



# AGENDA REPORT

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**TO:** Honorable Oakland  
Police Commission

**FROM:** Michelle N. Phillips  
Inspector General

**SUBJECT:** Office of the Inspector General  
Informational Report

**DATE:** March 14, 2024

## **PURPOSE**

The purpose of this informational report is to provide the Oakland Police Commission (“Commission”) and members of the public with updates from the Office of the Inspector General (OIG), since the Inspector General’s last presentation. In this document, the OIG provides a high-level outline of its prioritized projects and current activities. The OIG also attempts to address specific questions raised by Commissioners and community members at previous meetings. For additional context, the OIG has also included pertinent attachments that have been released since its last presentation. Through these reports, the OIG seeks to fulfill its commitment to providing transparent civilian oversight.

## **CITY CHARTER AND NEGOTIATED SETTLEMENT AGREEMENT (NSA, MEASURE S1 OIG MANDATE)**

### Policy Review of Departmental General Order (DGO) M-19 – Prohibitions Regarding Racial Profiling and other Bias-Based Policing

On February 9, 2024, the OIG submitted its Policy Review of DGO-M-19: *Prohibitions Regarding Racial Profiling and other Bias-Based Policing* to the Commission and Oakland Police Department (OPD). The report included several recommendations, to which the OIG requested a response from the Commission and OPD by Monday, March 25, 2024. After receiving stakeholder responses, the OIG will release a public-facing report. This project will be completed within the fiscal year, as outlined in OIG’s Annual Audit Work Plan.

### Policy Review of DGO B-08: Field Training Program

The OIG’s Policy Analyst and Inspector General are in the final stages of the Policy Review for DGO B-08: *Field Training Program*. This project was slightly stalled due to the prioritization of other time-sensitive projects and a delay in receiving data. The project will include an analysis of the relationship between OPD’s field trainers and trainee as it relates to misconduct (use of force, etc.) allegations. A detailed analysis of this data will be completed before the end of the fiscal year.

**Inspections of NSA Section III: Internal Affairs Division (IAD)**

The NSA outlines mandates that OPD must sustain to ensure effective and long-term police reform. After reviewing NSA Section III, the OIG identified several tasks that were categorized as “inactive.” The OIG elected to conduct an updated inspection of seven tasks in Section III, to ensure continued compliance and updated monitoring. The seven tasks are outlined in Table 1 below.

*Table 1: NSA-Section III: Selected Tasks for Inspections*

Task 3: IAD Integrity Tests	Task 4: Complaint Control System for IAD
Task 7: Methods for Receiving Citizen Complaints	Task 8: Classification of Citizen Complaints
Task 9: Contact of Citizen Complainant	Task 11: Summary of Citizen Complaints Provided to OPD Personnel
Task 13: Documentation of Pitchess Responses	

**THE BEY MATTER (Review of IAD Cases as directed by the Commission)**

In November of 2021, before the appointment of the current Inspector General, the Commission voted to refer The Bey Matter to the newly established OIG. The scope of this review, as provided to the Inspector General, was to review IAD Cases 07-0538, 13-1062, and 16-0146 for relevant lessons learned and assess whether there were any policy gaps. The case review has been completed, and the final report was submitted to the Commission on February 28, 2024. Given the report’s policy recommendations, the OIG has requested the Commission and OPD respond to the report's recommendations by April 10, 2024, 30 business days from its original submission. Once the OIG receives stakeholder responses, a public synopsis will be released. This project will be completed within the fiscal year, as outlined in OIG’s Annual Audit Work Plan.

**THE CLARENCE, DYER & COHEN (CDC) REVIEW**

On July 13, 2023, the Commission directed the OIG to review the CDC Reports relating to IAD Case 21-0862. The objective of this project was to identify policy recommendations, if any and determine the appropriateness of discipline. The OIG provided the final report to the Commission on January 23, 2024. The OIG did not have any additional recommendations, outside of those listed in one of the CDC reports and approved by the Commission at the end of 2023. Nevertheless, the OIG determined that an evaluation/review of the updated policies should be conducted after OPD’s successful implementation and training. With no additional policy recommendations, the OIG did not request a response from any stakeholders. This project was an item within OIG’s Annual Audit Work Plan.

**CITY COUNCIL POLICY DIRECTIVE-OPD STAFFING STUDY**

In consultation with City Administration, the OIG selected PFM Financial Advisors, LLC (“PFM Financial”) to conduct an OPD staffing study and resource analysis. The City Council unanimously approved the contract, which has been fully executed and is in its final stage of compliance review. The OIG meets bi-weekly with PFM Financial and OPD’s point of contact to ensure timely communications. Additionally, PFM Financial sent an initial data request to the OIG. The OIG worked with OPD and the information technology department (ITD) to fulfill the requests as quickly as possible. ITD has provided

the calls for service data requested and OPD is routinely providing the additional data to the consultants as it is gathered.

The OIG with the assistance and guidance from the City Attorney's Office and the City Agenda Management team, requested scheduling at Rules Committee on February 29, 2024. The item is scheduled to be heard at the Public Safety Committee on March 12, 2024.

## **BUDGET UPDATES**

Midcycle budget meetings began on February 14, 2024. The OIG is working with its assigned Budget Analyst to guarantee all requested documents are provided. The OIG will request all nine (9) positions allocated in the initial [biennial budget](#)<sup>1</sup>, be funded for FY 2024-2025. Currently, the OIG's Deputy Inspector General/Project Manager III position is frozen. The OIG will not be asking for additional staffing or operations and maintenance resources.

## **ADDITIONAL PROJECTS**

### **OPD Compliance Recommendation: National Incident-Based Reporting System (NIBRS)**

In 2021, the Federal Bureau of Investigation (FBI) designated NIBRS as the national standard for crime data reporting. As a part of this designation, the FBI began to encourage law enforcement agencies to switch from the Summary Supporting System (SRS) and become NIBRS-reporting agencies. Attached is the public report along with OPD's official response.

### **Policy Review of DGO N-09: Police Grants**

Given recent inquires around grants management by OPD, and the entire City of Oakland, the OIG initiated a policy review of DGO N-09: *Police Grants*. The OIG's Policy Analyst and Inspector General are in the final review stages of the policy review. This project, which includes a set of recommendations to enhance DGO N-09, it will be provided to the Commission and OPD by the end of March. The OIG is also consulting with the City Auditor, as they are currently completing their audit of the City of Oakland's application to California's Organized Retail Theft Grant Program.

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<sup>1</sup> Link to the City of Oakland 2023-2025 Adopted Budget for the Office of the Inspector General, Community Police Review Agency, and Oakland Police Commission.  
<https://stories.opengov.com/oaklandca/published/LN5Fk95vHbm>

### OPD Settlement and Judgement Payout Data from 2011-2021 Preliminary Analysis

OPD is the cause of regular lawsuits, many of which end in settlements paid out by the City of Oakland. To gain a better understanding of OPD-related settlement trends, the OIG acquired relevant data from the City Attorney's Office. The OIG will analyze how trends in payments as a result of allegations of police misconduct changed from 2011 to 2021, as well as other statistical analyses.

### OIG Standard Operating Procedures (SOPs)

Going into its second year, OIG has revisited its SOPs to add the following sections and updates:

- Overtime and Compensatory Time
- Code of Business, Dress Code
- Public Reporting Guidelines
- Updated Functions and Duties for the Deputy Inspector General, Director of Communications and Engagement, and Policy Analyst positions
- Provisions for Policy Reviews
- Updates to the Work Plan/Project Design Section
- Records Retention Procedures

The OIG has been consulting Local 21 to ensure a smooth review process.

### Strategic Communications Plan

The OIG's 2024-2026 Strategic Communications Plan details the agency's culturally competent and evidence-based approach to engaging with Oaklanders. Throughout 2023, the OIG conversed with community members, police accountability organizations, civilian oversight practitioners, whose insight helped inform the plan's messaging and tactics. As the youngest agency in the City of Oakland, the OIG will use this document to guide its efforts to educate and connect with community.

For questions regarding this report, please contact Michelle N. Phillips, Inspector General, at [OIG@oaklandca.gov](mailto:OIG@oaklandca.gov).

Respectfully submitted,



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Michelle N. Phillips  
Inspector General  
Office of the Inspector General



# **OFFICE OF THE INSPECTOR GENERAL**

MEMORANDUM:

***OPD'S TRANSITION TO THE  
NATIONAL INCIDENT-BASED REPORTING SYSTEM***



DALZIEL BUILDING • 250 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA

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**Monday, March 11, 2024**

**Dear Members of the Public,**

In 2021, the Federal Bureau of Investigation (FBI) designated the National Incident-Based Reporting System (NIBRS) as the national standard for reporting crime data. In years prior, the FBI encouraged law enforcement agencies to adopt NIBRS as their reporting system. Before NIBRS, the Summary Reporting System (SRS) was the primary data reporting system used by law enforcement agencies. To date, the Oakland Police Department (OPD) remains one of roughly 2,500 law enforcement agencies that still utilize SRS. Consequently, the OIG recommends the Oakland Police Commission request OPD prioritize submitting a strategic plan to reach NIBRS reporting compliance, including a clear timeline that contains periodic status updates.

NIBRS is a reporting system that improves the quality and accessibility of crime data collected by law enforcement agencies. The system mandates the collection of details on each crime incident, as well as separate offenses within the same incident. Potential data gathered includes information on crime victims, offenders, relationships amongst involved parties, and impacted property. NIBRS and SRS differ primarily in their data collection goals. SRS is a summary of crime data within a given jurisdiction, meaning departments report the number of criminal offenses and incidents cleared by criminal offense type monthly. This provides an overview of what crimes were occurring and how often they were cleared<sup>1</sup>, but limited details on each incident.

NIBRS is incident-based and requires law enforcement agencies to submit data about each incident that contains a relevant criminal offense. Each incident can contain up to 10 offenses. Per NIBRS's website, an incident likely corresponds to an individual crime, whereas an offense is the law broken while the crime was committed. For example, a burglary where a resident is assaulted with an illegal weapon is a singular incident but contains several offenses. All crimes committed within an incident occur roughly at the same time and place, with likely matching offender(s). Incident-level data includes greater details on when and where an incident occurred, as well as demographics (if known) of the offender and victim.

The comprehensive data collected in NIBRS can improve law enforcement agencies' and cities' ability to make strategic decisions. Uniformed information also allows municipalities to compare data across other jurisdictions. For example, NIBRS data shows violent crime in San Diego is about 20% more likely to occur on a public thoroughfare than in a private residence. However, in

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<sup>1</sup> Cleared means that the offender was either identified, charged, and arrested or the department identified and located the offender but was unable to arrest due to circumstances beyond their control. The full description of clearance provided by the FBI can be found here: <https://ucr.fbi.gov/crime-in-the-u.s/2010/crime-in-the-u.s.-2010/clearances>



Hayward, violent crime is about 50% more likely to occur in a private residence. In understanding how patterns of violent crime differ, these departments can optimize their limited resources. As of May 2023, 77% of people in the United States are living in municipalities covered by NIBRS-reporting agencies.<sup>2</sup>

### **Status of NIBRS in Oakland**

To date, the OPD still employs SRS despite indicating their desire to fully adopt the NIBRS model. In its 2020 Annual Report, OPD listed a “transition to NIBRS” as an expected outcome in 2021.

*Figure 1: 2020 OPD Annual Report Crime Analysis Section Expected Outcomes for 2021*

<p><u>Expected Outcomes for 2021</u></p> <ol style="list-style-type: none"><li>1. <i>Reduce crime.</i></li><li>2. <i>Strengthen community trust and relationships.</i></li><li>3. <i>Achieve organizational excellence through the following efforts.</i></li></ol> <p style="text-align: right;">Page 67</p>
<p><i>Operations:</i></p> <ul style="list-style-type: none"><li>• Continue to provide high-quality analytical products to BFO 1 and BFO 2 via the specialized patrol analysts.</li><li>• Continue to provide in-depth pattern and series analysis of robbery via specialized investigative analysis.</li><li>• Continue to provide in-depth shooting cluster analysis via specialized investigative analysis.</li><li>• Continue to provide in-depth residential and commercial burglary analysis via specialized investigative analysis.</li><li>• Expand CrimeView Dashboard’s use throughout the agency.</li><li>• Prepare for integration with the new CAD/LRMS system at the end of the year.</li><li>• <b>Prepare for the transfer to the FBI’s National Incident Based Reporting System (NIBRS).</b></li></ul>

OPD’s 2021 Annual Report, again outlined its commitment by listing “Prepare for the transfer to the FBI’s National Incident-Based Reporting System (NIBRS)” as an action to take in 2022. Nevertheless, OPD has yet to submit a single month of NIBRS data. as of December 2023.

<sup>2</sup> *National Incident-Based Reporting System (NIBRS)*. (n.d.). Bureau of Justice Statistics. Retrieved December 26, 2023, from <https://bjs.ojp.gov/national-incident-based-reporting-system-nibrs>



Figure 2: OPD 2021 Annual Report Crime Analysis Section Expected Outcomes for 2022

<u>Expected Outcomes for 2022</u>
<p><u>Goals</u></p> <p>Goal 1: Reduce Crime To Improve Public Safety.            Goal 2: Improve Community Engagement and Strengthen Community Trust.            Goal 3: Develop and foster a high-quality, involved, and respected workforce.            Goal 4: Demonstrate Sustained Compliance with the Negotiated Settlement Agreement.            Goal 5: Prepare for the Future of Police Service Delivery.</p> <p><u>Actions</u></p> <ul style="list-style-type: none"> <li>• Continue to provide high-quality analytical products to BFO 1 and BFO 2 via the specialized patrol analysts.</li> <li>• Continue to provide in-depth pattern and series analysis of robbery via specialized investigative analysis.</li> <li>• Continue to provide in-depth shooting cluster analysis via specialized investigative analysis.</li> <li>• Resume in-depth residential and commercial burglary analysis via specialized investigative analysis.</li> <li>• Prepare for integration with the new CAD/LRMS system during the first quarter of 2022.</li> <li>• Prepare for the transfer to the FBI's National Incident Based Reporting System (NIBRS)</li> </ul>

### **Cost of NIBRS Transition**

The largest barrier to a NIBRS transition for agencies appears to be the cost. Incident-level reporting significantly increases the data a department must store and submit. To offset these costs, the Bureau of Justice Statistics (BJS) and the FBI continue to support NIBRS compliance via public grants.

Figure 3: Grant Funding for NIBRS Transition in California<sup>3</sup>

<b>Agency</b>	<b>Funding Year</b>	<b>Amount Awarded</b>
LAPD, LA County Sheriff, SFPD (Joint Application) <sup>4</sup>	2022	\$2,248,126
LAPD, LA County Sheriff, SFPD (Joint Application) <sup>5</sup>	2023	\$3,500,000
OPD (Added Requirement of Unrelated Grant Funding) <sup>6</sup>	2020	\$12,389 (Approx.)

<sup>3</sup> In total 120 agencies have received some form of funding for NIBRS transition via grants from the Criminal Justice Information Services (CJIS) and National Crime Statistics Exchange (NCS-X). These grants totaled more than \$120 million. <https://www.justice.gov/opa/speech/file/1563061/dl?inline=>

<sup>4</sup> FY 2022 California Law Enforcement Transition to NIBRS—Rapid Deployment Model Project. (2022, August 22). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/opportunities/o-bjs-2022-171414>

<sup>5</sup> FY 2023 California Law Enforcement Transition to NIBRS—Rapid Deployment Model Project. (2023, August 4). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/opportunities/o-bjs-2023-171814>

<sup>6</sup> Ahern, G. J. (2020). 2019 Edward J. Byrne Memorial Justice Assistance Grant. Alameda County Sheriff's Office. [https://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_10\\_06\\_20/PUBLIC%20PROTECTION/Regular%20Calendar/Sheriff\\_301532.pdf](https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_10_06_20/PUBLIC%20PROTECTION/Regular%20Calendar/Sheriff_301532.pdf)



Agency	Funding Year	Amount Awarded
Blythe (CA) Police Department <sup>7</sup>	2019	\$298,350
Alameda County Sheriff <sup>8</sup>	2017	\$1,249,311

If necessary, OPD should explore funding opportunities from the BJS and California DOJ to transition to NIBRS. While dedicated funding for NIBRS projects largely ended in 2019, due to the conversion deadline of January 2021<sup>9</sup>, ongoing deployment projects in California may indicate funds are still available for agencies proactively seeking them out.

### **Conclusion and Recommendation**

Although OPD has repeatedly indicated a desire to complete the NIBRS transition, they have yet to achieve this goal. Completing this transition is crucial, as each year the transition is delayed OPD, and the entire City of Oakland, lose access to comparative crime data. The OIG acknowledges a primary barrier to adopting NIBRS is cost. However, data transparency must be prioritized as it is vital to an effective government structure and community trust.

Therefore, the OIG recommends the Police Commission, in consultation with the OPD and City Administration, seek funding assistance from the California DOJ and BJS to transition to NIBRS. Additionally, the OIG recommends the Police Commission request OPD prioritize the NIBRS transition, and that they provide regular progress updates at Police Commission meetings. Collaboration and prioritization from all City of Oakland stakeholders with this effort would provide an avenue for greater transparency and community trust. Attached to this memorandum is OPD's official response.

Sincerely,

**Michelle N. Phillips, Inspector General**

City of Oakland, Office of the Inspector General

<sup>7</sup> Blythe Police Department (BPD) National Crime Statistics Exchange (NCS-X). (2019, September 16). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/awards/2019-fu-cx-k004>

<sup>8</sup> Alameda County Sheriff's Office (ACSO) NCS-X Implementation Program. (2017, September 23). Bureau of Justice Statistics. <https://bjs.ojp.gov/funding/awards/2017-mu-cx-k051>

<sup>9</sup> Office of Justice Programs. (2019). *FY 2020 Program Summaries*. US Department of Justice. <https://www.justice.gov/jmd/page/file/1150341/download>

**OPD'S OFFICIAL RESPONSE**



# MEMORANDUM

**TO:** Michelle Phillips  
Inspector General  
Office of the Inspector General

**FROM:** Darren Allison  
Interim Chief of Police  
Oakland Police Department

**SUBJECT:** OPDs Transition to the National  
Incident-Based Reporting System

**DATE:** March 8, 2024

The purpose of this memorandum is to respond to the Office of Inspector General's (OIG) request for a progress update on the Oakland Police Department's (OPD) transition from the Uniform Crime Reporting (UCR) Summary Reporting System (SRS) to the National Incident-Based Reporting System (NIBRS).

## **EXECUTIVE SUMMARY**

This report provides an update on the Department's efforts to transition to NIBRS reporting.

## **BACKGROUND**

In 2021, the Federal Bureau of Investigation (FBI) designated NIBRS as the national standard for reporting crime data. In previous years, the FBI encouraged law enforcement agencies to adopt NIBRS as their reporting system. Before NIBRS, the Summary Reporting System (SRS) was law enforcement agencies' primary data reporting system. OPD is one of approximately 2,500 law enforcement agencies that still use SRS. As a result, the OIG recommends that the Oakland Police Commission request that OPD prioritize submitting a strategic plan to achieve NIBRS reporting compliance. This plan should include a clear timeline with periodic status updates.

## **ANALYSIS**

OPD acknowledges the importance of transitioning from SRS to NIBRS and has made it a priority to accomplish this. However, the Department's current Law Enforcement Records Management System (LRMS) is the primary obstacle to this change. LRMS, a Motorola system created in 1998, was purchased by OPD in 2002, installed in 2004, and went live in 2005. LRMS is over 25 years old and severely dated, leading to numerous limitations, including NIBRS reporting.

In approximately 2015, a Request for Proposal (RFP) was issued to select a vendor to replace the Department's Computer-Aided Dispatch (CAD) and Records Management Systems (RMS). In 2017, OPD collaborated with the Information Technology Department (ITD) to implement the new systems, and work on this project began in early 2018. This process has faced numerous challenges, particularly with the RMS portion of the system, due to technology limitations that would have significantly increased the time required for an officer to complete a police report. Consequently, ITD and OPD decided to move forward with the CAD portion of the system with

Office of Inspector General  
March 6, 2024

Motorola but opted to select another vendor for the RMS portion. However, implementing a new RMS can only occur after the CAD system is fully installed.

The Department anticipates completing the CAD upgrade by August 2024. The RMS project will commence upon completion of the CAD upgrade, with Mark43 currently identified as the RMS vendor. The RMS upgrade is expected to take approximately 12-18 months. Based on this timeline, the Department anticipates transitioning to NIBRS reporting in early 2026.

I have attached a sample project schedule detailing the pre-execution to project closeout for the RMS upgrade. Please note that this is a sample and is subject to change based on several factors, including the completion of the CAD upgrade and any unforeseen issues that may arise associated with both projects.

For questions regarding this report, please contact Deputy Director Kiona Suttle, Bureau of Services, at [ksuttle@oaklandca.gov](mailto:ksuttle@oaklandca.gov).

Attachment: RMS Implementation Sample Schedule

A handwritten signature in blue ink, appearing to read "Darren Allison".

Darren Allison, Interim Chief of Police  
Oakland Police Department

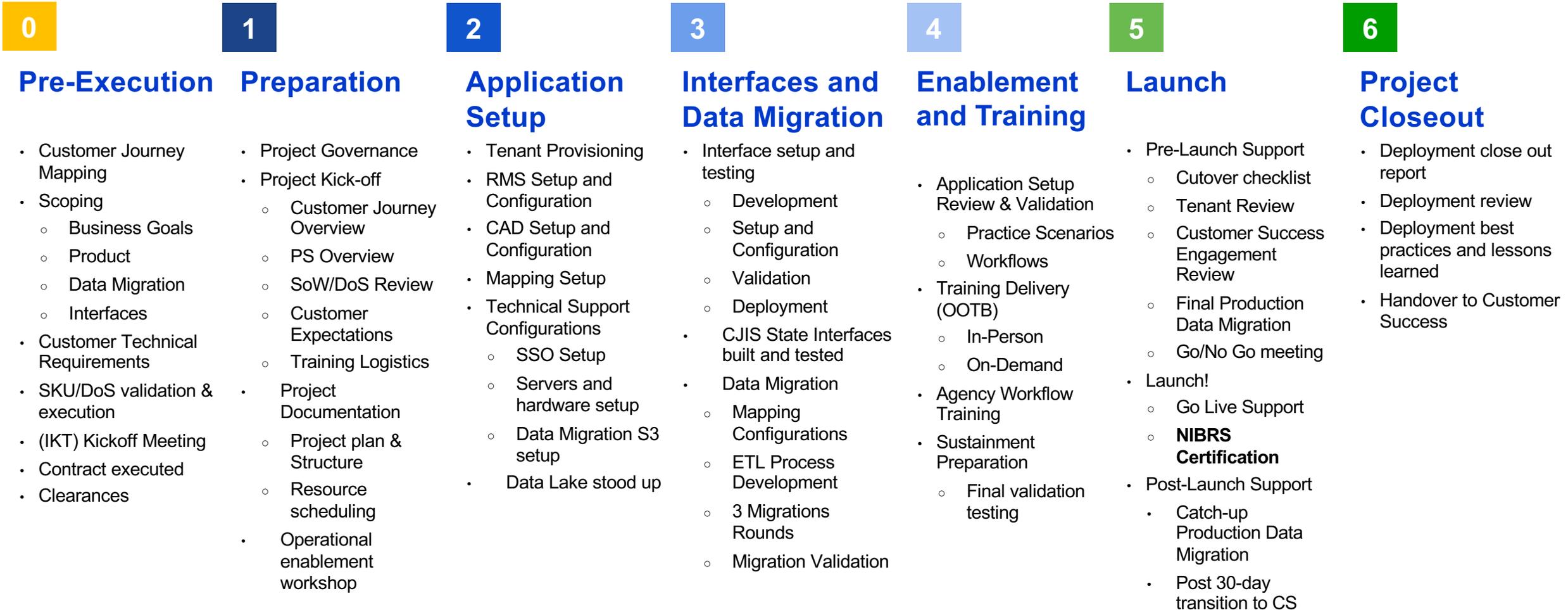
Reviewed by:  
Dr. Carlo Beckman, Project Manager II  
OPD, Bureau of Services

Prepared by:  
Kiona Suttle, Deputy Director  
OPD, Bureau of Services

# Oakland Police Department

Sample Project Schedule – For Illustrative Purpose Only

# Deployment Phases



# Project Schedule

## Implementation

Phase 1 -  
Preparation

Phase 2 - Application Setup

Phase 3 - Interfaces

Phase 3 - Data Migration

Phase 4 – App  
Enablement and Training

Phase 5 -  
Launch

Phase 6 - Project  
Closeout

### Project Timeline References:

- Atlanta  
7 months
- Boston  
11 months
- San Antonio  
11 months
- Albuquerque  
13 months
- Louisville  
12 months

### Key Takeaways

- The length of projects will vary
- A successful implementation requires involvement from both Mark43 and the customer
- Start/End Dates of each phase and the overall project will be determined in the next phase of organizing the project plan details



***QUESTIONS? EMAIL [OIG@OAKLANDCA.GOV](mailto:OIG@OAKLANDCA.GOV)***



# *Office of the Inspector General*

**STRATEGIC COMMUNICATIONS PLAN | 2024-2026**



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# Executive Summary

The Office of the Inspector General's (OIG's) 2024-2026 Strategic Communications Plan provides a comprehensive outline of the agency's unique and targeted approach to communicating with Oaklanders. This plan is heavily informed by the OIG's countless conversations with community members, police accountability organizations, and fellow civilian oversight practitioners throughout 2023. As the office continues to grow and evolve, the strategic messaging around OIG's roles, responsibilities, and impact will remain paramount to community members understanding the importance of civilian oversight of the Oakland Police Department (OPD). To anchor its multi-faceted communications plan, the office utilizes the following vision statement and values to navigate each of its projects.

## *Vision*

Via transparent, timely, and culturally competent communications, the Office of the Inspector General seeks to remain a civilian oversight agency community members can trust.

## *Values*

<b>Equity</b>	Directing ample resources (time, energy, attention, and funds) toward Oakland's most impacted community members.
<b>Integrity</b>	Upholding the truth and office principles at all times.
<b>Intentionality</b>	Producing easily digestible content, tailored to the project's target audience.
<b>Courage</b>	Fearlessly releasing accurate and data-backed audits, evaluations, reviews and recommendations.



# Situational Analysis

In 2020, 81% of Oakland voters passed Measure S1, establishing the Office of the Inspector General. Stemming from the national call for police accountability, following the heartrending murders of Oscar Grant, Tamir Rice, Michael Brown, Sandra Bland, Philando Castillo, Breonna Taylor, George Floyd, among others, the OIG was created to strengthen local reform efforts. Through auditing the policies, practices, and procedures of OPD, the OIG was tasked with providing effective and efficient civilian oversight.

To date, OPD remains one of the longest federally monitored law enforcement agencies in the United States. This is a direct product of *Delphine Allen v. City of Oakland*, commonly referred to as the “Riders Case,” where six veteran officers allegedly violated the civil rights and liberties of community members. Consequently, the corresponding and ongoing Negotiated Settlement Agreement (NSA), from 2004, provided OPD with fifty-two (52) tasks to address the cultural, legislative, and behavioral issues within the department.

Per Section 604 of the Oakland City Charter, the OIG is required to assess OPD’s compliance with these NSA tasks, during and after federal oversight is over. As only a component of Oakland’s hybrid civilian oversight structure, which also includes the Oakland Police Commission and Community Police Review Agency, the OIG seeks to deliver on its Charter mandates via transparent audits, evaluations, inspections and reviews.

To accompany its substantive work, the OIG is committed to engaging with Oaklanders to build, repair, and sustain community members' trust in the City of Oakland’s ability to hold OPD accountable. The following sections outline the strengths, challenges, opportunities, and dangers of the office, which continue to impact our communication strategy.

## *Strengths & Challenges*

Utilizing the qualitative data from community members, civilian oversight practitioners, police officers, non-profit organizations, and other external partners, the OIG assessed its communication strengths and challenges. The following tables serve as a synopsis of reoccurring commentary from the office’s rigorous discussions over the past year.



# Strengths

Strengths are defined here as existing elements of the office that will support the execution of its communications strategy.

<b>Mission-Oriented</b>	The office is dedicated to accomplishing its legislative mandates, outlined in Oakland's City Charter and Municipal Code.
<b>Knowledge Base</b>	The OIG staff contain a wealth of knowledge and skill sets that enable the office to produce high-quality work products.
<b>Public Service</b>	The office is committed to going above and beyond its scope of work, in the ministration of Oakland's community.
<b>Strong Existing Relationships</b>	Through its public service, the office has established deep connections with community members from various racial, religious, educational, social, and economic backgrounds.
<b>Innovative Approach</b>	The OIG utilizes non-traditional tactics to reach its target audience.

# Challenges

Challenges are defined here as hurdles that may hinder or delay the OIG's ability to connect with community members.

<b>Knowledge Gap</b>	Currently, many community members do not understand the purpose, functions, and duties of Oakland's civilian oversight entities.
<b>Distrust of Government</b>	Given the complex history between community members and the City of Oakland, many people are not confident that OPD officers will be held accountable for misconduct.
<b>Limited Resources</b>	The office has an expansive list of responsibilities, all of which have a communications component. With a wide breadth of communication related tasks, the OIG must be creative on how to optimize its limited resources (staff, discretionary funds, materials, etc.).



## *Opportunities.*

As the OIG continues to expand its reach via the execution of a culturally competent communication strategy, the growth opportunities are infinite. By centering community members most impacted by officer misconduct the OIG seeks to not only enhance its work but collect valuable data for agencies and organizations looking to reach similar audiences. Utilizing various channels and methods to distribute its messages, the office plans to advance its use of new technologies.

Additionally, the OIG will build upon its previous partnerships to showcase the intersection of police accountability with other areas of interest such as violence prevention, alternative response, mental health and wellness, accessibility, homelessness, and more. Through collaborative events and initiatives, the OIG envisions community members' increased understanding of civilian oversight and other essential City of Oakland services.

## *Restraints.*

Community members' strong skepticism of the City of Oakland's ability to hold officers accountable remains the greatest hurdle in reaching OIG's target audience. Many Oaklanders impacted by police misconduct have staunch preconceptions of the city's accountability mechanisms yet lack an understanding of its current civilian oversight structure. The complexity of Oakland's hybrid system also makes it difficult to establish shared understanding in one engagement. When coupled with the OIG's limited capacity, this skepticism and lack of trust serve as significant restraints to reaching our communication goals.



# Audience Analysis

Primary	Secondary	Tertiary
Impacted Community Members	General Public	External Civilian Oversight Practitioners
Oakland Police Department	Oakland's Police Accountability Organizations	Related Agencies, Boards & Commissions
Oakland's Civilian Oversight Structure	Media Partners	
City Administration	Elected Officials	

*Primary*

For the purpose of this strategic plan, a primary audience is defined as key parties to the office's duties and function.

Audience Description	Desired Behaviors, Actions or Thoughts	Barriers to Communication	Where They Access Information	Messaging Themes
Impacted Community Members	<ul style="list-style-type: none"> <li>Deep Understanding of Importance &amp; Value</li> <li>Two-Way Line of Communication</li> <li>Trustworthy and Impactful</li> <li>Easily Accessible</li> <li>High-Level Engagement</li> </ul>	<ul style="list-style-type: none"> <li>Distrust in Governmental Agencies</li> <li>Strong Preconceptions</li> <li>Complexity of Civilian Oversight Structure</li> <li>Uninterest in Substantive Work</li> </ul>	<ul style="list-style-type: none"> <li>Personal Social Networks</li> <li>Social Media</li> <li>Trusted Community Organizations</li> <li>Local Publications</li> </ul>	<ul style="list-style-type: none"> <li>Community-Centered &amp; Informed</li> <li>Equity-Based Public Servants</li> <li>Open Door Policy</li> </ul>



*Primary (continued)*

Audience Description	Desired Behaviors, Actions or Thoughts	Barriers to Communication	Where They Access Information	Messaging Themes
Oakland Police Department	Fair & Balanced Firm Yet Helpful Accountability Partner Mid-Level Engagement	Sworn vs. Civilian Mindset Blue Code of Silence	Internal Meetings OPD Management Email Distributions Local Publications	Shared Goal of Constitutional Policing Symbiotic Relationship
Oakland's Civilian Oversight Structure (Police Commission & Community Police Review Agency)	Streamlined Communication and Collaboration Collective Understanding of Roles & Responsibilities Productive & Transparent Working Relationship	Complexity of Structure Adjacent Objectives	Public Meetings Direct Emails Social Media Website Local Publications	Same Team, Different Roles Stronger Together
City Administration	Effective & Efficient Agency Strong Working Relationship	Expansive Priorities	Public Meetings Internal Correspondence Social Media Website Local Publications	Necessary & Impactful City Function



# Secondary

Secondary audiences are community members whose engagement is important but not mandatory to OIG’s function and duties.

Audience Description	Desired Behaviors, Actions or Thoughts	Barriers to Communication	Where They Access Information	Messaging Themes
General Public	<p>High Level Understanding of Mission &amp; Impact</p> <p>Consistent Engagement</p>	<p>Limited Resources &amp; Capacity</p> <p>Misconceptions of Authority</p> <p>Lack of Interest</p>	<p>Social Media</p> <p>Newsletters</p> <p>Website</p> <p>Local Publications</p>	<p>Effective &amp; Efficient</p> <p>Data-Backed &amp; Accurate</p>
Police Accountability Organizations	<p>Collaborative &amp; Reliable</p> <p>Subject Matter Experts</p> <p>Impactful</p> <p>Mid-Level Engagement</p>	<p>Adjacent Objectives</p> <p>Staunch Ideologies</p>	<p>Social Media</p> <p>Newsletter</p> <p>Website</p> <p>Local Publications</p>	<p>Community Partners</p> <p>Shared Vision of Police Accountability</p>
Media Partners	<p>Trusted Source</p> <p>Highly Responsive</p> <p>Necessary Level of Engagement</p>	<p>Volatile News Cycle</p> <p>Lack of Understanding</p>	<p>Press Releases</p> <p>Public Reports</p> <p>Social Media</p> <p>Local Publications</p>	<p>Effective &amp; Efficient</p> <p>Data-Backed &amp; Accurate</p>



## Secondary (continued)

Audience Description	Desired Behaviors, Actions or Thoughts	Barriers to Communication	Where They Access Information	Messaging Themes
Elected Officials	Productive & Valuable Informative Subject Matter Experts	Competing Priorities Non-Political & Independent	Internal Meetings Direct Emails Public Reports Social Media	Effective & Efficient Data-Backed & Accurate

## Tertiary

Tertiary audiences are entities that may occasionally review, intersect, or supplement the office's work.

Audience Description	Desired Behaviors, Actions or Thoughts	Barriers to Communication	Where They Access Information	Messaging Themes
External Civilian Oversight Practitioners	Thought Partners Enhancing Industry Standards	Limited Capacity Organizational Priorities	Social Media Newsletter Published Reports	Advocates of Civilian Oversight
Related Agencies, Boards & Commissions	Positive View of Work Product	Misconceptions of Authority Competing Scopes of Work	Social Media Newsletter Website Local Publications	Collaboration Shared Goals



# Key Messages

The following key messages are points that will be consistent throughout the OIG’s internal and external communications.

<b>Civilian Oversight You Can Trust</b>	The OIG is committed to providing civilian oversight that advances Oaklanders’ call for a just and accountable OPD.
<b>Stewards of Accountability</b>	Utilizing its Charter authority, the OIG offers recommendations that will strengthen OPD’s compliance with their legal and departmental responsibilities.
<b>Effective &amp; Efficient Practitioners</b>	The OIG will carry out its oversight duties in a strategic and methodical manner.
<b>Accessible Public Servants</b>	The OIG maintains an open-door policy for community members, while also using various engagements to meet Oaklanders where they are.

## *Supporting Facts:*

Below are statements that staff members can use to support the OIG’s key messages. This should not be viewed as a comprehensive list, but rather talking points to enhance external communications.



## *Civilian Oversight You Can Trust.*

The OIG is committed to providing civilian oversight that advances Oaklanders' call for a just and accountable OPD.

### **Supporting Facts:**

- The office works diligently to release evidence-based reports that include accurate findings, clear recommendations, and useful considerations.
- Office-initiated projects included in OIG's Annual Audit Work Plan for Fiscal Year 2024 were informed and prioritized by community feedback.
- The OIG continuously seeks qualitative data from community members to bolster its substantive work and community engagement strategy.
- The OIG is highly transparent, housing and distributing its reports on various communication platforms.
- The office utilizes national best practices to inform and guide its work.

## *Stewards of Accountability*

Utilizing its Charter authority, the OIG offers recommendations that will strengthen OPD's compliance with their legal and departmental responsibilities.

### **Supporting Facts:**

- To establish a clear baseline of data, the OIG requested and is currently overseeing a staffing study and resource analysis of OPD.
- The OIG recommended that the Community Police Review Agency establish Standard Operating Procedures to codify their methods of investigating police misconduct allegations.
- The OIG recommended OPD establish a sexual misconduct Departmental General Order, to decrease instances of unlawful and/or inappropriate sexual behavior by its members.
- In addition to its substantive work, members of the OIG serve as police accountability subject experts for City of Oakland agencies, non-profit organizations, and community partners.



## *Effective & Efficient Practitioners*

The OIG will carry out its oversight duties in a strategic and methodical manner.

### **Supporting Facts:**

- Since its inception, the OIG has maximized its impact with limited resources (staff, discretionary funds, etc.).
- The OIG is fiscally responsible and highly intentional with its expenditures.
- For the first six months of 2022, the office was comprised of only the Inspector General. To date, the OIG has grown to a dynamic and hard-working team of five.

## *Accessible Public Servants*

The OIG maintains an open-door policy for community members, while also using various engagements to meet Oaklanders where they are.

### **Supporting Facts:**

- The OIG provides regular updates to the Oakland Police Commission, and members of the public via Police Commission meetings.
- The office regularly meets with community members, non-profit organizations, and fellow public servants to gain insight and perspectives.
- In 2023, the Inspector General completed several speaking engagements including panels, award ceremonies, neighborhood council meetings, and local podcasts to inform the public of the OIG's work.
- The OIG consistently attends and participates in community events and service projects, including Creek to Bay Day, Martin Luther King Jr. Day of Service, Earth Day, Juneteenth, Oakland Pride, and more.
- To showcase its commitment to Oaklanders, the OIG was proud to organize and facilitate Love Life Week's Community Healing Circle & Summit.



# Communication Goals

The table below lists the OIG’s strategic communication goals for the next two years. These goals will serve as a north star to advance its mission to provide effective and efficient civilian oversight.

<b>Educate &amp; Engage Community Members</b>	Increase awareness and understanding of the OIG’s roles, responsibilities, and authority.
<b>Build Sustainable Relationships</b>	Create and maintain mutually beneficial partnerships with local stakeholders (residents, non-profits, law enforcement, elected and appointed officials, etc.)
<b>Establish and Improve the OIG’s Brand, Culture, and Image</b>	Strategically design and enhance the office’s brand identity, via its substantive and supplemental work.
<b>Create and Optimize Communication Processes</b>	Establish, evaluate, and improve communication systems that can be replicated beyond staff departure.
<b>Elevate Industry Standards</b>	Set new communication precedents and standards within the civilian oversight industry.



# Objectives, Tactics, Metrics & Priorities

## *Goal 1: Educate & Engage Community Members*

Increase awareness and understanding of the OIG's roles, responsibilities, and authority.

### **Objective 1: Introduce the OIG as a key component of Oakland's police accountability matrix.**

Tactic	Priority	Metric(s)
Maintain a robust presence at pertinent meetings, events, and activities	High	Number of engagements attended, attendee feedback, and follow-up invitations
Optimize social media activity across platforms	Medium	Increased follower count and engagements on Facebook, LinkedIn, X and Instagram

### **Objective 2: Educate community members on the functions and duties of the office.**

Tactic	Priority	Metric(s)
Utilize visually appealing content to provide easily digestible information	High	Content engagement and community feedback
Improve the content and structure of the OIG's webpage	High	Completion



## Goal 2: Build Sustainable Relationships

Create and maintain mutually beneficial partnerships with local stakeholders (residents, non-profits, law enforcement, elected and appointed officials, etc.).

### Objective 1: Establish trust amongst Oaklanders of all backgrounds.

Tactic	Priority	Metric(s)
Utilize visual appealing content to provide easily digestible information	High	Content engagement and consumer feedback
Deliver work products in a culturally competent and transparent manner	High	Completion and consumer feedback
Develop direct lines of communication (formal and informal)	Medium	Completion
When able, go the extra mile to address Oaklanders' questions, concerns and requests	Medium	Community feedback

### Objective 2: Participate in collaborative projects with mission-aligned community partners.

Tactic	Priority	Metric(s)
Participate in annual City of Oakland community engagement efforts	Medium	Completion and community partner feedback
Organize, co-host, and attend impactful events	Medium	Completion and attendee feedback



## Goal 2: Build Sustainable Relationships (continued)

Create and maintain mutually beneficial partnerships with local stakeholders (residents, non-profits, law enforcement, elected and appointed officials, etc.).

### **Objective 2: Participate in collaborative projects with mission-aligned community partners.**

Tactic	Priority	Metric(s)
Amplify relevant content from community partners	Medium	Sharing and reposts of content
Serve as subject matter experts at community discussions	Medium	Completion and attendee feedback

## Goal 3: Establish and Improve O.I.G.'s Brand Culture and Image

Strategically design and enhance the office's brand identity, via its substantive and supplemental work.

### **Objective 1: Deliver more consistent updates on the status of OIG's work products and engagement activities.**

Tactic	Priority	Metric(s)
Create a visual dashboard that provides live updates on the status of current projects	Medium	Completion and implementation
Utilize the City of Oakland's website to amplify calendar events	Medium	Completion and registered attendees



### *Goal 3: Establish and Improve OIG's Brand Culture and Image (continued).*

Strategically design and enhance the office's brand identity, via substantive and supplemental work.

#### **Objective 2: Enhance OIG's current brand assets and materials.**

<b>Tactic</b>	<b>Priority</b>	<b>Metric(s)</b>
Review and update the aesthetic of the OIG's public platforms	Medium	Completion
Utilize logo and templates to build out an assortment of assets	Low	Completion

### *Goal 4: Create and Optimize Communication Processes.*

Establish, evaluate, and improve communication systems that can be replicated beyond staff departure.

#### **Objective 1: Improve communication distribution methods**

<b>Tactic</b>	<b>Priority</b>	<b>Metric(s)</b>
Assess current distribution methods	High	Applicable social media and email analytics, OIG staff feedback
Develop office protocols and templates for distributing information	High	Completion and implementation
Track engagement data and feedback	Medium	Completion



## Goal 4: Create and Optimize Communication Processes. (continued).

Establish, evaluate, and improve communication systems that can be replicated beyond staff departure.

### Objective 2: Identify and take advantage of strategic communication opportunities.

Tactic	Priority	Metric(s)
Develop a social media plan and calendar	High	Completion and social media analytics
Research and implement innovative content strategies	Medium	Completion and implementation

## Goal 5: Elevate Industry Standards.

Set new communication precedents and standards within the civilian oversight industry.

### Objective 1: Develop or join a working group for communication professional in civilian oversight.

Tactic	Priority	Metric(s)
Reach out to fellow practitioners to gather and share best practices	High	Completion and increased engagement
Join the National Association for Civilian Oversight of Law Enforcement's Communication Committee	Medium	Completion of committee objectives



## Goal 5: Elevate Industry Standards (continued).

Set new communication precedents and standards within the civilian oversight industry

**Objective 2: Implement non-traditional communication methods to educate key stakeholders.**

Tactic	Priority	Metric(s)
Produce interactive digital content	High	Social media and Constant Contact analytics
Revitalize and enhance current communication practices	Medium	Increased social media and website traffic

## Conclusion

With the execution of its 2024-2026 Strategic Communications Plan, the OIG seeks to increase its presence, visibility, and impact in Oakland. Through a targeted and culturally competent approach, the office is extremely confident in its ability to achieve its communication goals. With defined metrics, the OIG will continue to build upon its communication methods. Ultimately, through this document, the OIG is proud to share how it plans to gain and sustain Oaklanders' trust.





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# Office of the Inspector General

MICHELLE N. PHILLIPS  
INSPECTOR GENERAL  
MARCH 14, 2024

# Inspections of NSA Section III: Internal Affairs Division (IAD)

CHARLOTTE JONES, CHIEF OF AUDITS & EVALUATIONS



# Inspections of NSA Section III: IAD

## Task 3: IAD Integrity Tests:

1. IAD shall conduct integrity tests in situations where members/employees are the subject of repeated allegations of misconduct.
2. IAD shall have frequency standards, among other parameters, for such integrity tests.

## Task 7: Methods for Receiving Citizen Complaints

1. IAD or Communication Division personnel shall staff a recordable toll-free complaint phone line, 24-hours a day, and receive and process complaints in accordance with the provisions of Departmental General Order M-3. The complainant shall be advised that the call is being recorded when a complaint is taken by IAD.
2. Guidelines for filing a citizen's complaint shall be prominently posted and informational brochures shall be made available in key Departmental and municipal locations.
3. OPD shall accept anonymous complaints.
4. OPD personnel shall have available complaint forms and informational brochures on the complaint process in their vehicles at all times while on duty.
5. IAD shall be located in a dedicated facility removed from the Police Administration Building.
6. Complaint forms and informational brochures shall be translated consistent with City policy.
7. Complaint forms shall be processed in accordance with controlling state law.

## Task 9: Contact of Citizen Complainant

1. On or before December 1, 2003, OPD shall develop a policy to ensure that citizen complainants shall be contacted, as soon as possible, by IAD or the investigator assigned to the investigation, to determine the nature, scope and severity of the complaint, as well as to identify

## Task 13 Documentation of Pitchess Responses

1. OPD shall implement an additional check on responses to Pitchess discovery motion responses.

## Task 4: Complaint Control System for IAD

1. Within 90 days, OPD shall develop a policy regarding an informal complaint resolution(ICR) process
2. IAD shall establish a central control system for complaints and Departmental requests to open investigations. Every complaint received by any supervisor or commander shall be reported to IAD on the day of receipt.
3. Criteria shall be established which must be met prior to moving, from "open" to "closed," any investigation in the complaint database.

## Task 8: Classification of Citizen Complaints

1. On or before December 1, 2003, OPD shall develop a policy so that misconduct complaints shall be categorized according to "Class I" or "Class II" offenses.
2. Unless otherwise directed by the Chief of Police or acceptable designee (i.e., Acting Chief, Assistant Chief, or Deputy Chief), Class I offenses shall be investigated by IAD investigators.
3. Class II offenses shall include minor misconduct situations. Complaints received from private persons, alleging a Class II violation, shall be processed as a complaint and referred for investigation or resolved through the Informal Complaint Resolution process.

## Task 11: Summary of Citizen Complaints Provided to OPD Personnel

1. On or before December 1, 2003, OPD shall develop a policy to ensure that the investigator shall provide the member/employee with a brief synopsis of any complaint alleged against them but shall not allow the member/employee to read the complaint itself or to review citizen or other witness statements prior to the member/employee's interview. Such synopses shall be preserved within the IAD file.
2. When notifying a member/employee that a complaint has been filed against him or her, IAD shall also notify the subject's immediate supervisor and commander.
3. Upon completion of the IAD investigation and issuance of a final report by IAD, the subject member/employee shall have access to the underlying data on which the report is based, including all tape-recorded interviews, transcripts and investigator's notes.

# OIG Current Projects

MICHELLE N. PHILLIPS, INSPECTOR GENERAL

# Charter Responsibilities: Policy Reviews

## DGO M-19: PROHIBITIONS REGARDING RACIAL PROFILING AND OTHER BIAS-BASED POLICING

- Report Sent to Police Commission and OPD February 9, 2024
- Response Due to OIG by Police Commission and OPD March 25, 2024

## DGO N-09: POLICE GRANTS

- Working with the City Auditor
  - City Auditor is doing a Performance Audit
- OIG will complete a policy review and provide recommendations to Police Commission and OPD.

## DGO B-08: FIELD TRAINING PROGRAM

- Result of the Compliance Evaluation
- Slightly delay due to higher priority projects and receipt of data (received in February 2024)
- Data Analysis of the relationship between field trainers and trainee misconduct (use of force etc.) allegations
- Data Analysis will inform policy recommendation

# Police Commission Directed Project

## THE BEY MATTER

- IAD Cases
  - 07-0538, 13-1062 and 16-0146
- Seven (7) Policy Recommendations
- Provided to the Police Commission and OPD February 28, 2024
  - Response due April 10, 2024





# Additional Projects

- National Incident-Base Reporting System (NIBRS) Compliance Recommendations
- OPD Settlement Review and Analysis
  - 2011-2021 Settlements, Claims and Judgement
  - Staff time and Outside Counsel Fees
- SOP Updates
  - Overtime and Compensatory Time Provisions
  - Dress Codes
  - Release of Public Reports



Transparency  
&  
Accessibility

# 2024-2026 Strategic Communications Plan

KIANA GUMS, DIRECTOR OF COMMUNICATIONS & ENGAGEMENT

# Upcoming Event

## WOMEN IN PUBLIC SERVICE: Equipped to Lead & Empower Change



**Keynote Speaker**  
**Gina V. Hawkins**  
Assistant Chief Deputy  
Cobbs County Sheriff's Office  
NAWLEE 1st Vice-President

Milton Marks Auditorium  
455 Golden Gate Avenue  
San Francisco, CA

21 March 2024

9:00 AM - 4:00 PM

**30X30**



Susan Hollingsworth-Adams  
Mayor  
Rohnert Park



Claudette Biemeret  
Inspector General  
BART



Tanzanika Carter  
Assistant Sheriff  
San Francisco SO



Marisol Chalas  
Lieutenant Colonel  
U.S. Army Parks Reserve



Christina Corpus  
Sheriff  
San Mateo SO



Cecilia Taylor  
Mayor  
Menlo Park



Kym Craven  
Executive Director  
NAWLEE



Zoralida Diaz  
Fire Chief  
Fremont Fire Department



Dr. Susan Ehrlich  
Chief Executive Officer  
Zuckerberg SF General Hospital



Kimberly Ellis  
Executive Director  
Status of Women



Denise Flaherty  
Assistant Chief  
San Francisco PD



Bisa French  
Chief of Police  
Richmond PD



Michelle Phillips  
Inspector General  
City of Oakland



Shanelle Scales-Preston  
Councilmember  
City of Pittsburg



Tracy Smith  
Major General  
U.S. Army Reserve



Lauren Sugayan  
Assistant City Manager  
City of Martinez



Cristel Tullock  
Chief Adult Probation  
City of San Francisco



Laura Yeager  
Ret. Major General  
U.S. Army National Guard



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# OIG Contact Information



City of Oakland,



Office of the Inspector General



@OaklandOIG



OIG@Oaklandca.gov

<https://www.oaklandca.gov/departments/inspector-general>