from the background investigation stage onward. The background investigation, which takes 3-4 weeks for a sworn officer to complete, is arguably the most expensive and resource-intensive portion of the application process for the department. Sworn officers are paid approximately 20 hours of overtime to conduct the background investigation, as this is an additional task on top of their regular duties. Recruiting and Backgrounds personnel estimate that approximately 80 candidates go through the background investigation each Academy cycle. The cost breakdown for evaluating POT candidates beginning with the background investigation is shown in Figure 7 below.

Figure 7: Cost of Evaluating POT Candidates:

Processing Appointment $196-$380	→	Background Investigation $1,127-$1,579	→	Polygraph $300	→	Psychological Exam $475	→	Fingerprinting $51	→	Medical Exam $800-$1000

Sources: Monthly salary ranges from http://agency.governmentjobs.com/oaklandca and cost estimates from Tim Birch[14]

Given the line items above, it costs approximately **$2,949 - $3,785** to put one POT candidate through the application process from the point of the background investigation onward. The 28 candidates who received an invitation to the 176th Academy therefore cost the department **$82,572 - $105,980** after they reached the background investigation stage.

With an average of 80 candidates per cycle that reach the background investigation stage, OPD is spending $90,160 – $126,320 on background investigations alone.

As illustrated in the above flowchart of OPD's recruitment process (Figure 4), there are several steps prior to the background investigation that take additional time and resources: time for recruiting staff to screen the initial applications, reviewing personal history information, hosting and staffing the PAT, coordinating and administering the written examination, and scheduling and staffing oral board interviews. Since OPD receives several hundred applications for each Academy cycle, the initial stages of the application process require significant resources from the Recruiting and Backgrounds Team that are not reflected in the cost estimates provided above.

When OPD loses candidates during the application process, especially in the later stages, they forfeit the time and money that have been expended evaluating those candidates. It is imperative that OPD institute practices aimed at retaining qualified candidates through the application process so that the department does not waste resources on POT recruits who will not become sworn officers.

Recruitment Activities

OPD provides a list of its outreach and recruiting activities in the department's monthly staffing report. For February 2017, these activities included:

- Practice Physical Agility Test (20 attendees)
- CAL Maritime Job Fair (33 inquiries)
- OPD Youth Open House (48 attendees)
- Laney College Employment Center (19 inquiries)
- R&B PT Workshop (40 attendees)
- Youth Leadership Conference in Hayward (30 inquiries)[15]

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[14] Positions and time requirements estimated are the following: Processing Appointment: 2-3 hrs; Police Officer, Police Records Specialist, Police Personnel Operations Specialist; Background Investigation: 20 hrs Police Officer - Overtime (assuming 1.5x base pay)

[15] Oakland Police Department Monthly Staffing Report, February 2017

Despite OPD's limited staff and budgetary resources for recruitment, the department makes a significant effort to assist POT candidates during the hiring process. The department hosts regular workshops designed to prepare candidates for the PAT (practice PAT is hosted the first Saturday of each month), written examination, and oral boards. OPD also hosts a "Women in Law Enforcement" workshop to encourage female applicants. OPD lists these workshops on its website, but the event calendar is not always kept up to date. From the below chart (Figure 8), which shows the forums through which candidates learn about POT job openings, print advertising and job fairs bring in a small proportion of interested candidates.

The majority of applicants learn of the job opening through OPD's website, the City of Oakland website, other online postings, or through a friend or current OPD officer.

This suggests that OPD should focus first on improving its online recruitment materials before spending additional resources on print advertising or in-person recruitment/outreach events.

Figure 8: How OPD Applicants Learn About Open Positions:
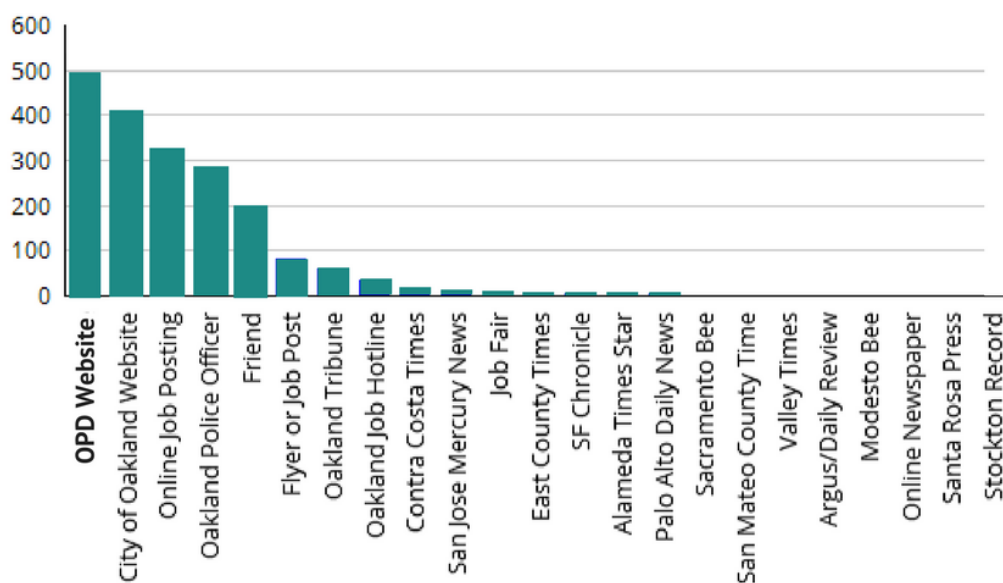
Source: OPD Data for the 170, 171, 172, 173, 174, and 175 Academies.[16]

Police Officer Incentives

The base salary for entry-level police officers at OPD is **$66,661.20** per year. Comparatively, the starting salary for San Francisco police officers is **$83,018** per year, and the Berkeley Police Department pays its recruits **$74,448** annually. Other Bay Area police departments are even more lucrative; San Jose signed a

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[16] Information received from 1857 applicants and compiled by Daphne Lee. Retrieved from 8/29/16 Ad Hoc Working Group on Police Recruitment, Final Report

new police contract in February 2017 that will increase police officer salaries by 20% over the next few years, bringing the minimum starting salary to approximately **$100,000**[17].

OPD Recruiting and Backgrounds staff recognize that SFPD is a direct competitor, stating that OPD loses many candidates to SFPD. Compensation is a significant factor for candidates who are evaluating job offers from multiple law enforcement agencies. With SFPD conducting their training academy more frequently and offering its POTs a higher base salary, OPD faces a challenge in remaining competitive for high-quality candidates.

Beyond the base salary for police officers, OPD offers several pay incentives that can be advertised to attract POT candidates and retain sworn officers as they progress in their careers:

- **POST Certifications:** There are three levels of POST Certifications, and OPD provides a pay increase for each additional level of certification acquired. The increase is 1.5% for intermediate certification and 4.5% for advanced certification.
- **Education Incentive**: Percentage increase in salary for having a Bachelor's (4.5% increase) and/or Master's degree (additional 5.5% increase)
- **Tuition Reimbursement**: Maximum $400 reimbursement, exact amount depending on letter grade earned in the course.
- **Uniform Allowance**: $400 for new employees; $800 per year thereafter.
- **Shift Differential Premium**: 6.25% increase on base salary for swing shift; 8.25% increase for graveyard shift.
- **FTO Incentive**: OPD provides incentives for officers to serve as Field Training Officers. Incentives include a 7.5% increase in base salary, an additional vacation day, and promotion points.
- **Bilingual Incentive**: $25 per pay period for a bilingual employee[18].

Such incentives are important factors for recruitment and retention, especially if officers are evaluating Academy offers from other departments or are considering transferring to another department after serving with OPD.

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[17] Salonga, Robert. "San Jose Police Plans 'aggressive' Recruitment after Contract Approval." The Mercury News, 08 Feb. 2017. Web.

[18] Memorandum of Understanding Between City of Oakland and Oakland Police Officers' Association. Effective July 1, 2015 through June 30, 2019.

Best Practice 1: Increase Access and Awareness of Information on Website

Police departments are recognizing the need to increase their web presence in order to attract POT applicants. Millennials are especially likely to use department websites and social media accounts as criteria by which to evaluate potential employers.[19] And, since POT applications are submitted online through the OPD website, it is guaranteed that every prospective applicant will navigate the department's website at some point. While OPD's website is functional, it is not as intuitive, clear, or strategic as other police websites that we evaluated in our research.

We researched police departments in major cities that are comparable to Oakland's diversity and size in order to source recommendations that could be implemented by the city's IT personnel. While continuity and sustainability are important for city's web presence, short-term and low-cost interventions in the form of standalone web editing platforms such as *Wordpress* and *Drupal* are often successfully utilized when cost and bureaucracy present barriers. As law enforcement agencies currently face many of the same recruitment challenges, it is important for OPD to remain competitive with neighboring police departments so as not to lose out on the already limited number of qualified candidates.

Best Practice 1a: Prominently Display Department-Specific Pay Incentives and Salary Scales for Sworn Officers

The "benefits" section of the OPD POT job description provides information about the benefits of being a City of Oakland employee (medical, retirement, life insurance, etc.), but does not provide an overview of OPD-specific benefits for sworn officers. Such benefits are listed above in the **Internal Analysis: Recruitment** section. Publishing an overview of pay incentives on the OPD website will provide interested individuals with a complete picture of OPD's compensation package beyond the base salary. Additionally, some of these benefits, such as the FTO and POST Certification bonuses, demonstrate the rewards of staying with the department long-term.

An example of this is the Memphis Police Department, which provides a clear overview of its pay incentives on its "Benefits and Salary" page, with the following introduction: "Memphis Police Officers are rewarded for their hard work and years of service with a competitive salary supported by health & retirement benefits. You can earn extra pay with the MPD if you qualify for lateral entry, college incentives, and/or educational benefits from the Veterans Administration (V.A.). Learn more below about your benefits and salary as a Memphis Police Officer.[20]"

OPD could easily include a similar statement on its website with a list of the pay incentives and associated amounts that are available to sworn officers. This would signal to candidates that there are ways to increase the POT base salary by taking on additional responsibilities (i.e., the FTO bonus), having or obtaining higher levels of education, or speaking multiple languages.

While OPD generally provides incentives that are comparable to or even greater than other departments, we noticed in our research that OPD's bilingual incentive is below average. For example, the Dallas Police

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[19] Callaghan, Eric. "How Millennials Use Social Media to Research Potential Employers." Verge Pipe Media, 10 Mar. 2016. Web.

[20] "Benefits & Salary." Memphis Police Department, n.d. Web. <http://www.joinmpd.com/benefits-salary/>.

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Department pays officers an additional $110-$150 per month for demonstrating proficiency in one of thirteen languages (see Figure 9 below). Comparatively, OPD offers a bonus of only $25 per pay period ($50 per month). OPD should consider increasing its bilingual pay to $100-$150 per month in order to provide greater incentive to bilingual applicants, who are especially valuable to OPD given Oakland's diverse and multilingual population. Alternatively, OPD could selectively apply this bilingual pay bonus to target specific languages that are most needed.

Figure 9: Dallas Police Department Benefits and Salary Page

More Information on Salary/Benefits

Education Pay. Officers with a bachelor's degree receive **$300.00 a month**. Officers without a college degree but with college hours above the minimum required 45 semester hours receive $12 per month for every additional 3 hours college credit up to a maximum of $240.00 per month.

Certification Pay. Officers with a TCOLE Intermediate Certification receive $200.00 per month. Officers with a TCOLE Master Certification receive **$500.00 per month**.

Language Skills Pay. Officers fluent in Arabic, Cambodian, Cantonese, Chinese, Hindi, Khmer, Korean, Kurdish, Laotian, Spanish, Thai, Urdu, or Vietnamese receive $110.00 or $150.00 per month depending on proficiency.

Shift Assignment Pay. Officers assigned to an evening shift receive an additional 3.5% of their hourly base pay rate. Officers assigned to an overnight shift receive an additional 6.5% of their hourly base pay rate.

Patrol Assignment Pay. Officers assigned to Patrol, Traffic, SWAT, Love Field Airport, and the Gang Unit receive patrol pay:

1. Officers with 6 years of service: $100.00 per month.

2. Officers with 8 years of service: $125.00 per month.

3. Officers with 10 years of service: $150.00 per month.

Field Training Officer Pay. Field Training Officers received $100.00 per month.

Detective Assignment Pay. Detectives receive $100.00 pEr month.

Overtime. Officers have the option of receiving either overtime pay or compensatory time when working longer than their standard workday. The overtime rate will be one and one-half times the regular rate of hourly pay for all time worked over the officers' standard work day. Off duty officers attending court are paid a minimum of two hours overtime. Compensatory time will be accrued at one and one-half hours for each hour worked over the standard workday.

Source: Dallas Police Department Website, Benefits and Salary,
http://www.dallaspolice.net/joindpd/Pages/SalaryBenefits.aspx

In addition, the salary progression available to an OPD officer is a major selling point for the department. This could be prominently displayed on the main recruiting page, not hidden in the official job announcement from human resources. As an example, the NYPD Recruit website clearly lists the pay scale that officers can expect to receive in the first 5 years, along with other benefits (Figure 10, next page).

Figure 10: Salary Progression from NYPD Recruit website

	SALARY	TOTAL
START	$42,500	$46,338
AFTER 6 MONTHS	$42,500	$48,250
AFTER 1.5 YEARS	$45,000	$51,027
AFTER 2.5 YEARS	$46,000	$52,137
AFTER 3.5 YEARS	$47,000	$53,248
AFTER 4.5 YEARS	$51,000	$57,690
AFTER 5 YEARS	$51,000	$64,220
AFTER 5.5 YEARS	$85,292	$102,304

SALARY: The total compensation below includes top base pay, longevity pay, holiday pay, and uniform allowance. *It does not include overtime.*

Source: NYPD Recruit, http://www.nypdrecruit.com/#benefits

Best Practice 1b: Publish an Application Process Timeline

Providing a step-by-step overview of the application process gives candidates a clear picture of what to expect after they submit their application. Given the length of time and number of steps involved in police hiring, it is important for departments to be transparent with potential applicants so that they have appropriate expectations upon entering the application process.

Several departments, such as San Jose and Sacramento, have adopted this strategy. Figure 11 below is taken from the San Jose Police Department (SJPD) website. On its information page for police recruits, SJPD includes a detailed description of the eight steps involved in the department's hiring process. The description for "Step #4" outlines the intermediary actions and the corresponding minimum scores needed in order to progress to the next step. Publishing an application process timeline may help OPD increase retention in the early stages of the recruitment process, especially the large drop-off that occurs between being invited to and attending the PAT.

Figure 11: Description of Hiring Process, San Jose Website

STEP #4: *WRITTEN and PHYSICAL AGILITY TESTS*

We will review your application. Once accepted, we will email you the webpage link to schedule the California P.O.S.T. PELLETB (written exam), WSTB (physical agility exam) and 1.5 mile run (testing fees may apply). To move forward to STEP #5, you must:

* Successfully complete the California P.O.S.T. Reading and Writing Test (PELLETB), with a "T-score" of 50 or higher.
* Successfully complete the California P.O.S.T. physical agility test also known as the Work Sample Test Battery (WSTB) with a score of 320 or higher. For more information about the WSTB course, please click here.
* Successfully complete the 1.5 mile run in 14 minutes or less

Source: San Jose website, http://www.sjpd.org/JoinSJPDBlue/RecruitApplicants.html

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Best Practice 1c: Use Calendar and Newsletter Tools to Publish Recruiting Events
OPD has a list of workshops on its website as well as social media accounts where it posts upcoming events, but it currently has no way to reach out or update potential recruits through these platforms. Furthermore, right now this information is buried on the bottom of the recruitment web page, and the city-wide calendar that sits on the left panel of every City web page does not list these workshops nor any recruiting events mentioned on the department's social media accounts.

By making event content more prominent and adding a calendar or newsletter subscription link for interested parties, applicants can more easily stay informed about upcoming events, and OPD recruitment will have a method of easily pushing out updates to its target audience. This could be easily accomplished by embedding a calendar with an RSS feed (such as Google Calendar) or syncing OPD events with the City's calendar application Trumba, in addition to posting a subscription link to a newsletter service such as Constant Contact or Mailchimp for non-event related news and updates.

Figure 12: Embedded Google Calendar with Recruitment Events, SJPD Website

Source: San Jose Police Department website, http://www.sjpd.org/JoinSJPDBlue/

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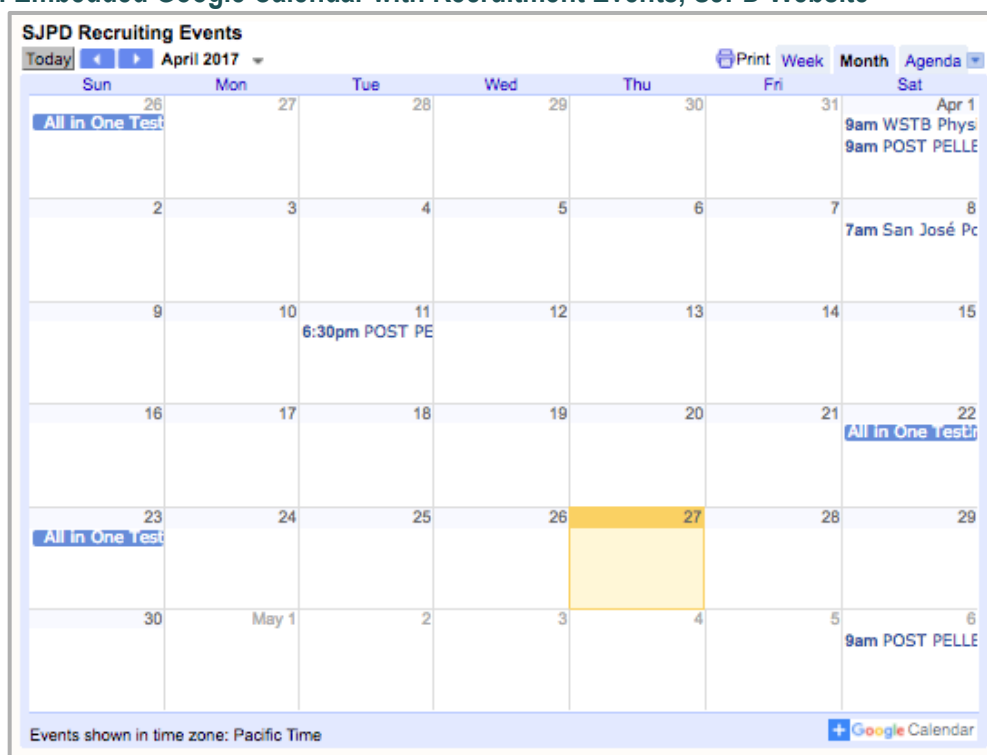
Best Practice 1d: Emphasize and Outline Variety of Career Path Opportunities

Communicating the variety of career paths available within the department can serve as an important recruitment and retention tool for potential applicants who are unaware of the diverse advancement opportunities within a career in policing, or for whom the prospect of being a patrol officer long-term is not appealing. This strategy has been adopted by organizations like the Philadelphia Police Department website includes a "Career Progression" page that outlines the career path opportunities available to police officers as they advance in seniority. The page lists the testing requirements and qualifications, job responsibilities, and pay increase associated with each progression in rank.

Figure 13: Career Progression Page, Philadelphia Website

Source: Philadelphia Police Department website, https://joinphillypd.com/index.php/salary-benefits/career-progression

Best Practice 1e: Create Dedicated Pages that Showcase Role Models and Resources for Underrepresented Groups

While Oakland does offer a *Women in Law Enforcement Workshop*, the event is buried on the bottom of the website and there are no female officers depicted on the careers page. As frequently mentioned in recruitment literature and throughout this report, Oakland's police officers are its best recruiting asset. OPD should make additional efforts to spotlight mentors and role models for recruits from underrepresented populations in an effort to make clear that the department is accessible and welcome to these candidates.

One such effort that is common on many department websites is a page dedicated to women in the department. Seattle, Tucson, San Antonio, Phoenix, and Los Angeles, among others, have pages dedicated to highlighting the unique perspectives, challenges, and accomplishments of women in law enforcement. These pages include features such as describing the unique skills that women bring to the job, offering stories and biographies from female officers, listing benefits and events targeted at female recruits, and providing details for contacting female police officers.

Dedicated webpages can have significant recruitment results: After adding a page showcasing SJPD women, San Jose claims to have increased the percentage of female POTs in the academy from 8% to 50% in a year.[21]

Figures 14 and 15 provide two examples of webpages targeting female candidates by providing visible role models.

Figure 14: LAPD Recruitment webpage
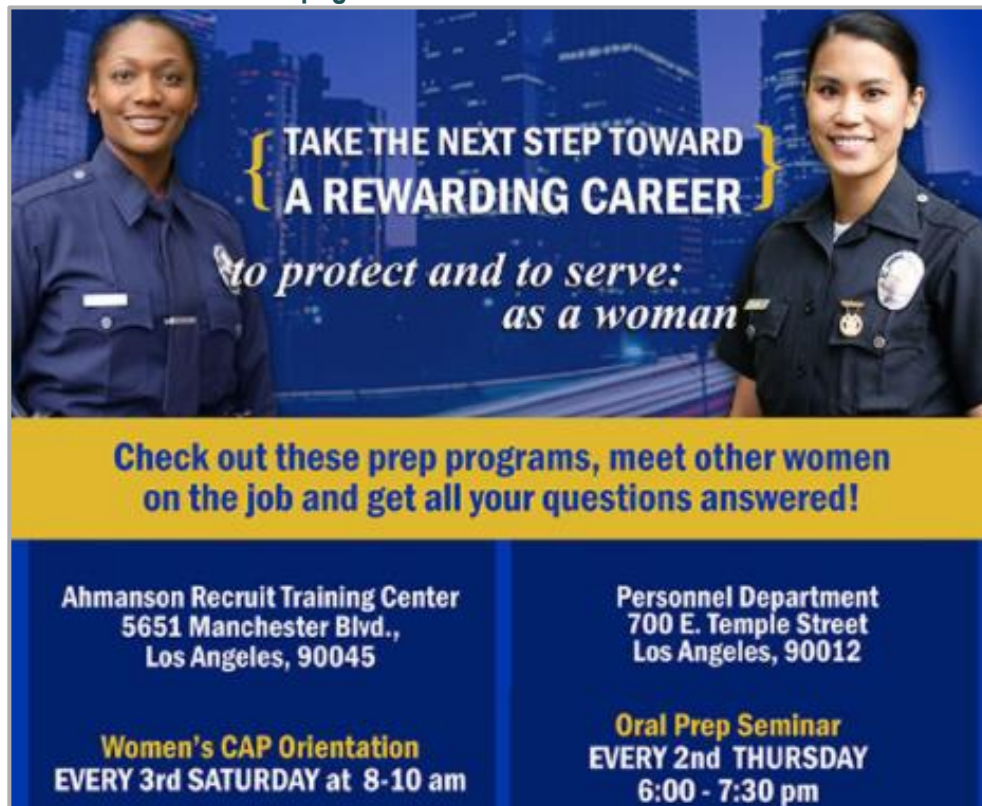
Source: Los Angeles Police Department website, http://www.joinlapd.com/recruitment.cfm?section=lapdwomen

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[21]Pell, Stephanie K. "A Guide for Campus Law Enforcement Agencies: How to Recruit Female Officers." Berkeley Technology Law Journal 27.1 (2012): 117-95. The Institute for Family Violence Studies College of Social Work, Florida State University. Web. <http://familyvio.csw.fsu.edu/wp-content/uploads/2015/04/A-Guide-for-Law-Enforcement-Agencies_4-2updatedfinalreduced.pdf>.

Figure 15: Women in Law Enforcement, Phoenix Police Department Website

Source: City of Phoenix Police Department website, https://www.phoenix.gov/policesite/Pages/Women-in-Law-Enforcement.aspx

Best Practice 2: Re-Invest in Programs with a Track Record of Success

OPD is underrated as a department dedicated to innovation and cutting-edge reforms. From its leadership on crowd-management techniques and body cameras to its implicit bias and procedural justice training, the organization is clearly dedicated to bringing in new ideas and deserves to be recognized for these efforts. In fact, some of the best practices that our team discovered were policies that OPD had previously utilized, but has since deemphasized, while others have yet to be fully developed.

Best Practice 2a: Formalize and Advertise the Pre-Hire Program to POT Candidates

OPD currently has a Pre-Hire program that enables the department to hire new POTs prior to starting the Academy and have them complete basic tasks or projects for the department. The primary purpose of this program is to avoid losing candidates after the department has invited them to the Academy. Members of the OPD Recruiting and Backgrounds Team pointed out that the department regularly loses candidates to other law enforcement agencies, particularly the San Francisco Police Department, because competing agencies host their training academies more frequently. For example, OPD hosts the Academy twice per year, while SFPD hosts 6-7 academies per year.

When candidates receive Academy offers from multiple departments and are evaluating their choices, the Academy start date is often a key factor for financial reasons. The Pre-Hire program therefore serves as a retention tool at a key point in the recruitment process and mitigates the potential loss of thousands of dollars that have been invested in vetting the candidate. It also provides the candidate with valuable experience and an inside look at what it will be like working for OPD prior to starting the Academy.

Formalizing the Pre-Hire program and advertising it in the department's recruiting materials might encourage more applications from individuals who have financial concerns surrounding the frequency of OPD's Academy. We did not encounter any other police departments who advertise their Pre-Hire programs as incentives for potential recruits. The Albuquerque Police Department website includes a "latest news" post from December 2015 that reads, "Applicants who successfully complete APD's selection

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process are eligible for pre-hire prior to the start of a cadet academy."[22] This was the most visible mention of a Pre-Hire program that we found during our research.

The Pre-Hire program at OPD has been scaled back recently, but we recommend expanding and formalizing this program and advertising it as a benefit to all POT candidates. The Pre-Hire program is not currently advertised to POT candidates; rather, it is an option that the department can utilize if an individual applicant is on the verge of accepting an offer from a competing police force.

Use of this program has been limited due to budgetary concerns. Pre-hires are paid the same as POTs (**$5,555.10/month**), so this program would be a significant expenditure for the department if it were to be utilized more widely. However, the cost of the program needs to be viewed in the context of overall recruitment costs: approximately $2,949 - $3,785 per officer for the background investigation through medical exam alone.[23]

Recruiting a candidate who ultimately accepts an offer from another law enforcement agency represents a net loss to the department, as significant staff and budgetary resources are spent on the candidate during the application process.

These dollars could instead be used to retain quality candidates by expanding the Pre-Hire program. Total recruitment costs for an individual candidate are comparable to, or perhaps greater than, providing one month's salary through the Pre-Hire program. The department undoubtedly derives greater benefit from paying and retaining a new POT through the Pre-Hire program than from losing the candidate, and the costs of recruiting that candidate, to another agency. Therefore, OPD should request additional funding from the City to expand the Pre-Hire program, using the loss of recruitment money and resources as evidence of the program's return on investment.

Best Practice 2b: Re-establish an Employee Referral Program
Research on employee referral programs has found that these programs are influential in attracting candidates, and that applicants who are referred by an existing employee have higher success rates in the hiring process. One potential reason for the higher success rate of internally-referred candidates is that current employees know the qualities and skills that are necessary for the job, and therefore refer people who they believe possess these qualities. For law enforcement specifically, another benefit of referral programs is that, if the referring officer has ongoing communication with the candidate, the recruit gains a better understanding of the duties and demands of being a police officer, which helps align expectations prior to starting the Academy.[24]

Employee referral programs are especially important for public sector employers because they may not be able to compete with the private sector in terms of salary and fringe benefits. Many police departments offer a monetary bonus or other incentives to officers who successfully recruit and mentor a POT candidate through the application process.

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[22] "Pre-Hire Program." Albuquerque Police Department, 15 Dec. 2015. Web. <http://apdonline.com/latest-news.aspx?a54e222d89734ad881bc740cfbb1eebablogPostId=4a0e15a10fff45d2bdcec1e78f6bdbc5>

[23] We were unable to obtain cost estimates for the entire recruitment process through the Academy invitation.

[24] Wilson, Jeremy M. Strategies for Police Recruitment: A Review of Trends, Contemporary Issues, and Existing Approaches. Rep. 1st ed. Vol. 14. East Lansing: Law Enforcement Executive Forum, MI. Web.

In fact, OPD had an employee referral incentive during the department's hiring boost that occurred prior to the Great Recession. According to a report from RAND, Oakland launched an advertising and recruitment initiative that included a $1,000 bonus for officers who recruited and mentored a POT recruit.[25] Per OPD Research and Planning leadership, the department no longer offers this incentive and does not currently have a formal employee referral program.

Examples of police department employee referral programs/incentives include:

- **Seattle Police Department:** 1 additional vacation day to officers for each referral who is ultimately hired.[26]
- **Atlanta Police Department:** $500 bonus for City of Atlanta employees who refer a POT recruit. $250 is awarded when the recruit is hired, and the remaining $250 is awarded once he/she successfully completes the training academy[27].
- **Charlottesville Police Department:** $200 bonus and 1 day of administrative leave for City of Charlottesville employees who recruit a POT candidate[28].

A combination of a modest (e.g., $200-$500) recruitment bonus and an additional vacation day would create a compelling incentive for current officers to actively engage in recruitment while containing the costs of the employee referral program. OPD could limit the number of referral bonuses available to each officer (e.g., officers are eligible for up to two referral bonuses per year).

Best Practice 2c: Investment in Merritt College's Pre-Academy Program
Merritt College's Administration of Justice Department launched a pre-Academy program in 2015 under the leadership of former OPD Chief Howard Jordan and former OPD officer Margaret Dixon. The 17-week program, currently in its third year, hosts evening classes taught by members of OPD and Alameda County Sheriff's Office.

The Pre-Academy program was designed to better prepare recruits for the OPD application and training process, especially among local students from underrepresented populations. They have designed their curriculum around subjects that failed applicants and POTs have traditionally struggled with, including driving, report writing, field training, and community engagement. According to Department Chair Margaret Dixon, the majority of their students are from Oakland, want to work in Oakland, and have been trained in community engagement with Oakland residents.[29] This is an incredibly valuable and rare resource for a police department to have access to, and creates a recruitment pipeline that can serve Oakland going forward with proper development and investment.

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[25] Wilson, Jeremy M. "Police Recruitment and Retention for the New Millennium: The State of Knowledge". Santa Monica, Calif.: RAND, 2010. Print.

[26] "An Assessment of the Seattle Police Department's Community Engagement: Recruitment, Hiring, and Training." Seattle Police Department. Ed. Anne Bettesworth. Seattle Community Police Commission, 1 Jan. 2016. Web.

[27] "Recruiting: Employee referral program procedures." Atlanta Police Department, n.d. Web
<https://www.joinatlantapd.org/referral.htm>

[28] "Recruiting: Employee referral program procedures." City of Charlottesville, Virginia, n.d. Web
<http://www.charlottesville.org/departments-and-services/departments-h-z/police-department/employment-opportunities/city-internal-police-recruitment-program>

[29] Interview: Margaret Dixon, April 2017

While the program is currently soliciting funding from the Mayor's Office, OPD should do all that it can to collaborate with the program and support its integration with OPD. While its students have a strong preference for working in Oakland, they are a valuable commodity, and the program is being approached by numerous regional law enforcement agencies about developing relationships of their own.

The program has yet to develop a robust data infrastructure for tracking its impact and performance, but Howard Jordan estimates that 85% to 90% of the students in the current class are interested in working at OPD, 8 of their 25 current students are in the application process with OPD, and that 3 out of the 60 students that have completed the program graduated the Academy at OPD.[30] In addition to expanding collaboration with this program, we recommend OPD implement a standardized data collection process to better track – and continue to improve upon – the program's success.

Best Practice 3: Develop Recruiting Workshops for Second-Career POT Applicants

Police departments everywhere are recognizing that today's POT candidates have different goals, motivations, and characteristics than in decades past. One such difference is the increase in second-career applicants (i.e., candidates who have worked in other industries/sectors and are now seeking a career change to law enforcement). Police departments began to notice an increase in the number of second-career applicants following the 2008 recession. As private sector jobs were eliminated, job seekers turned to public sector positions, including policing, that were seen as more immune to the recession.[31] OPD Recruiting and Backgrounds personnel confirmed that they are seeing an increase in second-career applicants, mirroring the national trend.

While many second-career applicants undoubtedly add value to OPD through their diverse skills and prior work experiences, OPD should provide additional resources to these applicants to help them translate their skills and perspectives to the environment and demands of law enforcement. The transition to law enforcement may also be more difficult for second-career applicants because of work-life balance considerations. Research has identified the need to provide targeted training for second career applicants, but we did not find any evidence of police departments that advertise special resources or training for these applicants. One way that OPD can help second-career applicants succeed is to host workshops throughout the recruitment process. Such workshops would be designed to help second-career applicants identify the values and skills they developed in their prior careers, and then provide tools for translating these values and skills to the job responsibilities and organizational culture of OPD.

The overall goals of these workshop(s) would be to:
- Anticipate the challenges that second-career applicants will face in adjusting to law enforcement culture.
- Help second-career applicants overcome these challenges by providing additional resources and guidance (setting expectations for the Academy and beyond).
- Assist second-career applicants in identifying their unique strengths and skills, and the ways in which they will add value to the department.

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[30] Interview: Howard Johnson, March 2017

[31] Wilson, Jeremy M. Strategies for Police Recruitment: A Review of Trends, Contemporary Issues, and Existing Approaches. Rep. 1st ed. Vol. 14. East Lansing: Law Enforcement Executive Forum, MI. Web.

- Identify the goals and motivations of second-career applicants and determine whether they are aligned with the mission and needs of the department.
- Retain more second-career candidates throughout the application process.

Features of the workshop(s) could include:
- Guest speakers: current OPD officers who entered law enforcement as a second career.
- Exercises or assessment tools to identify skills, values, strengths, etc.
- Small group discussions (perhaps facilitated by Recruiting and Backgrounds personnel or current patrol officers).
- Buddy system: pair applicants who come from similar careers/industries.
- Mentorship: match applicants with a current officer who entered law enforcement as a second career.

Best Practice 4: Offer Family-Friendly Benefits for Patrol Officers

As OPD explores means of increasing recruitment and retention within non-traditional and underrepresented populations, we recommend expanding family-friendly benefits for patrol officers.

Since only 13% of OPD's sworn officers are female, increasing the number of female recruits is a high priority within the department's broader goal of increasing the diversity of its force. In a male-dominated profession with long and inflexible hours, recruits with family responsibilities arguably face a greater challenge in meeting the job's demands.

One option to expand job flexibility – and increase recruitment of women and single parents – is to offer per-diem (part-time) shifts options. While per-diem options are permitted by California POST, OPD does not currently utilize this option. Offering per diem shifts might attract underrepresented candidates whose schedules are less likely to permit the full-time 10-12 hour shifts.

Examples of flexible shift programs include the Sacramento Sheriff's Department's on-call reserve deputies,[32] as well as the Santa Clara Police Department's per diem positions. Additionally, the Seattle Police Department allows sworn officers working uniformed patrol with at least three years of experience to adopt a part-time work schedule for one year (with the possibility of extending the term)[33] and the Portland, Oregon Police Bureau, in cooperation with the Portland Police Association, has a part-time agreement for officers looking to job-share.[34]

While extensive research and examples of other successful family-friendly policies within police departments was limited, our team was able to find a report from the National Center on Women and Policing that provides support to additional efforts that could attract single parents and individuals with young families to the department. In addressing pregnancy leave, this report recommends that departments

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[32] "Deputy Sheriff on Call." Government Jobs, n.d. Web
<https://www.governmentjobs.com/careers/sacramento/jobs/470633/deputy-sheriff-on-call>
[33] "Police Officer Candidates' Frequently Asked Questions." Police Officer Candidates' Frequently Asked Questions - Police. Seattle Police Department, n.d. Web. <http://www.seattle.gov/police/police-jobs/about-police-jobs/frequently-asked-questions>.
[34] "Recruiting & Retaining Women: A Self- Assessment Guide for Law Enforcement." (n.d.): n. pag. National Center for Women & Policing. Web. <https://www.ncjrs.gov/pdffiles1/bja/185235.pdf>.

offer generous unpaid leave that is counted toward an officer's seniority and does not negatively affect performance reviews or advancement opportunities, while also offering a pregnant officer the option of a light-duty assignment (modification of duties or transfer to different role) in order to avoid the financial hardship of taking unpaid leave.
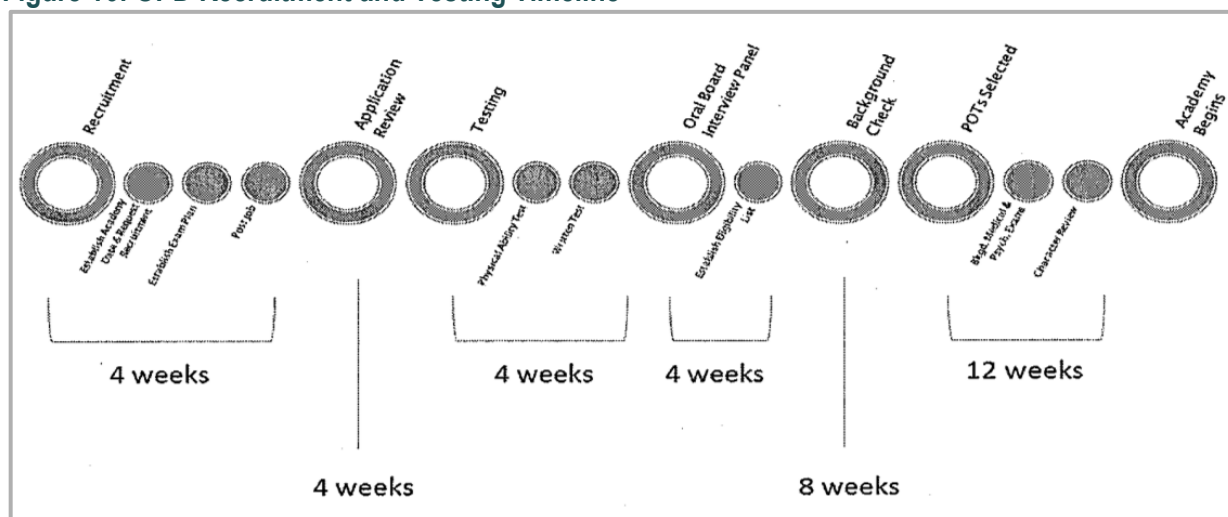
Additionally, the report recommends that departments explore the feasibility of proving or subsidizing affordable, on-site child care for patrol officers. The Portland Police Bureau runs a state-certified childcare center at its headquarters through a program called The Day Watch. It is open from 6am to 6pm, Monday through Friday.[35]

Best Practice 5: Continue to Streamline the Application Process

OPD has made significant strides to shorten the length of the application process and utilize efficient programs such as the National Testing Network, but there are still gains to be made to prevent top recruits from being lost to neighboring departments. Figure 15 shows the OPD's current recruitment and testing timeline. A RAND report titled *Improving Los Angeles Police Department Recruiting* found that increasing collaboration amongst background investigators and personnel analysts, tracking all applicant information in a single database, and providing training focused on improving consistency in applicant evaluation enhanced their overall productivity.

Borrowing from private industry, potential recruits could be managed similarly to leads in a sales division of a company, and each step of the process could be paired with a productivity goal against which staff would be evaluated. The same report also suggests experimenting with more flexible resource allocation based on recruitment needs, focusing staff attention on marketing and recruiting when application levels are lower, and reallocating some of those resources toward background investigations when application levels are high.

Figure 16: OPD Recruitment and Testing Timeline

Source: 8/29/16 Ad Hoc Working Group on Police Recruitment Final Report

[35] "Recruiting & Retaining Women: A Self- Assessment Guide for Law Enforcement." (n.d.): n. pag. National Center for Women & Policing. Web. <https://www.ncjrs.gov/pdffiles1/bja/185235.pdf>.

A second RAND report recommends that departments identify key characteristics that are associated with successful applicants in order to better prioritize limited staff resources and manage the applicant workflow. Creating a predictive model like this also allows a department to consider agency priorities such as gender and racial diversity in the priority score ultimately assigned to each applicant.

Finally, OPD should consider establishing a "fast track" process for top candidates in order to decrease the time required to make a formal offer and better compete with agencies that run academies at more frequent intervals. For example, the City of Phoenix Police Department advertises a Fast Track Program for out-of-state active duty military personnel and veterans on their website (see Figure 17), but this could potentially be utilized for other competitive applicants that the agency would like to recruit, such as women and people of color.

Figure 17: Fast Track Program, City of Phoenix Police Department Website

	Standard Recruit Applicant Processing	Fast Track Program for Out-of-State Active Duty Military Personnel and Veterans
Before travelling	• Register for Written Exam	• Prescreening *Contact a Recruiter • Submit Background Packet • Receive Invitation to Program • Register for Written Exam • Make Travel Plans
1st Trip	• Take Written Exam • Physical Agility Assessment	• Take Written Exam • Physical Agility Assessment • Background Interview w/ Detective • Polygraph
2nd Trip	• Background Interview w/ Detective • Polygraph	• Psychological Exam • Medical Exam • Controlled Substance Screening • Physical Agility Update *If needed
3rd Trip	• Psychological Exam • Medical Exam • Controlled Substance Screening • Physical Agility Update	*3rd Trip Not Needed*

Source: City of Phoenix Police Department website[36]

Best Practice 6: Make Intentional Efforts to Recruit Underrepresented Populations

When the NYPD conducted a survey of 11,000 applicants in 2013, they found that applicants listed the length of the process, the lack of support for applicants, and the lack of transparency in how the process

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[36] "Active Duty Military Personnel and Veterans Benefits." City of Phoenix. N.p., n.d. Web. <https://www.phoenix.gov/police/joinphxpd/military-personnel>

works as the primary barriers that led them to discontinue the process.[37] A study conducted on applicants to the Rochester Police Department between 2000 and 2008 revealed that 71% of the minority candidates failed the background process, while just 53% of white candidates failed.[38]

If OPD is serious about diversifying the demographic composition of its force and increasing recruitment in an unfavorable job climate, they will need to undergo an in-depth assessment of their current hiring process. Using a systematic and data-driven approach, the department can measure their progress and uncover any potential issues or outdated procedures that might be disproportionately affecting certain populations.

In an effort to decrease bias in their hiring process and diversify their force, the San Diego Police Department applied this process, starting with a detailed workflow map of how officers made it from application to Academy (see Figure 18 below). After completing their analysis, SDPD learned that it needed to make its recruitment information easier to find, that recruiters should follow-up with women and people of color who dropped out of the process, that the department should consider making the initial background review race-blind while continuing to track applicant race, and that it lacked sufficient transparency and standardization in its background reviews and oral board interviews.

Figure 18: The San Diego Police Department Hiring Process (Phase 1)
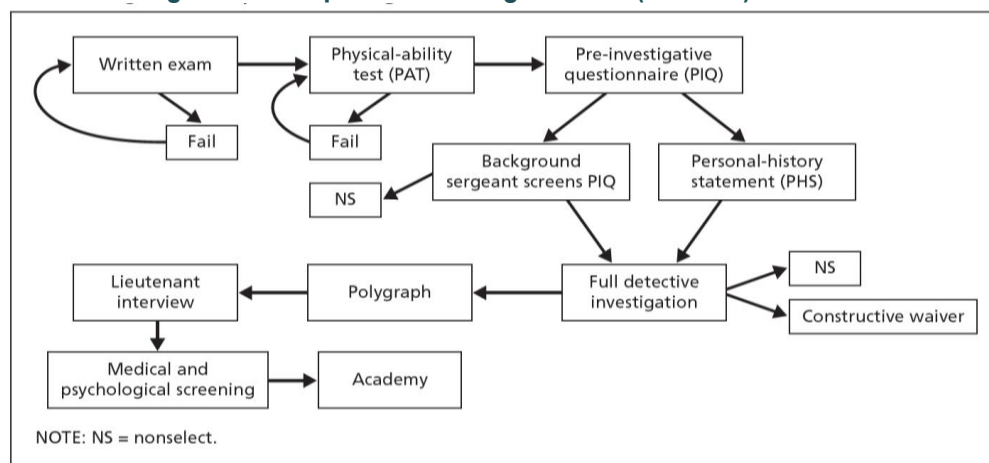
Source: RAND Corporation - Identifying Barriers to Diversity in Law Enforcement Agencies[39]

Figure 19 (next page) demonstrates a rough outline of how the OPD could structure a similar review. After clearly detailing the stages of its hiring process, such as in the example shown in Figure 18, the department would establish goals or benchmarks for where it would like to be in term of demographic representation within its force (Phase 2 in Figure 18).

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[37] "Statement by Police Commissioner William Bratton on Minority Recruitment." NYPD News. N.p., n.d. Web. <http://nypdnews.com/2015/06/statement-by-police-commissioner-william-bratton-on-minority-recruitment/>
[38] Comeau, Michelle, and John Klofas. "The Police Recruitment Process: Rochester, NY." Rochester Institute of Technology, Apr. 2010. Web.
[39] Matthies, Carl F., Kirsten M. Keller, and Nelson Lim. Identifying Barriers to Diversity in Law Enforcement Agencies. Santa Monica, CA: Rand Corporation, 2012.

It can then compare its demographics to these benchmarks (Phase 3). Should the department find it is falling short of those benchmarks in its demographic breakdown, it would then conduct an analysis of its process to identify potential barriers that result in certain populations being underrepresented amongst their staff (Phase 4). These barriers could then be removed or addressed (Phase 5). This process must be become established and executed at regular intervals in order to sustain long-run successes.

Figure 19: The Barrier Analysis Process
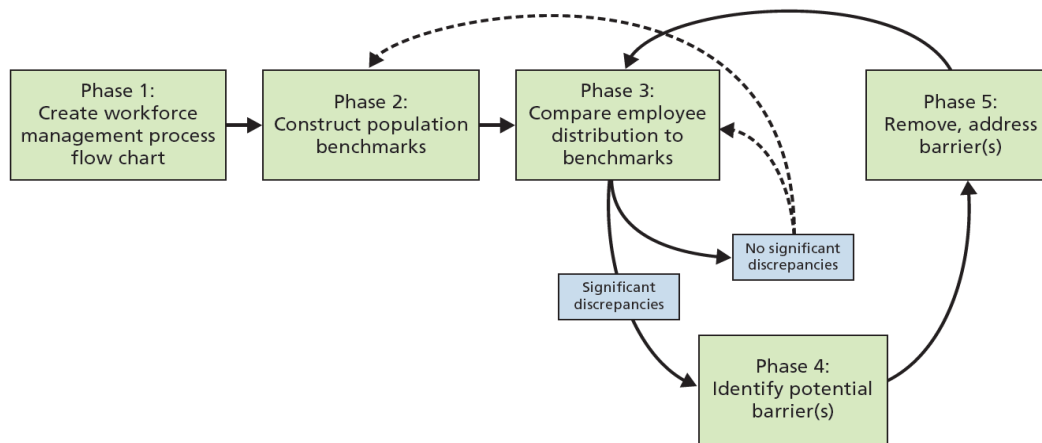
Source: RAND Corporation - Identifying Barriers to Diversity in Law Enforcement Agencies[40]

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[40] Matthies, Carl F., Kirsten M. Keller, and Nelson Lim. Identifying Barriers to Diversity in Law Enforcement Agencies. Santa Monica, CA: Rand Corporation, 2012.
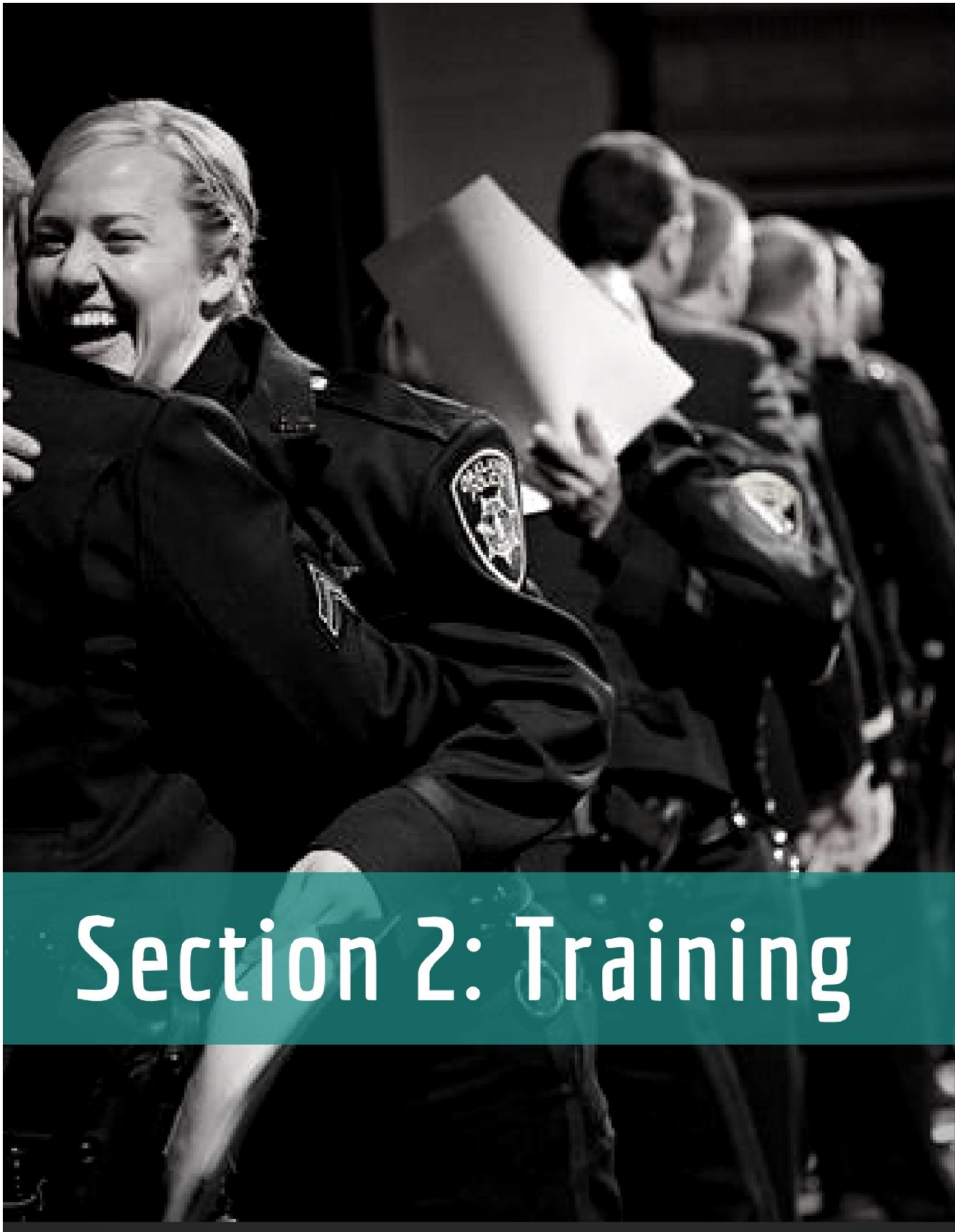
Section 2: Training

Attrition of Police Officer Trainees: OPD Basic Academy

OPD is concerned that it is losing too many officers in the Basic Academy, particularly female and minority POTs. OPD accurately began tracking data with the 166th Basic Academy in 2012, and has subsequently identified the primary points of attrition.[41] While the causes for removal vary, the main reasons are the Arrest and Control learning domain (LD), the Emergency Vehicle Operations Course (EVOC), injuries, and personal reasons.

Figure 20: OPD Basic Academy Training Failures, 2012 - 2017
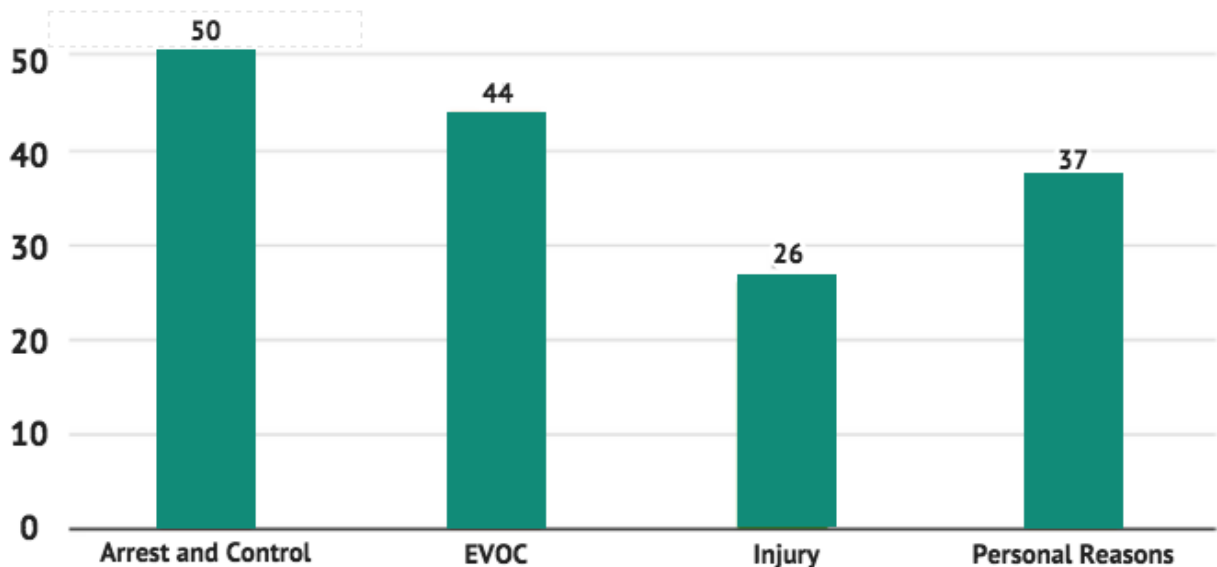
Source: OPD Training Section Basic Recruit Academy Attrition Analysis

For each point of attrition, the Training Section has already provided recommendations to OPD leadership for mitigating further losses. OPD not only abides by the California Commission on Peace Officers Standards and Training (POST), they often add additional training measures. While this perhaps creates a more difficult academy, it also produces more thoroughly trained officers.

The number of officers who leave OPD for "Personal Reasons" is nearly equal to that of the SFPD's highest failure category (Simulations).

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[41] OPD Training Section Basic Recruit Academy Attrition Analysis

Figure 21: SFPD Basic Academy Training Failures, 2013 – 2016

Bar chart showing training failures: Simulations 38, EVOC 18, Injury 14, Written Exams 10.
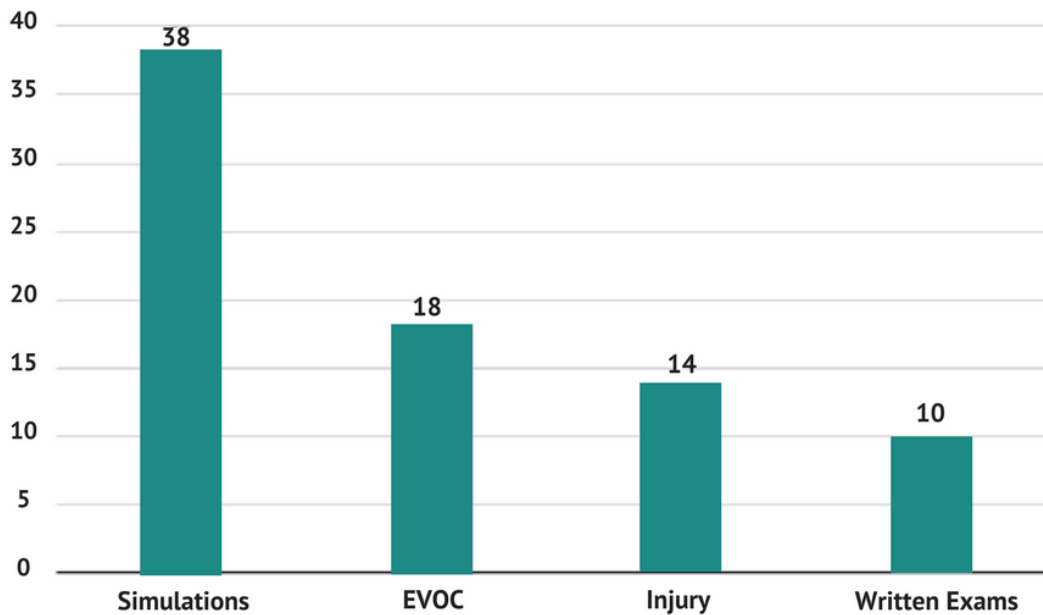
Source: COPS 2016, An Assessment of the San Francisco Police Department

As a point of comparison, the EVOC training is also a significant problem in the SFPD (See Figure 21). [42] Our team compared the OPD Basic Academy attrition data with that of the SFPD Basic Academy.[43] From February of 2013 to June of 2016, SFPD separated **116** POTs. During a similar timeframe, OPD separated **165** POTs from the 166th Basic Academy in 2012 to the 176th Academy in 2017[44].

It should be noted that while OPD lost more POTs over a longer period of time than SFPD, the demographic separation rates are relatively similar. While our team was unable to deeply analyze the OPD Basic Academy, we used the available data to identify that the OPD's gender and racial minority POTs are not removed at an unusual rate (see Figures 22 and 23).

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[42] COPS Office. 2016. An Assessment of the San Francisco Police Department: Executive Summary, Findings, and Recommendations. Collaborative Reform Initiative. Washington, DC: Office of Community Oriented Policing Services
[43] Ibid

[44] There is a separate document, OPD "Training Section Basic Recruit Academy Attrition Analysis," that lists 201 POTs separated from the 166th to 176th Basic Academies. However, because there was no accompanying demographic data with that list, the GSPP team used the 165 POT figure for the side-by-side analysis. All the Oakland PD training attrition data referenced in this report can be found at the following link:
https://app.box.com/s/es1iyfoxeh3q8etuiipuhb7b6syxd6y7

Figure 22: OPD and SFPD Separations by Race or Ethnicity

Oakland Police Department

Other 6%
Asian 16%
White 31%
Hispanic 26%
Black 21%

San Francisco Police Department

Other 7%
Asian 22%
White 32%
Hispanic 28%
Black 12%
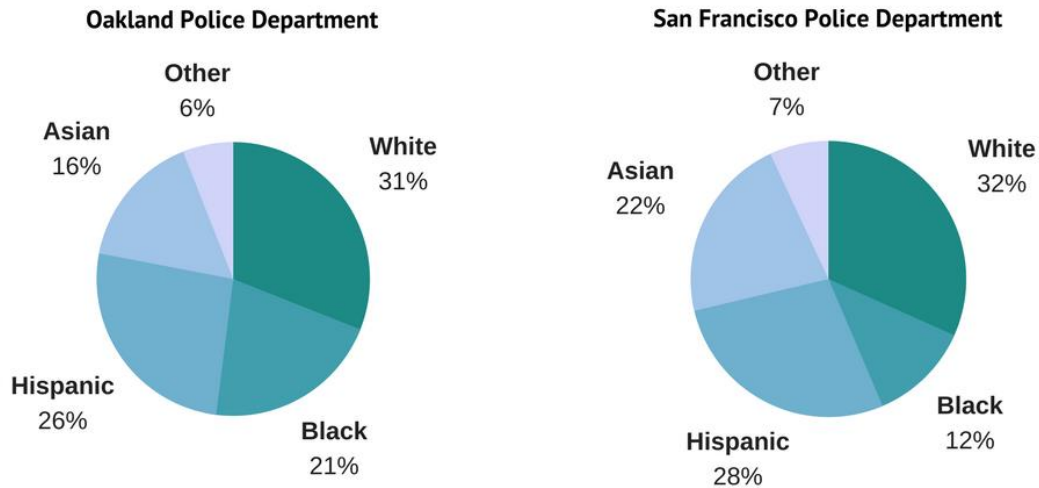
Source: "OPD POT Fail Rate Data" (Microsoft Excel Spreadsheet)

Figure 23: OPD and SFPD Separations by Gender

Oakland Police Department

Female 30%
Male 70%

San Francisco Police Department

Female 24%
Male 76%
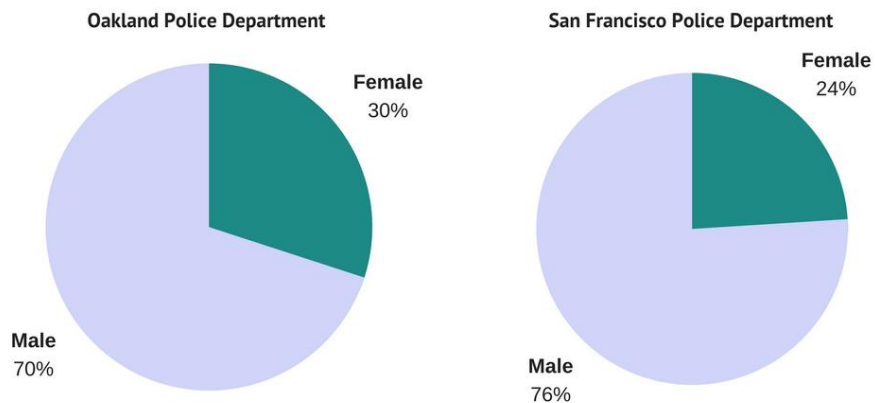
Source: "OPD POT Fail Rate Data" (Microsoft Excel Spreadsheet)

The average OPD attrition rate from Basic Academy is 35%. This is higher than the average attrition rate for police academies in the state of California (21%) and college-based academies (26%).

Figure 24: Police Basic Academy Average Attrition Rates
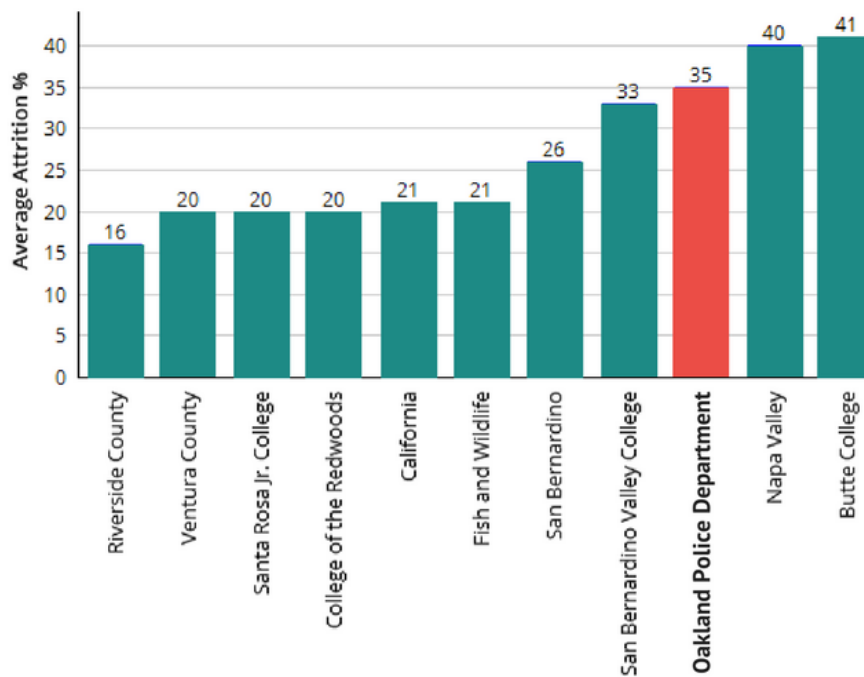
Source: OPD Training Section Basic Recruit Academy Attrition Analysis

While the OPP Basic Academy's overall attrition rate is higher than average, this may be because the Academy is more difficult or has greater control over the quality of recruits it decides to pass onto Field Training. Lastly, it may be worth future analysis to determine why attrition rates are not more similar across classes and whether any of the recommendations already made by the OPD Training Section, in addition to our recommendations made in this report, reduce the number of POTs being removed for Personal Reasons.

Attrition of Police Officer Trainees: OPD Field Training Program

OPD is also concerned that they are losing too many Probationary Officers during Field Training. OPD has accurate Field Training data for a three-year period from 23 March 2014 to 23 March 2017. There are four reasons for separation: Voluntary Resignation (VR) in lieu of being released from the program; Voluntary Resignation for personal reasons; Violation of Manual of Rules - Termination; Removal from the Program - Unable to Demonstrate Proficiency.

Again, like the Basic Academy, "Personal Reasons" play a significant role in Field Training attrition (see Figure 25). OPD's FTO Program analysis gives examples of Personal Reasons: *Not what they [Probationary Officers] expected, tremendous amount of writing and paperwork; Unable to be flexible, unexpected shift change/rotations; Long work days; Lack of long term commitment and interest to the profession.* The Field Training Unit has already taken proactive steps to improve the **accountability, transparency, and consistency** of the program. Our Training Recommendations are designed to help the FTU build on these efforts and further reduce further attrition.

Figure 25: OPD Field Training Reasons for Separation, 2014 – 2016
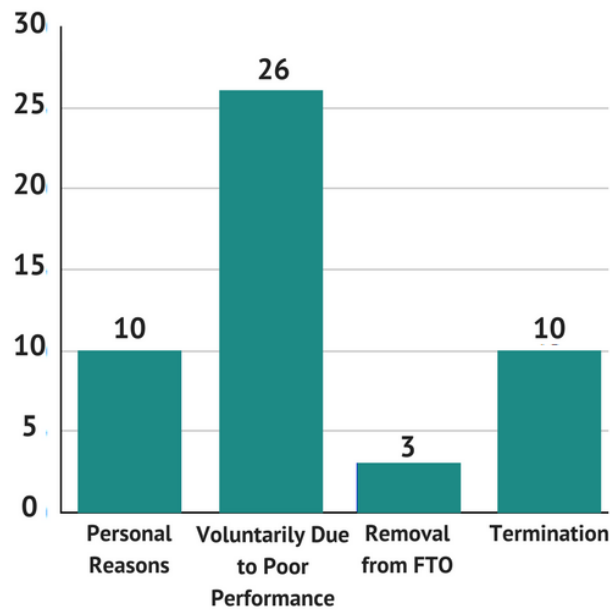
Field training data provide other useful information on recent attrition:

- Of the 325 POTs who entered OPD Field Training during this three-year period, there was only a 15% attrition rate.
- The **most successful** Field Training class was the 168th Academy with a **4%** attrition rate.
- The **least successful** Field Training class was the 172nd Academy with a **20%** attrition rate.
- For 2016, the Stockton, San Francisco, Fresno, and San Jose Police Departments had a **combined average** of **22%** attrition rate. (Success rates for each of these departments are shown in Figure 27).

Field training attrition rates by race and gender are shown in Figure 26. The difference in attrition rates from the OPD Basic Academy to Field Training is striking. For example, women account for 30% of Basic Academy attrition, but women comprise only 2 of the 49 Field Training separations. This is a great success. The racial attrition rates are more balanced, with Whites and African-Americans having slightly more success in Field Training, and Hispanics, Asians, and Others doing slightly worse than their Basic Academy rates.

Figure 26: OPD Field Training Attrition by Race and Gender

Attrition by Race, 2014 - 2016

Other 12%
White 22%
Black 10%
Hispanic 31%
Asian 25%

Attrition by Gender, 2014 - 2016

Female 4%
Male 96%
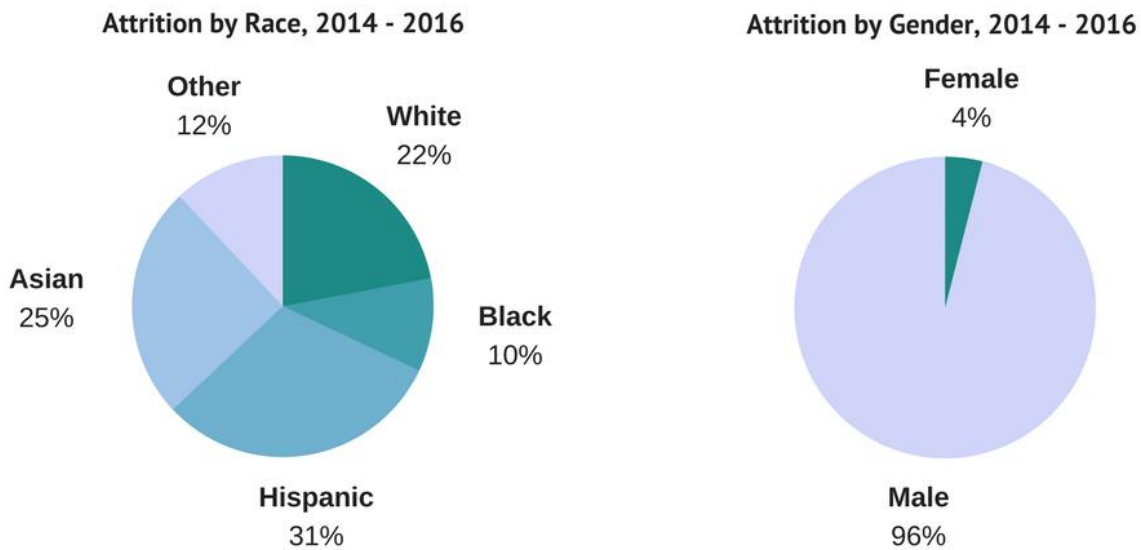
Source: OPD Training Section FTO Program Attrition Analysis

While OPD has a higher than average attrition rate for their Basic Academy, the Field Training attrition rate is lower than the Bay Area average of 22%.[45]

In the next section, we suggest several recommendations to build upon the success of the Field Training Program by further incentivizing the best officers to volunteer as FTOs.

Figure 27: Field Training Program Success Rate

82% San Jose PD
72% Fresno PD
83% SFPD
76% Stockton PD
87% OPD

Success Rate

0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
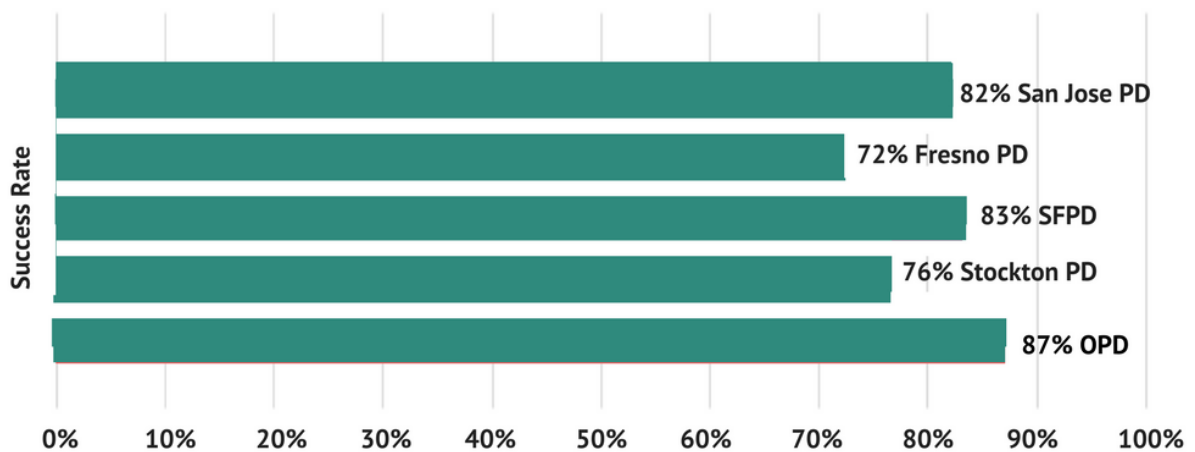
Source: OPD Training Section FTO Program Attrition Analysis

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[45] OPD Training Section FTO Program Attrition Analysis

Training and Attrition Costs

While our research was unable to identify causal explanations for the fluctuating Basic Academy and Field Training pass and fail rates, we have identified two points at which failures become increasingly more expensive.

Losing POTs halfway through the Basic Academy during EVOC and in the final week of Field Training is not only expensive, but also preventable.

We have listed some financial figures below to highlight the fiscal impact to the city of Basic Academy and Field Training attrition:

- At the current wage rate of **$32.05** per hour, it costs **$39,645.85** in salary to pass one POT through the Basic Academy.[46]
- EVOC (Emergency Vehicle Operations Center) training did not take place until the 15th week of the 176th Basic Academy. Although only one POT was dropped in this particular class, EVOC still accounts for 27% of all OPD Basic Academy failures. Our team understands that EVOC is scheduled based on the availability of Oracle Arena and other driving venues. However, if EVOC training always takes place on or around the 15th week of the Basic Academy, this training activity has cost the city approximately **$908,873** in terminated POTs since 2012. A more detailed cost-benefit analysis may determine that purchasing a stand-alone driving course for OPD is beneficial. It is in the department's best interest to continue providing after-hours driver training to those who need it, or to move the EVOC training earlier in the Academy to avoid a higher sunk cost
- OPD's internal Field Training analysis determined that most POTs are not permanently removed until the 16th and final week. If this holds true for all 49 Field Training removals, the city would have lost approximately **$2,847,225.85** since 2012 on training officers that ultimately never become fully contributing members of the OPD force.

Few major police departments are likely to ever reach a 0% attrition rate. However, the farther a POT progresses in training before quitting or failing, the greater the impact of that sunk cost to the city. Our proposals are intended to create marginal improvements in order to ultimately reduce the total number of trainees lost in the training process.

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[46] Our team reached this figure by tallying the total number of training hours (1,237) from the 176th Basic Academy's curriculum (provided to the GSPP team by OPD) and multiplying the hours by the base hourly wage for a POT. We used the $39,645.85 value for all subsequent attrition rate estimates from the 166th to 176th Basic Academies. For the Field Training, we used a 3 x 12 hour-shifts per week baseline as opposed to the 4 x 10 hour shifts per week to provide a more conservative estimate.

Best Practice 1: Implement Formal Mentorship

The importance of officer mentorship emerged as a recurring topic within our research and in conversations with current and past OPD officers, relevant stakeholders, and experts in the field.

First, it is important to distinguish between formal and informal mentorship. Formal mentorship occurs when mentorship is mandated by an organization and guided by formal policies and procedures. Informal mentorship occurs in the absence of a regulated mentorship program and is based solely on the willingness of participants. While both are important, formal mentorship programs ensure that all individuals benefit from increased guidance and support. Individuals in leadership positions are more likely to identify as white men, and research shows that informal mentors are likely to choose protégés that are "like them".[47] In this way informal mentorship may actually disadvantage racial minorities and women left out of casual mentorship processes. In order to address officer attrition generally, and attrition among under-represented officers specifically, we will focus exclusively on formal mentorship in this analysis.

Across a variety of industries, formal mentorship programs have proven effective at increasing the success, satisfaction, and retention of new employees.

According to a 2008 study by researchers Egan and Song, up to two-thirds of employees nationwide have reportedly benefited from some form of workplace mentorship.[48] In education and health care, mentorship is used to increase the retention and success of new hires, patients, and students. Mentorship has received particular attention within the private business sector, where it has been shown to increase employee productivity and companies' applicant pools.[49] Across industries, positive results of mentorship include higher salaries, increased promotions, and higher job satisfaction.[50]

Although law enforcement is certainly a unique profession, there is much to learn from successful mentorship programs in these other fields. Teacher retention is a particularly interesting example: between 40-50% of teachers leave the profession within their first 5 years on the job, mainly due to the stress of demanding workloads, disruptive students, and inadequate administrative support. Mentorship has proven perhaps the most effective tool in combating this stress-induced attrition. When new teachers were paired with veteran teachers in a formal mentorship program, retention increased by more than 30%.[51]

Law enforcement agencies are also beginning to recognize mentorship as an effective means of increasing officer success and retention, particularly for underrepresented populations. In this analysis we rely heavily on the work of Larry Valencia, a Regis University researcher who compiled best practices for mentorship in

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[47] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.

[48] Egan, Toby Marshall, and Zhaoli Song. "Are Facilitated Mentoring Programs Beneficial? A Randomized Experimental Field Study." Journal of Vocational Behavior 72.3 (2008): 351-62. Web.

[49] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.

[50] Budge, Stephanie. "Peer Mentoring in Postsecondary Education: Implications for Research and Practice." Journal of College Reading and Learning 37.1 (2006): 71-85. Web.

[51] Brill, Sam, and Abby McCartney. "Stopping the Revolving Door: Increasing Teacher Retention." Politics & Policy. Blackwell Publishing Inc, 26 Sept. 2008.

law enforcement. In addition, the best practices below reflect insights gained in conversations with OPD officers, community stakeholders, and industry leaders.

In 2009, the City of Charleston instituted a formal mentorship program for new police officer trainees. The program consists of formal "mentors" and "protégés" who are matched based on their answers to a compatibility questionnaire. Sgt. Tom Adams, recruiter and mentoring coordinator for the Charleston Police Department, said that the program has been "of enormous value in retaining recruits."[52]

Building on Charleston's success, a formal membership program at OPD could include the following: 1) defined mentor and protégé roles, 2) a formal mentorship structure and procedures, 3) clearly defined goals (such as increased retention or job satisfaction), and 4) mentor and protégé evaluations to assess the strength of the program and identify areas for potential improvement.

The New York Police Department assigns mentors to officer applications during the hiring process. Mentors assist applicants through pre-hire exams, background and character evaluations, and once applicants are hired, through the duration of the Academy and Field Training programs. DC Tracie Keesee and Assistant Chief Kim Royster credit their mentorship program with dramatically increasing the diversity of Academy classes and improving retention among officers from underrepresented populations.

Due to staff and resource limitations, it is unlikely OPD could begin mentorship during the officer application process. However, OPD could start its mentorship program as soon as officer training begins, preferably at the start or immediately prior to the Basic Academy. Because recruits often report stress during transitions in training (e.g., as they move from Academy to Field Training and Field Training to solo patrol officer), formal mentorship could last through the end of the officer's probationary period. Mentorship can also be abbreviated for officers who do not need it, as is done within the Denver Police Department for lateral candidates hired from outside departments.[53]

Prior to being paired with trainees, mentors in the Lansing, Michigan Police Department attended a 2-day seminar that discussed the basics of mentorship, officer expectations, and the program's goals. The seminar was taught by a law enforcement consultant and a retired officer with experience implementing mentorship programs. Lansing's mentorship program ultimately increased officer retention by 6%.[54]

While relevant expertise is commonly viewed as the most important quality in a mentor, research shows that the most successful mentors are those who are enthusiastic about and supportive of the mentorship program. OPD should select mentors who 1) believe in the importance of the program, 2) are viewed as positive role models within the department, and 3) volunteer to be mentors.[55]

In order to ensure experience and maturity among mentors, OPD could require mentors have at least 2 years in the department. To further increase buy-in from mentors and ensure high-quality partnerships,

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[52] MacDougall, David. "Mentor Program Helps Retain Police Recruits." The Post and Courier, 24 Oct. 2010. Web.

[53] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.

[54] Williams, J. "Mentoring for Law Enforcement." FBI Law Enforcement Bulletin. US Department of Justice, 2000. Web.

[55] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.

OPD could require mentors undergo basic training mentorship similar to that implemented by the Lansing Police Department.

Mentorship is particularly beneficial in increasing retention and job satisfaction among officers from underrepresented populations.

Research shows that female police officers who participate in mentorship programs feel more positive about their work than those who do not.[56] In addition, mentorship programs provide an opportunity for female recruits to discuss the unique challenges faced by women in policing. OPD's female officers reported having a similar meeting with Captain Lindsay throughout their onboarding process; OPD could formalize such meetings to increase impact and further reduce attrition.

The Charlotte-Mecklenburg Police Department, for example, tailors mentorship specifically to women trainees via its Women's Network Committee. Veteran female officers regularly meet with and mentor women recruits through Basic Academy and Field Training. In addition, veteran mentors help new officers with professional development and advancement throughout their ongoing careers.

Note however, that it is important to consider the practical limitations of mentor-protégé pairs in which both partners identify as members of underrepresented populations. Individuals in leadership positions are more likely to be white men.[57] However, research shows that mentors who share their protégés' "stigmatizing condition" can be an important source of emotional support.[58] While this speaks to the benefits of ensuring that protégés from underrepresented populations have a mentor of the same race and/or gender, additional research shows that cross-race and cross-gender mentoring can also be highly effective.[59]

In an education setting, researchers found that student protégés often expressed a preference for mentors of the same race; racial similarity was found to be one of the strongest matching indicators in informal mentorship partnerships.[60] However, due to a disproportionately small number of tenure-track professors identifying as racial minorities, observed students who waited for a mentor who shared his/her race often missed out on mentorship altogether. This was especially unfortunate, as cross-race mentorship was found to be just as helpful and satisfying to protégés as shared-race partnerships.[61]

A common barrier to cross-gender mentorship, on the other hand, is a reported concern from many women protégés' that their mentor relationship may become inappropriately sexualized by their mentor, and/or may be misperceived as such.[62] Fortunately this barrier can be overcome through formal mentorship; with defined roles, policies and procedures, concerns of inappropriate perceptions or behavior should be largely alleviated. Like cross-race mentorship, cross-gender partnerships have been proven highly effective,

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[56] Carson, David. "Mentoring for Women in Policing." (2008). Optimistica. Web

[57] "Barriers and Bias: The Status of Women in Leadership." American Association of University Women (AAUW), Mar. 2016. Web.

[58] Johnson, W. Brad. On Being a Mentor: A Guide for Higher Education Faculty. New York: Routledge, 2016. Print.

[59] Ibid.

[60] Johnson, W. Brad. On Being a Mentor: A Guide for Higher Education Faculty. New York: Routledge, 2016. Print.

[61] Ibid.

[62] Budge, Stephanie. "Peer Mentoring in Postsecondary Education: Implications for Research and Practice." Journal of College Reading and Learning 37.1 (2006): 71-85. Web.

supportive and satisfactory.[63] In addition, cross-gender mentorship may allow for a more direct confrontation and refutation of organizational or gender stereotypes.[64]

Best Practice 2: Align Expectations Between Academy and Field Training

During our research we spoke with Tracie Keesee, the Deputy Commissioner of Training for the New York Police Department. Her most adamant recommendation for preparing recruits for the rigors of training was expectation management. She believes that many people volunteer to become police officers based on sensationalized depictions of the profession from television and the movies: crime solving, high-speed chases, and shoot-outs. But policing is obviously much more than that, and it's important that the monotony, paperwork, and social-work aspects of the job are also accurately depicted from the beginning.

"We want to make [recruits] understand that their lives are going to change. They're going to be spending their time in our house with trainers, sergeants, and a host of other folks that will shape their world. The academy is where the culture of policing is introduced to the recruits. My job is not only to train and recruit, but to get four generations of officers to think and move as one." – Deputy Chief Keesee, NYPD

DC Keesee personally briefed each new class of POTs prior to the start of the training academy. We believe that there would be significant benefit to having Chief Anne Kirkpatrick personally speak to each new academy class prior to the start of training. As it stands, Chief Kirkpatrick already selects the final roster of Basic Academy candidates after the background investigation process. Chief Kirkpatrick's presentation would make a powerful impression on the recruits by letting them directly see and hear their new boss's expectations, vision for the department, and realistic portrayal of the demands of the job.

Another salient problem identified in our interviews and research is the presence of a training transfer.[65] A training transfer refers to "the often present gap between learning and performance." These gaps are explained through a combination of the learner's intelligence and motivation, the types of constructive or negative feedback offered to the learner, and the learning environment.[66] In layman's terms, Field Training Officers around the country have a problem of explicitly or implicitly encouraging new probationary officers to "forget what you learned in the academy; this is how we do things in the streets."

In police departments across the country, probationary officers enter field training after approximately six months in basic academy classrooms. Steven Hundersmarck, a former officer and current director of criminal science at the Indiana Institute of Technology, writes that "this transition involves consciously leaving behind past experience and identity as a cadet [or POT], becoming part of a new organization, and

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[63] Ibid.

[64] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.

[65] The evidence-assessment of the recommendations of the President's Task Force on 21st Century Policing describes the severe lack of any research on the impacts of police training. Literature outside of policing generally suggests that training can have positive impacts on learning, attitudes, and behavior, but impacts tend to more pronounced in learning and attitudes. Behavior is difficult to assess due to limited time and resources, but it may also be attributed to the transfer problem.

[66] Lum, C., Koper, C.S., Gill, C., Hibdon, J., Telep, C. & Robinson, L. (2016). An Evidence Assessment of the Recommendations of the President's Task Force on 21st Century Policing — Implementation and Research Priorities. Fairfax, VA: Center for Evidence-Based Crime Policy, George Mason University. Alexandria, VA: International Association of Chiefs of Police.

building a new identity as an officer. Therefore, learning is not part of a linear process but, rather, must be extended across the academy and into field training."[67]

Hundersmarck made a number of interesting observations during his research with a Michigan regional police academy and subsequent field training in a mid-sized department. He found that recruits viewed lecture-based classes as less relevant than the scenario-based or hands-on training. Many of the older recruits with previous life or professional experience judged the classes that "approximated the nature of police work as more valuable learning opportunities,"[68] and younger recruits with no pre-academy training experiences took their cues from those older classmates.

In line with the concept of andragogy (the method and practice of teaching adult learners), Recruit Training Officers can help POTs transfer learning from the academy to the field by accounting for the variety of POT life experiences and their different motivations for training to become a police officer.

Once recruits entered field training, Hundersmarck found that "probationary officers rarely talked about their academy instruction during field training. Further, field training officers did not query probationary ones about their academy learning." Some FTOs took their trainee's academy knowledge "for granted and often didn't know what the academy did or did not teach." Another FTO said that his approach to training probationary officers was "to assume he knows nothing about any procedures or police work whatsoever and teach him everything and, hopefully, what he learned in the academy, he can apply most of it here."[69]

What POTs learn in the Basic Academy needs to be better aligned with what they actually do in Field Training as a probationary officer. "Academy learning should be aligned and coupled with field training to be truly effective."[70]

Dr. Hundersmarck advocates for academies to implement a constructivist approach for academy training. This approach is "learner centered, incorporates flexibility, and includes reciprocal teaching, peer collaboration, cognitive apprenticeships, problem-based instruction, Web quests, and anchored instruction that involve learning with others."[71] He further recommends replacing the San Jose Model of field training with the constructivist Reno Model. We acknowledge that there are valid reasons for police academies' "behaviorist" lecture-style teaching method, such as legal liability to ensure all POST requirements are met and the benefits of measuring POTs against objective standards. However, it is increasingly recognized in the field of education that learning can be better accomplished through a more active approach. It is therefore great that OPD has already begun to implement certain scenario-based learning domains (also known as a "constructivist" approach) into the OPD Basic Academy.

In lieu of a full-scale revamp of the OPD's Basic Academy and Field Training programs, we propose some unconventional solutions that may help to further mitigate the training transfer problem, to account for some of the issues raised by Hundersmarck and the President's Task Force on 21st Century Policing, and to more realistically frame the job of a solo police officer for new recruits.

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[67] Hundersmarck, Steven. "Facilitating Learning Between the Academy and Field Training." FBI Law Enforcement Bulletin. US Department of Justice, Aug. 2009. Web.
[68] Ibid, 28.
[69] Ibid, 30.
[70] Ibid, 30.
[71] Ibid, 29.

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Specifically, we propose phased Field Training Exercises (FTX) for new POTs. This would ensure that the first time a POT encounters the streets is not during Field Training. There are a number of ways to attempt these FTXs. The idea is to gradually integrate Basic Academy learning domains into short field rotations so that POTs can benefit from the direct experience of transferring low-risk academy tasks to a real-world scenario. This method has two primary benefits. First, the initial shock of patrolling Oakland as a probationary officer after six months in a classroom is diminished or eliminated. Second, FTOs will have a better understanding of what POTs are actually learning in the academy and can serve as a real-time feedback mechanism for their counterpart Recruit Training Officers in the Basic Academy.

The San Francisco Police Department provides one model of blending periodic field training throughout their Basic Academy. After the midway point of the Academy, POTs report to the San Francisco Hall of Justice to testify in a case for which they previously wrote an incident report. They will appear in an actual courtroom where attorneys from the SF DA's Office will play roles as judges, prosecutors, and defense attorneys. Towards the end of the Academy, POTs participate in a two-day FTX in which they patrol with a partner under the supervision of a FTO. Finally, prior to graduation but before entering Field Training, POTs travel to their assigned patrol district for an orientation where they are familiarized with station facilities, personnel, and the procedures associated with that unit.[72]

There are a few potential pitfalls to this method. The most glaring is that Field Training Officers are already heavily burdened with the duty of training current probationary officers. In addition, in the event of an accident or hostile situation, there may be legal liability issues with having partially trained POTs participating in patrols with current officers. However, since OPD currently allows civilians to do "ride-alongs" with officers, we estimate that any liability issues are negligible. There may also be additional overtime costs associated with forcing POTs to participate in FTXs during the Basic Academy. One solution to this problem would be to make these shifts voluntary.

OPD should concentrate on how POT learning can better be facilitated across classroom and field training activities. While the SFPD model is interesting, it might not be feasible to transfer to the distinct context of OPD. Our proposed OPD FTX model is designed to be conducted in phases, requires less external coordination than the SFPD model, and is simple enough to expand upon if OPD is happy with the results.

- Phase 1 is a pre-Academy "Community Walk." This event would split the roughly 50 new Basic Academy POTs into the five Oakland Patrol Areas. If the size of these groups is a concern, teams could be divided into smaller elements over five days for the least impact on FTOs and OPD staff. The intent of this phase is to provide POTs an on-the-ground perspective, which they can carry throughout the Basic Academy.

- Phase 2 would require POTs to attend at least three 12-hour shifts over the course of the 29-week Basic Academy. To accommodate the current heavy FTO workload as well as the POT's schedule and potential family considerations, the three shifts

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[72] "Basic Academy: Police Department." San Francisco Police Department, n.d. Web. <http://sanfranciscopolice.org/basic-academy>.

would consist of a 1) walking patrol, a 2) vehicle ride-along, and 3) shadowing a patrol Sergeant at the PAB. The walking and vehicle shifts are designed to allow POTs to train on simple tasks such as report writing learned in the Basic Academy, and the Sergeant "shadow" shift is designed to allow POTs a "behind-the-scenes" look at what their future supervisors expect of solo officers in the field.

Best Practice 3: Reduce Stereotype Threat and Increase Belonging

"Stereotype threat" is defined as a predicament that occurs when individuals from underrepresented populations are aware of negative stereotypes, and this awareness inadvertently leads them to act in accordance with these stereotypes. Stereotype threat has been particularly well-documented in test-taking situations; it occurs when students are reminded that the ethnic, racial, or gender group with which they identify are stereotypically expected to perform worse on a test. As a result of these negative stereotypes, students' anxiety increases and their performance suffers.[73]

Researchers Spencer, Steele, and Quinn provide an example of this type of stereotype threat in a 1999 report. The authors find that telling a woman before she takes a test that female test-takers do worse will significantly decrease her test performance.[74] Similarly, early research in this field found that African American students performed better on an IQ test when it was presented as a hand-eye-coordination test, presumably due to false -- yet pervasive -- stereotypes about the intelligence of black individuals.[75]

Stereotype threat is closely related to the concept of "belonging uncertainty," which occurs when individuals question whether they "belong" in a certain group or organization. Negative stereotypes about belonging may cause increased anxiety for individuals, similarly leading to decreased performance.

In 2015, a UK-based behavioral science firm conducted an experiment on stereotype threat and belonging uncertainty in police trainee attrition. BIT changed the wording on instructions prior to a computer-based situational judgement test to make them more encouraging and less intimidating in tone. Where previously the instructions included language such as "Please note there is no appeals process," the new language praised trainees on their progress thus far and asked trainees to envision why they wanted to become police officers.[76]

Changing intimidating language proved immensely successful: Pass rates among trainees from underrepresented populations increased by 50%, while there was no change among pass rates of white trainees. This intervention alone closed the racial gap between minority and white pass rates in the population tested.[77]

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[73] Keller, Johannes. "Blatant Stereotype Threat and Women's Math Performance: Self-Handicapping as a Strategic Means to Cope with Obtrusive Negative Performance Expectations." Johannes Keller 47.3 (n.d.): 193-98. Sex Roles, Aug. 2002. Web.

[74] Spencer, S. J., C. M. Steele, and D. M. Quinn. "Stereotype Threat and Women's Math Performance." Journal of Experimental Social Psychology 35.1 (1999): 4-28. Web.

[75] Katz, Irwin, Edgar G. Epps, and Leland J. Axelson. "Effect upon Negro Digit-symbol Performance of Anticipated Comparison with Whites and with Other Negroes." The Journal of Abnormal and Social Psychology 69.1 (1964): 77-83. Web.

[76] Research has shown that affirming values may help reduce stereotype threat: Cohen, G. L., J. Garcia, V. Purdie-Vaughns, N. Apfel, and P. Brzustoski. "Recursive Processes in Self-Affirmation: Intervening to Close the Minority Achievement Gap." Science 324.5925 (2009): 400-03. Web.

[77] Sherwin, Kara. "A Simple Combination of Data and Language Tweaks Is Helping Recruit More Diverse Police Officers." Quartz, 20 Feb. 2017. Web.

While our team was unable to analyze current OPD pre-test or testing materials due to POST restrictions, it is possible that OPD, like many departments, uses language that may be inadvertently contributing to stereotype threat. We recommend OPD analyze and correct any language that may be intimidating to trainees from underrepresented populations, some of whom may already feel that they do not "belong" in Basic Academy.

In addition, OPD can implement additional programming to increase trainees' sense of belonging, boost pass rates among minority officers, and reduce trainee attrition.

One example of this is the introduction of programs that involve trainees' families. The Denver Police Department hosts a "Family Member Academy" that is timed to correspond with the department's formal Police Academy. Classes are held at regular intervals, and are intended to increase trainees' sense of belonging and ensure adequate outside support. Family members have an opportunity to ask questions, preview upcoming course topics, and learn strategies to better support their respective trainee.

OPD has recently restarted Academy family nights, where POTs' families are invited to learn more about the Academy's topics, schedule, and expectations. This is a great start, and we encourage OPD to consider extending family interaction throughout the rest of Academy. This could be timed to coincide with particularly difficult parts of the program, such as Arrest and Control and the Emergency Vehicle Operations training. Additional family interaction – timed to coincide with challenging parts of Basic Academy– could help to increase officer belonging and ensure trainees receive outside support when they need it the most.

Best Practice 4: Refine the Field Training Program & Improve Recruitment and Retention of Field Training Officers

Our conversations with current and former OPD officers highlighted the importance of having the best patrol officers serving as Field Training Officers (FTO). Field Training Officers are crucial cogs in transferring the organizational culture to POTs. Field Training Officers are meant to represent the best that a police force has to offer. There are two components to ensure that this is a reality: The Field Training program and the selection of individual Field Training Officers.

Best Practice 4a: Refine the Field Training Program

OPD currently uses the San Jose Model for its Field Training. Field Training Officers evaluate POTs against 35 Standard Evaluation Guideline (SEG) criteria. While there is nothing inherently wrong with using the San Jose Model, it is a 40-year old program. Field Training is arguably the most important step in setting up future solo police officers for successful careers. The Department of Justice is currently advocating across the country for the implementation of the Police Training Officer program (also known as the Reno Model).[78]

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[78] President's Task Force on 21st Century Policing. 2015. Final Report of the President's Task Force on 21st Century Policing. Washington, DC: Office of Community Oriented Policing Services.

Consideration should be given to using current Field Training Officers to help develop and deliver training regarding key community policing concepts as a way to augment and expand the training currently provided at the Basic Academy.[79]

OPD's Field Training currently lacks evaluation components for developing cultural competency and community engagement skills. One option would be to develop a hybrid model that implements various features oriented towards community policing. For instance, the Seattle Police Department's field training program was similar to OPD's in that it mostly followed the basic San Jose model. After 2009, however, the department decided to create and implement its own "hybrid" approach that integrated aspects from other models. The SPD Field Training Supervisor, Yvonne Underwood, characterized SPD's approach as "functional rather than conceptual." She admitted that SPD's field training program lacks a formal community engagement component. However, she noted that probationary officers are encouraged to be proactive in making contacts with community members during Field Training, an activity she monitors informally.

Like OPD's 35-task checklist, the SPD Field Training Handbook details nine specific skills a student is expected to progressively master over the 12-week training period. In addition to receiving a numeric rating on how well the task was performed, trainees also submit a journal entry once a week as part of a requirement to reflect on and explain particular incidents that occur in the field. While keeping journal entries may encourage some enhanced self-awareness, critics of the current field training model are generally concerned "that it does not teach trainees how to more broadly involve the community as a collaborative partner in determining solutions to local issues." A high-ranking SPD supervisor highlighted this gap: "The situational training our student officers receive needs to be better designed if we want to reach our internal objectives for community engagement."[80]

The Reno Model, also called the Police Training Officer (PTO), was developed in conjunction with the DOJ COPS program in 2001 and emphasizes engagement with community partners. SPD Assistant Chief Cordner cautioned that a wholesale transition to the PTO program would be far beyond the department's current budget and staffing capacity. Nevertheless, she said that the "Field Training Unit is currently assessing whether there are components of the PTO program, such as those that focus on emotional intelligence, that could be integrated into SPD's program in the near future as a stopgap until more comprehensive reform can be undertaken."[81]

OPD currently uses a robust plan designed to get probationary officers into three different geographical sectors of the city with three different FTOs during the 16-week Field Training program. Prior to the graduation of the Basic Academy, the Field Training Unit meets with the Recruit Training Officers and pairs the future assignments of probationary officers with FTOs based on strengths and weaknesses. The first FTO is intentionally chosen based on those criteria, and the second and third rotational assignments are selected more randomly. As it currently stands, race and gender do not play a role in assigning FTOs except on a case-by-case basis.

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[79] COPS Office. 2016. An Assessment of the San Francisco Police Department: Executive Summary, Findings, and Recommendations. Collaborative Reform Initiative. Washington, DC: Office of Community Oriented Policing Services
[80] "An Assessment of the Seattle Police Department's Community Engagement: Recruitment, Hiring, and Training." Seattle Police Department. Ed. Anne Bettesworth. Seattle Community Police Commission, 1 Jan. 2016. Web.
[81] Ibid, 30.

According to Larry Valencia's mentorship research,[82] there may be some benefit to assigning FTOs to new probationary officers on the basis of race, gender, or similar backgrounds for not only the primary FTO, but also for the second and third rotational FTOs. While this task may quickly become very complicated - especially based on limitations of the number of available women or minority FTOs - the payoff of matching new probationary officers who struggled during the Basic Academy with FTOs of similar gender, race, or ethnicity may mean the difference between success and failure in Field Training.

Best Practice 4b: Recruitment and Retention of Field Training Officers

The second component of Field Training reform is a focus on the Field Training Officers themselves. The FTO normally fulfills two roles, one being a full-time patrol officer and the other being a trainer of POTs. The literature surrounding FTOs emphasizes both the extremely high expectations placed upon FTOs as well as the tremendous influence they have on the culture of their departments and the future successes of probationary officers. OPD currently has a 7.5% pay incentive, promotion incentives, one administrative day allocated for six months of continuous service as a FTO, and an award for FTO of the Year. While these bonuses are better than no compensation, they are ultimately inadequate for the additional duty demands and significant importance of the job. OPD already struggles for FTO volunteers in part because many officers do not yet have the requisite time in service or the current incentives do not warrant the additional work.

In order to inculcate an atmosphere within OPD that Field Training Officers are "the best of the best," opportunities for professional development need to be increased and a message of support for the FTO program needs to be echoed throughout department leadership. The International Association of Police Chiefs believes "FTOs must understand the critical position that they fill...more than any level within a police organization, the very finest, most ethical employees must be recruited and retained as FTOs."[83]

The Public Agency Training Council's Jim Currie emphasizes that while agencies should demand much from their FTOs, they also need to understand how to balance their workload: "You need to take care of your training officers. Collateral responsibilities such as court appearances and the preparation of trainee evaluations can cause even the best of training officers to suffer burnout."[84]

There are a number of creative solutions available to both attract and retain the best patrol officers to serve as FTOs. Increasing pay or mandating FTO service for promotions are not necessarily the most beneficial; these incentives may attract officers who simply want a larger paycheck or need their ticket punched to advance through the ranks. Solutions need to be oriented towards attracting the most self-motivated officers who are committed to training probationary officers, improving the department, and developing their own craft as professionals.

To address burnout, one administrative day per six months of FTO service is wholly inadequate. The administrative "off-days" should be increased to 3-5 over the span of six months, or the continuous service requirement should be reduced from six months.

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[82] Valencia, Larry. "A Guide for Mentoring Programs in Police Departments." All Regis University Theses, 2009. Web.
[83] Scoville, Dean. "How to Select and Train FTOs." Police Magazine, 1 Jan. 2015. Web.
[84] Ibid

Many officers who volunteer to serve as FTOs are inherently self-motivated. They likely have aspirations to move into specialty positions within the department such as Vice, SWAT, or the Bureau of Investigations. To this end, a powerful retention tool that benefits both the FTO and the department is the opportunity for further professional development training. There are two agencies in particular that support a variety of training courses for state and local law enforcement agencies:

- The Public Agency Training Council: http://www.patc.com/
- The DHS's Federal Law Enforcement Training Centers: https://www.fletc.gov/state-local-tribal

These agencies offer low-cost exportable (course pricing ranges in the hundreds of dollars) or on-campus training sessions for a wide variety of police skills. These skills not only benefit the FTO, but also the probationary officers whom they mentor and the department as a whole. Being able to work with other local, state, or federal LEOs provides a valuable opportunity to learn skills and best practices from around the country. Additionally, this option addresses the issue of burnout by allowing the FTO an opportunity to get away from patrol for a few days while still remaining professionally engaged.

Some consultants recommend mandatory sabbaticals for police officers every 5-7 years at half salary. Potential solutions for making up that remaining pay include creating educational savings accounts or utilizing exchange programs with other industries for police to broaden their skillset and earn additional money.[85] Alternatively, the Citrus Heights (California) Police Department provides mini-sabbaticals, which are four week periods of paid leave as opposed to paid holiday or vacation time.[86]

There are a variety of models for officer sabbaticals. Craig Smith, the assistant city manager of Winchester, Virginia, served 12 years in that town's police department before he decided to apply for a sabbatical through the city's internship program. After his six-month internship was completed, he realized how complex an operation it is to run a city. In addition to his experiences with the city manager, Craig Smith "worked with personnel in the fire and rescue department to research, present, and implement an EMS fee for transport."[87] Smith eventually returned to the department to finish his service before signing on to his current position in the city administration.

The police department of Frederick, Maryland has a General Order detailing sabbaticals and extended leave. If approved by the Chief of Police, officers may take time off to explore other ventures or spend time with family while remaining a sworn police officer. While officers are "not entitled to any to any benefits of employment during such leave, including but not limited to paid leave, court leave, holiday pay, or stipends,"[88] officers who have alternative means of earning a wage may find this a valuable option while they recharge their batteries.

A similar option to a sabbatical would be providing time off and either partial or full funding for advanced civilian education. Many police departments in the country desire that their officers have some level of college education. One way to repay FTOs for their important service would be to offer the option of a

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[85] Stern, Barry, PhD. "The Police and Us." Education News, 23 Dec. 2014. Web.
[86] "Police Officer - Lateral Recruitment." Citrus Heights Police Department, n.d. Web.
<http://www.citrusheights.net/DocumentCenter/View/6685>.
[87] Smith, Craig. "Sabbaticals Really Are Special." PM Magazine. International City/County Management Association (ICMA), Nov. 2007. Web.
[88] General Order: Sabbatical and Extended Leave. Frederick Police Department, n.d. Web.
<https://www.cityoffrederick.com/DocumentCenter/View/6471>.

limited sabbatical to attend their next level of desired education (e.g., earning an Associate's Degree, finishing the final year or two of a Bachelor's Degree, or earning a Master's Degree or professional certificate). Based on either internal funding or the availability of external scholarships, this program could at first be awarded to those who earn the FTO of the Year award, or to those with the highest FTU evaluations. In order to capture a return on investment, FTOs who choose this academic option would be required to sign an additional service obligation (ADSO) contract along the lines of (for example) three days of future service for every day spent in school.

These options may seem radical and reasons for not pursuing them are easy to find: funding is already too limited, the department is already understaffed, etc. However, these alternatives reinforce the message that FTOs are not only the most important officers in the department, but the department is willing to potentially take a financial hit in the short-term by approaching these incentive programs as long-term investments. These incentives could help to mitigate burn-out by temporarily removing FTOs from patrol, attract high achieving officers looking to increase their tool-kit, and they help change the culture of the department towards one of self-improvement and education.

Recommendations

In order to assist in implementing the above best practices, we have ranked each according to implementation time (**short**, **medium** and **long term**) as well as the cost required (**low cost**, **medium cost**, and **high cost**). We have assigned scores from 1-3 for each category (**1** = short time frame/low cost; **2** = medium time frame/medium cost; **3** = long term/high cost). Final scores will be ranked from 2–6, with 2 signifying a low-cost recommendation that is relatively quick to implement, and 6 signifying a high-cost recommendation that will require a relatively long time frame for implementation.

Please note that these rankings are rough estimates based on our research and understanding of internal OPD operations. We recognize that OPD officers and professional staff have a much clearer idea of internal resources and availability. Our goal is not to provide exact cost or time estimates, but rather to help OPD prioritize these recommendations as it continues to improve its recruitment and training processes.

Ranked Best Practices: Recruitment

Best Practice	Specific Recommendations	Time Frame	Cost	Final Score
Increase Access and Awareness of Information on Website	Prominently display department-specific pay incentives and salary scales	Short	Low	**2**
	Publish an application process timeline	Short	Low	**2**
	Use calendar and newsletter tools to publish recruiting events	Short	Low	**2**
	Emphasize and outline variety of career path opportunities	Short	Low	**2**
	Create dedicated pages and resources for underrepresented groups	Short	Low	**2**
Invest in Programs with a Track Record of Success	Formalize and advertise the pre-hire program to POT candidates	Medium	High	**5**
	Reestablish an employee referral program	Short	Medium	**3**
	Invest in Merritt College Pre-Academy program	Medium	Medium	**4**
Develop Recruiting Workshops for Second-Career POTs	Create workshop, advertise on OPD website, and establish recruitment plan	Medium	Medium	**4**

Offer Family-Friendly Benefits for Patrol Officers	Offer Per Diem Shift Options	Long	High	6
Continue to Streamline the Application Process	Establish "fast track" process for top candidates, use CRM software to manage recruitment pipeline and establish performance goals, establish priority applicant priority criteria, enable flexible resource allocation	Long	Low	4
Visible Efforts to Recruit Underrepresented Populations	Create a detailed workflow map of hiring process followed by barrier analysis	Long	Low	4

Ranked Best Practices: Training

Best Practice	Specific Recommendations	Time Frame	Cost	Final Score
Implement Formal Mentorship	Create mentorship pairs with official roles and responsibilities	Medium	Low	3
	Implement mentor training	Medium	Medium	4
Align Expectations Between Academy and Field Training	Chief Kirkpatrick Brief	Short	Low	2
	Field Training Exercise	Medium	Medium	4
Reduce Stereotype Threat and Increase Belonging	Analyze Language	Medium	Low	3
	Extend Family Academy	Medium	Medium	4
Reform the Field Training Program	Implement Hybrid FTM	Long	Medium	5
	Review FTO to PO pairing methods	Short	Low	2
	FTO Recruitment and Retention: Police Skills, Civ. Education, Sabbaticals	Medium	High	5

Conclusion

We want to reiterate our thanks to the Oakland Police Department for giving us the opportunity to put together this report. We are especially appreciative of all the officers and professional staff who contributed their time, knowledge and expertise as we conducted our research, including Tim Birch, Captain Lindsey, Deputy Chief Outlaw, Sergeant Hubbard, Sergeant Neri, Lieutenant Gonzales, Sergeant White, Kiona Suttle, and Angel Coogler.

We encourage OPD to continue its relationship with the Goldman School of Public Policy at UC Berkeley. There are several ways in which OPD can engage GSPP students to build on this report or explore other research topics, such as requesting another Introduction to Policy Analysis team or an Advanced Policy Analysis student next spring, and providing internship opportunities during the summer (full-time) or during the academic year (part-time). Subsequent IPA teams and/or individual students can further develop our best practices recommendations, provide more targeted cost estimates, and create implementation plans tailored to OPD's needs and constraints.

Additionally, OPD should reach out to the UC Berkeley Haas School of Business and School of Information. Those programs may similarly be able to offer some type of free consulting for a variety of services such as social media, advertising, and other forms of outreach.

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  - OPD Data for Training Academy Pass/Fail Trends
  - All posted OPD policy memorandums
  - OPD Facebook, Twitter, Instagram, and Media Relations

Appendices

Appendix 1: Miscellaneous Programs and Policy Options

In this Appendix, we provide a menu of options that are not necessarily related to the scope of the project which the OPD initially assigned to us, but that we identified as interesting programs, policies, or procedures used by other departments around the country. Some of these may benefit in helping to recruit or retain women or officers of color. Other programs may contribute to further developing a community policing approach or fostering goodwill within the city of Oakland. Each program description is taken from that department's respective website.

In our hunt for best practices we chose to research 25 police departments[89] based on their respective city's level of diversity and population (see Appendix Figure 1). We tried as much as possible to choose apples-to-apples police department comparisons when selecting viable program options that OPD might choose to adopt.

1. LGBT Liaison (Sacramento Police Department): The Sacramento Police Department is committed to an inclusive environment within its agency and the community at large. Lesbian, Gay, Bisexual, and

Appendix Figure 1: Diversity Rank (Population in Parenthesis):

1. Oakland (#45 pop - 400,740)
2. Sacramento (#35 pop – 466,488)
3. NYC
4. Chicago
5. Long Beach, CA (#36 pop – 462, 257)
6. San Jose
7. Boston
8. San Diego
9. SF
10. Houston
11. Milwaukee (#30 pop – 598,916)
12. Dallas
13. Fort Worth
14. Philly
15. Las Vegas (#31 pop - 596,424)
16. Fresno (#34 pop - 505, 882)
17. Charlotte
18. LA
19. Austin
20. Oklahoma City (#29 pop - 579,999)
21. DC
22. Raleigh (#42 pop - 423, 179)
23. Phoenix
24. Denver
25. Jacksonville

Transgender (LGBT) individuals in our community have the right to live without fear of discrimination or harassment. As such, the Police Department has established an LGBT Liaison.

For more information: https://www.cityofsacramento.org/Police/Resources/LGBT-Liaison

2. IMPACT Team (Sacramento Police Department): The Vision of the Sacramento Police Department is to make Sacramento the safest big city in California, and a step in obtaining that vision is identifying areas of opportunity, forming partnerships, protecting our community, crime prevention and intervention, taking ownership of our city, and showing professionalism is everything that we do.

Sacramento is home to more than 2000 people who suffer from homelessness. As a result Sacramento Police understands that compassionate policing, wrap around services, and building long term partnerships is necessary in addressing the needs of those experiencing homelessness. As such, Sacramento Police has formed the IMPACT team.

The IMPACT team provides outreach and engagement services throughout the City of Sacramento. They are the city's initial point of contact with both chronic homeless and chronic inebriates living on the streets. The teams seek out and engage chronically homeless persons and, for those who are willing, get them in contact with service providers who can provide housing and other services. The teams work together to assess the homeless person's problems, and identify how to help them from a range of solutions. Whether their homelessness had been caused by loss of income, psychological problems, substance abuse, lack of job training, or other problems, multiple options are available to assist each person.

The IMPACT team consists of two areas of focus: Mobile Crisis Support Team and Homeless Outreach Team (HOT).

- The Mobile Crisis Support Team is comprised of a specially trained officer and licensed mental health professional. Together, they respond on scene to situations involving people who are experiencing a mental health related crisis and have come to the attention of law enforcement. The Mobile Crisis Support team also does follow up visits, evaluate for mental issues in the field, refers those who qualify to Mental Health Court, and provides the most clinically appropriate resolution to the crisis by linking people to the least restrictive level of care that is appropriate.

- The Homeless Outreach Team works with the city's chronic homeless to determine the problems and identify services that can help. This is achieved through the coordination of law enforcement, criminal justice, and many service providers.

The IMPACT team works with many partners throughout the community to do a wide range of tasks; from cleaning up abandoned campsites, enforcement in multi-jurisdictional areas, and aligning services for those in need. These services include long-term housing, food assistance, and alcohol/drug rehab.

For more information: https://www.cityofsacramento.org/Police/Resources/Impact-Team

3. Ambassador Program (Milwaukee Police Department): The MPD Ambassador program creates a short-term work experience enriched with mentorship, community engagement, encouraging future leaders, and building new bridges between the Milwaukee Police Department and the community it serves.

The Milwaukee Police Department and Employ Milwaukee provide meaningful work assignments for the Ambassadors over the course of the program and pair them with mentors who are experienced members of the Police Department. Mentors provide guidance and support for the duration of the program to help Ambassadors achieve their professional goals while also building relationships with other members of the Department.

For more information: http://city.milwaukee.gov/MPDambassadors#.WObJ5dLyuUk

4. Multicultural Advisory Committee (Las Vegas Metropolitan Police Department): The Sheriff's Multi-Cultural Advisory Council (MMAC) was formed by former Sheriff Bill Young and Doug Gillespie (then Undersheriff) in April of 2003. The group has a diverse makeup of Hispanics, African-Americans, Asian-Americans, Arab-Americans, the Gay/Lesbian community, and a representative from the ACLU. The primary goal of the panel is twofold: to listen to concerns and work together on ways to solve issues/concerns, and in turn, provide the Council with a knowledge of the culture of the LVMPD. This 30-member committee meets monthly to discuss community issues with Sheriff Joseph Lombardo and the Undersheriff. Since its inception, the MMAC continues to be the eyes and ears of the community and continues to provide valuable feedback to the LVMPD. At the same time, board members are educated about policing making it a win-win situation for both.

The mission of the MMAC is to serve as a resource for the Las Vegas Metropolitan Police Department in developing and understanding diversity awareness and cultural competence among its staff; and to assist the department in providing a respectful, safe, reliable, trustworthy, and responsive service with integrity to a diverse population.

For more information:
http://www.lvmpd.com/CommunityPrograms/MultiCulturalAdvisoryCouncil/tabid/141/Default.aspx

5. Hispanic Recruiting Council (Las Vegas Metropolitan Police Department): The LVMPD established the Sheriff's Hispanic Recruitment Council in response to an enormous rise in our community's Spanish speaking population. This increasing population base also brings the need to provide police services to a culturally diverse community. The Council was established in April 2001 with 8 members. Today, it is comprised of about 100 members including police officers, Hispanic business leaders, and local community leaders.

Council Goals:
- To increase the representation of the Hispanic community within LVMPD.
- To help prepare Hispanics for a career at LVMPD.
- To educate our Hispanic youth in careers with LVMPD.

For more information:
http://www.lvmpd.com/CommunityPrograms/HispanicRecruitmentCouncil/tabid/136/Default.aspx

6. Citizen's Police Academy (Las Vegas Metropolitan Police Department):
The Citizens' Police Academy (CPA) is a 12-week program which gives our community members first-hand information on the role of police officers in the Las Vegas Metropolitan Police Department (LVMPD). The students meet every Wednesday evening from 6 p.m. to 9:00 p.m. The program involves both classroom

and interactive instruction. Participants are given the same information that our police recruits and officers receive.

Upon graduation, participants can become members of the Citizens' Police Academy Alumni Association. The association meets once a month, on the third (3rd) Thursday of each month where they will have guest speakers from various law enforcement/legal agencies. The association also conducts special tours periodically during the year. Membership in the association includes a newsletter keeping them updated on LVMPD events.

The classes include:

- Metro Organization and Culture
- Constitutional Law
- The Life as a Patrol Officer
- Gangs - Narcotics
- Sexual Assault Prevention/Awareness
- Firearms Training
- SWAT and K-9 Demonstrations
- Search & Rescue – Homicide
- Use of Force
- Traffic/DWI Enforcement
- Clark County Detention Center Tour
- Fraud/Identity Theft
- Counter Terrorism
- Vice
- MACTAC/The Active Shooter

Participants will also have the opportunity to do a ride-along with an officer so they can see first-hand "what a day in the life of our patrol officers" is like.

For more information:
http://www.lvmpd.com/CommunityPrograms/CitizensPoliceAcademy/tabid/134/Default.aspx

7. 1st Tuesday (Las Vegas Metropolitan Police Department): The Las Vegas Metropolitan Police Department's 1st Tuesday program is an excellent opportunity for the citizenry of Las Vegas to get involved with their police department. The first Tuesday of every month we open the doors to our substations from 7 to 8 p.m. in order for our community to have an open forum of communication with the police officers who patrol their neighborhoods. Each month we highlight a different area of our department, so the community can get a better idea of what goes on "behind the scenes" throughout the different sections of the department.

Throughout the year each area command may have 1st Tuesday at a location other than their area command, and some events may not be open to the public, call the station to confirm. The topics and locations for our community 1st Tuesday's will be announced via press release and details will be posted on this page as well.

For more information: http://www.lvmpd.com/CommunityPrograms/1stTuesday/tabid/133/Default.aspx

8. Community Emergency Response Team (Fresno Police Department): The Community Emergency Response Team program helps train people to be better prepared to respond to emergency situations in their homes, workplaces and communities. CERT training is a 20-hour curriculum developed by the Los Angeles Fire Department, FEMA and DHS, and is designed to provide individuals with basic emergency response skills, particularly those that would be of value in the initial hours, or days, after a disaster when first responder resources may be overwhelmed.

CERT Class Modules:
- Disaster Preparedness: Describes the types of hazards most likely to affect our community and region; introduces the functions of CERT and defines people's roles in immediate disaster response; encourages steps to prepare for disasters.
- Fire Safety and Small Fire Suppression: Outlines how to identify and reduce potential fire hazards in homes and workplaces; work as a two-person team to apply basic fire suppression strategies and use an extinguisher on a small fire.
- Disaster Medical Operations—Triage: Conduct rapid triage under simulated conditions; perform head-to-toe assessments.
- Disaster Medical Operations—Treatment: Learn how to select and set up a victim treatment area; apply techniques for opening airways, controlling bleeding and treating for shock.
- Light Search and Rescue (Urban): Identify planning and size-up requirements for potential search and rescue situations; learn when it is safe to enter a structure, describe the most common techniques for searching a structure; use safe techniques for debris removal and victim extrication.
- CERT Team Organization: Learn ways to protect rescuers; and to create and execute a safe and effective response plan.
- Disaster Psychology: Learn to recognize and prepare for the psychological effects of trauma in an emergency situation.
- Terrorism: Teaches awareness of potential dangers, and describes the types of terrorist groups and threats we face.
- Course Review and Final Exercise: Comprehensive exercise that ties together all of the modules of training and practical application for emergencies; emphasizes effective response, team organization and the Incident Command System (ICS).

For more information: https://www.fresno.gov/police/community-and-neighborhood-resources/cert/

9. Female First Response Open House (Charlotte-Mecklenburg Police Department): The Charlotte-Mecklenburg Police Department's Recruiting Division hosts a "Female First Responders Open House" for the public. The event is free and will be held from 10:00 a.m. – 1:00 p.m. at the Police and Fire Training Academy, located at 1770 Shopton Road. Female representatives and Recruiters of local first responder agencies will be at the event to provide career insight and information on the application process . Agencies in attendance will include the Charlotte Mecklenburg Police Department, Charlotte Fire Department, Mecklenburg County Sheriff's Office, Mecklenburg EMS Agency(Medic), NC Highway Patrol, and various Military branches.

For more information: https://nextdoor.com/agency-post/nc/charlotte/charlotte-mecklenburg-police-department/female-first-responder-open-house-event-42372013/

10. Family Readiness Group (United States Army): The various branches of the United States military have command-sponsored organizations of family members, volunteers, and service members associated with a particular unit. FRGs are established to provide activities and support to enhance the flow of information, increase the resiliency of unit members and their families, provide practical tools for adjusting to military deployments and separation, and enhance the well-being and esprit de corps of the unit.

Mission of FRG:
- Foster competent, knowledgeable, and resilient families.
- Act as an extension of the unit in providing official, accurate command information.
- Provide mutual support.
- Build Soldier and family cohesion and foster a positive outlook.
- Advocate more efficient use of community resources.
- Help families solve problems at the lowest level.
- Reduce stress and promote Soldier and family readiness.
- Contribute to the well-being and esprit de corps of the unit.

Goals of FRG:
- Gaining necessary family support during deployments.
- Preparing for deployments and redeployments.
- Helping families adjust to military life and cope with deployments.
- Developing open and honest channels of communication between the command and family members.
- Promoting confidence, cohesion, commitment, and a sense of well-being among the unit's Soldiers.

Activities of FRG:
- Classes and workshops.
- Volunteer recognition.
- Unit send-off and welcome home activities.
- FRG member, staff or committee meetings.
- Newcomer orientation and sponsorship.

For more information: https://www.armyfrg.org/skins/frg/home.aspx

Appendix 2: Progress Update on Previous Best Practices Recommendations

Ad Hoc Working Group on Police Recruitment: The Ad Hoc Working Group on Police Recruitment was created through an Oakland City Council resolution in April 2015. Councilmembers were permitted to appoint up to two individuals to the Ad Hoc Group. The Group was charged with a number of tasks surrounding recruitment, police officer diversity, advertising, and community partnerships[90]. We were unable to obtain an update on OPD's progress on the Ad Hoc Working Group recommendations in time for this report.

OPD Office of the Inspector General Audit: In May 2016, Oakland Mayor Libby Schaaf requested that OPD's Office of the Inspector General (OIG), in partnership with the Oakland City Auditor, conduct an audit of OPD's recruitment processes. The final audit report was submitted to Mayor Schaaf in December 2016 and included 11 total recommendations. The below recommendations and actions implemented are quoted directly from Assistant Chief of Police David Downing's memorandum to the City Administrator's office on December 28, 2017[91].

Recommendation: OIG recommended that, if during the course of the background investigation it becomes apparent that a pattern of past misbehavior or a specific combination of concerning facts and circumstances emerges, the Department should direct the Background Investigators to document these findings in the narrative summary, including possible consequences to the Department if past behavior were to reoccur, the relevance of past behavior, likelihood of reoccurrence, and the legal rights of the applicant. The possible consequences to the Department if past undesirable behavior were to re-occur.

> **Action Implemented:** Internal controls for background investigations have been completed. After consulting with the Department's clinical psychologist, the background summary report has been updated to include the psychologist's recommendations on documenting risk factors" (summary table addendum, recommendation 7, page 6).

Recommendation: The Department should evaluate opportunities for key City stakeholders (like Department of Human Resources Management) to participate in the final determination of POT applicants, if they so choose. When designing an efficient method to meet this recommendation, the Department should take care to (1) not prolong the hiring process; (2) consider the applicant's confidentiality and; (3) not violate Oakland City Charter, Section 218: Non-Interference in Administrative Affairs.

> **Action Implemented**: An invitation was extended to HRM and the Office of the City Attorney to participate in the OPD character review process. Both agencies have agreed to participate" (summary table addendum, recommendation 10, page 7-8).

Recommendation: The Department should revise its current policy (which was last updated in 1999) within 6 months so that POST certified training is a requirement for those performing background investigations that are not assigned to the R&B Unit. Additionally, background investigators should be

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[90] Landreth, Sabrina. Memo to Public Safety Committee re: Ad Hoc Working Group on Police Recruitment Final Report. August 29, 2016.

[91] Downing, David. Memo to City Administrator's Office re: Police Department Response to OIG's Review of Hiring and Training. December 28, 2017.

required to have investigative experience, if they have never previously worked within the R&B Unit. Also, in keeping with ensuring quality investigations are being performed, greater managerial oversight – beyond just requiring POST training – should also be considered. For example, R&B Unit management staff should monitor caseload and staffing resources, perform quality checks for policy and regulatory compliance, and conduct routine reviews of background investigator performance, specifically IPAS data.

> **Action Implemented**: The Department will revise policy regarding the selection and oversight of background investigators. The Background and Recruiting Unit has already changed its practice and now requires all background investigators to meet specific minimum qualifications to conduct background investigations on applicants, including a minimum number of years of experience, prior investigative experience, prior background investigative experience, and completion of a POST (Peace Officers Standards and Training) certified background investigation course. Also added to the policy is the requirement of additional training and education in the areas of implicit bias and Procedural Justice, along with the required annual POST mandated background investigation update training.
>
> The Recruiting and Backgrounds Unit now requires a confidentiality form, chronological log of events that highlights a timeline of all work completed by the background investigator, and an investigator checklist that certifies that all required work has been completed prior to the completion of the background investigation. Also, additional levels of managerial review have been added to not only identify potential risk presented by an applicant, but to also confirm that a thorough investigation has been completed by the background investigator.
>
> The Department is currently assessing the viability of outsourcing background investigations to increase consistency and allow officers to be reassigned to more critical needs. The Department is also seeking to add a Program Analyst/Recruit Coordinator to the Recruiting and Background Unit to allow the supervisor additional time to focus on background investigators and investigations" (Summary table addendum, recommendation 11, page 8-9).