Oakland Police Department **Effective Date:**
Bureau of Field Operations **DD MMM YY**
Policy and Procedures Manual

Policy 15-01

Index as: **Community Policing**

I. BACKGROUND

Community Policing is the affirmed public safety policy and philosophy of the City of Oakland and Oakland Police Department and its purpose is to reduce crime, enhance public safety and to improve quality of life through police and community partnerships. Proactive problem solving in collaboration with other public service agencies and community-based organizations reduces crime and the fear of crime and improves the overall quality of life in our neighborhoods. Community Policing is a customer service approach to policing that embodies a true partnership, one in which all stakeholders advise, listen and learn, and the resultant strategies reflect that input. Community Policing involves a commitment from all Oakland Police Departmental (OPD) employees at every level in the organization to work smarter in finding creative approaches to traditional and non-traditional problems, and to do so in a manner that recognizes and rewards integrity, creativity, courage, and commitment.

II. PURPOSE

The purpose of this directive is to set forth bureau procedures regarding expectations and responsibilities for ~~Neighborhood Service Coordinators (NSCs),~~ Community Resource Officers (CROs), Foot Patrol Officers, Crime Reduction Team (CRT) Officers, and Community Meetings.

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This policy is designed to improve police community relations, enhance Citywide problem-solving efforts, reduce serious and violent crime, and address public safety issues through the community policing philosophy.

III. POLICE DEPARTMENT MISSION, VISION AND GOALS

A. The three fundamental components of the OPD's mission, vision, and goals:

  1. Reduce Crime
  2. Strengthen Community Trust and Relationships
  3. Achieve Organizational Excellence

B. Police Department Structure

  In order to achieve the above goals, OPD has continued to provide a structure that includes the following positions:

  1. ~~Neighborhood Service Coordinators~~
  2. Community Resource Officers
  3. Foot Patrol Officers
  4. Crime Reduction Teams

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IV.   COMMUNITY POLICING AND PROBLEM SOLVING

Effective community policing focuses not only on developing and maintaining relationships with the citizens, businesses, and/or community organizations it serves but understanding that to resolve the issue(s) facing an area, it requires a collaborative effort.

Community Policing and problem solving places a high value on responses that are preventive in nature, that are not dependent on the use of the criminal justice system, and that engage other public agencies, the community and the private sector when their involvement has the potential for significantly contributing to the reduction of the problem. Problem solving carries a commitment to implementing responses, rigorously evaluating effectiveness and subsequently reporting the results of priorities and projects in ways that will benefit the community, the organization, and policing practices in general.[1]

   A.   Community Priorities

         Community priorities are prioritized issues of concern, generated by the community itself, which can be addressed in whole or in part by partnership with the Department. While typically set by attendees of the Neighborhood Councils (NC's), priorities can come from a variety of different sources. Neighborhood Council Priorities should be identified through a specific procedure and produced in written form following SMART principles. However, priorities should be applicable to a larger section of the Community Policing Beat rather than just one individual. Such priorities should be determined by a representative group of community stakeholders with a focus on diversity. Community Policing Beats should have one to three priorities at any given time.

         CRO's should take the lead in taking NC Priorities of a more serious nature through the SARA Process. NSC's should take the lead in taking NC Priorities of a less serious nature through the SARA Process. In either case, the CRO/NSC should report back to the sponsoring NC at the completion of each step in the SARA Process in real time.

   B.   SARA Projects

         A SARA project is a way to identify specific priorities or problems and to design tailored solutions for those issues. Each CRO is expected to have at least one open SARA project at any given time. The SARA concept includes evaluation assessment of the solutions and results to determine the efficacy of the designed response. The SARA model includes the following steps: [2]

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[1] Problem-Oriented Policing, Herman Goldstein, 2015
[2] Center for Problem Oriented Policing, 2018, http://www.popcenter.org/about/?p=sara

1. Scanning

    a. Identifying recurring problems of concern to the public and the police.
    b. Identifying the consequences of the problem for the community and the police.
    c. Prioritizing those problems.
    d. Developing broad goals.
    e. Confirming that the problems exist.
    f. Determining how frequently the problem occurs and how long it has been taking place.
    g. Selecting problems for closer examinations.

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[1] Problem-Oriented Policing, Herman Goldstein, 2015
[2] Center for Problem Oriented Policing, 2018, http://www.popcenter.org/about/?p=sara

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2. Analysis

   a. Identifying and understanding the events and conditions that precede and accompany the problem.
   b. Identifying relevant data to be collected.
   c. Researching what is known about the problem type.
   d. Taking inventory of how the problem is currently addressed and the strengths and limitations of the current response.
   e. Narrowing the scope of the problem as specifically as possible.
   f. Identifying a variety of resources within and without Oakland that may be of assistance in developing a deeper understanding of the problem.
   g. Developing a working hypothesis about why the problem is occurring.

3. Response

   a. Brainstorming for new interventions.
   b. Searching for what other Oakland NC Beats and other communities with similar problems have done.
   c. Choosing among the alternative interventions.
   d. Outlining a response plan and identifying responsible parties.
   e. Stating the specific objectives for the response plan.
   f. Carrying out the planned activities.

4. Assessment

   a. Determining whether the plan was implemented (a process evaluation).
   b. Collecting pre– and post– response qualitative and quantitative data.
   c. Determining whether broad goals and specific objectives were attained.
   d. Identifying any new strategies needed to augment the original plan.
   e. Conducting ongoing assessment to ensure continued effectiveness.

C. Priority and Project Review

Upon completion of responding to a priority – including the closure of a SARA project -- the involved CRO should discuss with the relevant Neighborhood Council.

V. NEIGHBORHOOD SERVICE COORDINATORS

A. General Roles and Responsibilities

Neighborhood Service Coordinators (NSC) are expected to support Neighborhood Crime Prevention Councils (NCPC) and help residents work together, in partnership with the police and other city departments, to address ongoing problems in their neighborhoods.

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B. ~~Community Engagement~~

1. ~~NSCs should conduct outreach, to include:~~

   a. ~~Development and distribution of outreach material promoting Neighborhood Council meetings and other events.~~
   b. ~~Use of door-to-door and social media communications.~~
   c. ~~Distribution of crime prevention information based on crime trends (such as auto burglaries).~~

2. ~~NSCs should create an outreach strategy with their Neighborhood Council board to include:~~

   a. ~~Planning to conduct door-to-door and online outreach.~~
   b. ~~Contacting Neighborhood Watch Block Captains and National Night Out hosting and assisting with outreach in their neighborhoods.~~
   c. ~~Advising the Neighborhood Council board of allocated NCPC funds to purchase outreach material.~~
   d. ~~Working with Neighborhood Council boards to share successes with other Neighborhood Councils.~~

3. ~~NSCs should use social media to share information.~~

   a. ~~NSCs will receive training on social media.~~
   b. ~~Social media should be used to promote community successes, especially those involving OPD:~~

      1) ~~NSCs should compose a brief narrative that highlights a successful community event, good news, a closed and/or otherwise completed priority or project. This story should be submitted to the NSC's manager for review and approval. Photos should be included. NSCs will not report out on closed SARA projects.~~

      2) ~~NSCs should work with their Neighborhood Council boards and other members to identify positive stories related to Neighborhood Council activity.~~

   c. ~~NSCs should post meetings on social media and in the social media event calendars.~~
   d. ~~Two NSCs from BFO 1 and two NSCs from BFO 2 will be designated to post on OPD social media accounts, including Facebook, Instagram, and Twitter. CROs and CRTs should forward stories and photos to the designated NSCs.~~

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4. ~~NSCs should coordinate with other City, county and state agencies to resolve problems. These include:~~

   a. ~~Community Policing Advisory Board~~
   b. ~~Safety and Services Oversight Commission~~
   c. ~~Law Enforcement Partners (BART, Alameda County Sheriff, Oakland Unified School District)~~
   d. ~~City Administrator's Office (Nuisance Abatement, Homeless Management Team, Special Activity Permits)~~
   e. ~~Oakland Fire Department~~
   f. ~~Office of the City Attorney (Neighborhood Law Corps Attorneys)~~
   g. ~~Nuisance Abatement (City Administrator's Office)~~
   h. ~~Alameda County Office of the District Attorney~~
   i. ~~Public Works~~
   j. ~~Department of Transportation~~
   k. ~~Building Services/Code Compliance~~
   l. ~~Oakland Housing Authority~~
   m. ~~OUSD and other agencies as required.~~

5. ~~NSCs attend community events.~~

VI.   COMMUNITY RESOURCE OFFICERS

A. General Role

Community Resource Officers (CRO's) are responsible for the coordination of problem--solving activities in specific geographic areas, including:

1. Documenting and reporting on the following:

   a. Neighborhood Council Priorities
   b. Community concerns
   c. Area Command staff priorities
   d. Crime issues
   e. Blight concerns
   f. SARA projects
   g. Crime statistics including ShotSpotter data

2. Encouraging active participation of OPD personnel in Neighborhood Council and other community groups.
3. Initiating and completing SARA projects including NC Priorities.
4. Attending all Neighborhood Council regular meetings and providing routine updates as well as a fully briefed alternate when necessary.
5. Serving as liaisons with City Departments.
6. Providing foot and bicycle patrols.
7. Answering calls for service if needed.
8. Leading targeted enforcement projects.
9. Coordinating enforcement efforts with CRT and other personnel.

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In addition to the above crime-reduction activities, CROs may assist CRTs in serving as first responders to crowd management events. CROs may also work with CRTs in providing violence or other serious crime suppression.

B.   Specific Responsibilities

CROs act as coordinators and liaisons for projects and priorities in their assigned Community Policing Beats. Absent other urgent and specific Department needs, the Department is committed to keeping continuity of CROs assigned to a specific beat. Therefore the Department will establish the criteria for reassigning CRO's outside their designated Beats. Such reassignments will be fully documented as to length and reason for reassignment. Said documentation shall be reported to the NC of the CRO assigned Beat.

The CROs utilize the SARA process to solve problems. This process is documented by CROs in the community project database, SARAnet. CROs are expected to:

1.   Build community support for OPD through positive customer service;
2.   Be visible to, and engage with, the community;
3.   Identify violent crime hot spots on their Community Policing Beat;
4.   Assist Neighborhood Councils in establishing appropriate priorities and open SARA Projects based on these NC priorities based on crime data;
5.   Research and identify the three locations generating the highest calls for service on their Community Policing Beat and, as appropriate, open projects aimed at reducing these calls for service;
6.   Identify properties associated with neighborhood problems (calls for service, crime, blight, and nuisance) and institute projects to address these problems;
7.   Communicate important information to Patrol officers and coordinate the response activities of these officers in solving projects;
8.   Check email and voicemail messages daily and respond within a reasonable time (CROs shall use beat-specific email addresses for all communication related to issues in Community Policing beats);
9.   Know and identify formal and informal community leaders (e.g., Neighborhood Watch block captains, school principals, community center staff, religious leaders, etc.); and
10.   Coordinate with other City, county and state agencies to resolve problems. These include but are not limited to:

        a.   Oakland Fire Department
        b.   Office of the City Attorney
        c.   Nuisance Abatement (City Administrator's Office)
        d.   Alameda County Office of the District Attorney
        e.   Public Works
        f.   Department of Transportation
        h.   Building Services/Code Compliance
        i.   Oakland Housing Authority
        j.   OUSD and other agencies as required.
        j.k.   Oakland City Dept. of Violence Prevention and Dept. of Race and Equity

11.   Create, gather or provide updates, results, and events regarding projects or priorities, responses, and results to NSCs for posting to social media platforms.

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C.   Use and Auditing of the SARAnet Database

CROs shall ~~should~~ update the SARAnet Database on the status of their project responses regularly, at minimum once per week ~~month~~. CROs should maintain contact with other personnel to include updates of coordinated responses to projects in the database.

~~Open projects should be formally assessed by CROs on a monthly basis.~~

The SARAnet Database will be reviewed or audited by the Area commander no less than on a monthly ~~an annual~~ basis to ensure that projects are properly documented.

The Department will make available to the public information on all Projects in the SARA Database in properly redacted form.

D.   CRO Assignment to Neighborhood Councils

CROs will be responsible for close and continuous coordination with their assigned Neighborhood Council (NC) and NSCs. However, each of the 57 NCs may not have a solely dedicated CRO.

Area Commanders have the flexibility to assign a CRO to a maximum of two NCs, with the exception of Beat 13, where one CRO may be assigned to all three NCs. CROs shall meet with and assist their assigned NCs in accordance with each NC's published meeting schedule. NCs are not the single point of contact for the CRO and attention must also be paid to other community organizations (including faith-based organizations) on their beat.

E.   Data Collection and Dissemination

CROs are required to use SARAnet to document community-based projects. In addition to using SARAnet, CROs should track other activities undertaken (such as crowd management).

CROs should make every effort to disseminate information on community projects and priorities to involved or required Department staff.

F.   Professional Development

OPD shall provide annual training to all CROs that will include content and curriculum developed and presented by diverse community representatives and organizations. Possible courses may include, but are not limited to, the below:

1.   CRO-specific training course provided by OPD
2.   Problem-oriented or problem-solving using SARA model
3.   Search warrant
4.   Undercover and crime reduction operations
5.   Custom notifications
6.   Community relations/customer service
7.   Cultural diversity and competency
8.   Tactical training and Procedural Justice

Additionally, supervisors and commanders of CROs should identify training which will enhance the professional development of CROs. CROs should identify training which will enhance their development or job performance and submit training requests for consideration. In all cases, CRO training shall involve community resources to the greatest extent possible.

G.   Tenure Selection

There is no mandatory length of time for CRO members to serve in their role. Transfers into and out of any CRO unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly appointed members are expected and encouraged to serve a minimum of five two years in the position.

Outgoing CRO's shall fully update, orient and educate the incoming CRO to Beat priorities and issues, past and present, as well as introduce him/her to Beat Stakeholders.

VII.   FOOT PATROL OFFICERS

A.   Roles and Responsibilities

Foot Patrol Officers maintain a high-visibility presence in specific geographic areas, such as Downtown Oakland. Foot Patrol Officers also serve as Bicycle Patrol Officers.

B.   Professional Development

Foot Patrol should attend all of the below-listed training:

1.   Problem solving (SRS school)
2.   Bicycle patrol

C.   Tenure

There is no mandatory length of time for Foot Patrol Officers to serve in their role. Transfers into and out of any Foot Patrol unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly appointed members are expected and encouraged to serve a minimum of five years in position.

VIII.   CRIME REDUCTION TEAM OFFICERS

A.   Roles and Responsibilities

Crime Reduction Teams (CRT) are OPD's primary means of addressing and reducing violent and other serious crime. CRT officers are expected to perform a variety of tasks to achieve these objectives, including:

1.   Directed enforcement and operations in line with Department or Area Crime Reduction Plans.
2.   Conducting basic to intermediate-level investigations.
3.   Service of search and arrest warrants.
4.   Location and arrest of suspects.

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In addition to the above crime-reduction activities, CRTs generally serve as OPD's first responders to crowd management events.

B.   <u>Direction</u>

While direction for CRT activities may come from a variety of sources, primary mission direction should come from Area Commanders using the Department's crime-reduction plans.

C.   <u>Data Collection</u>

CRT supervisors and commanders are required to provide evidence of their activities through completion of a weekly activity report. This report shall include, at a minimum:

1.   Number of arrests made.
2.   Number and type of warrants served.
3.   Number and type of investigations conducted.
4.   General descriptions of any other activities undertaken (such as intelligence-led stops, operations and crowd management incidents).

D.   <u>Data Collection Review</u>

Weekly activity reports shall be reviewed by area commanders when evaluating crime reduction plans and results.

E.   <u>Professional Development</u>

Newly-assigned CRT officers should attend all of the below-listed training:

1.   Undercover operations
2.   Basic narcotics enforcement
3.   Advanced Procedural Justice
4.   Search Warrant
5.   Crime reduction field operations

OPD should provide annual on-going training to all CRTs that will include content and curriculum developed and presented by diverse community representatives and organizations. Possible courses may include, but are not limited to, the below:

1.   Undercover operations
2.   Basic narcotics enforcement
3.   Advanced Procedural Justice
4.   Search Warrant
5.   Operational planning and supervision for crime reduction strategies
6.   Community Relations/Customer Service
5. 7.   Cultural Diversity and Competency

Additionally, supervisors and commanders of CRTs should identify training which will enhance the professional development of CRTs. CRTs should identify training which will enhance their development or job performance and submit training requests for consideration. In all cases, CRT training shall involve community resources to the greatest extent possible.

F.   Tenure

There is no mandatory length of time for CRT officers to serve in their role. Transfers into and out of any CRT unit are governed by OPD DGO B-04, *Personnel Assignments, Selection Process, and Transfers.* However, newly appointed members are expected and encouraged to serve a minimum of five years in position.

IX.   **COMMUNITY MEETINGS**

Appropriate personnel attend and document attendance at community meetings and public appearances in accordance with the provisions of DGO B-7, PUBLIC APPEARANCES.

A.   Attendance at Community Meetings

BFO personnel attending a community meeting or public appearance shall complete and forward a Public Appearance Report (PAR, TF-3225) as follows:

1.   Personnel receiving an appearance request shall complete Part I (Request Information) of the PAR and forward the PAR to the appropriate commander.

2.   Immediately upon completing the public appearance, ~~the NSC (for NCPC meetings) or in his/her absence~~, the primary OPD speaker/attendee, shall complete and forward the PAR to the BFO Administrative Unit through the chain-of-command of the person completing the PAR.

3.   When there is more than one attendee, multiple PARs may be completed and forwarded. However, multiple attendees may be listed in Part III of the PAR.

B.   Records Maintenance

The PARs shall be maintained by the BFO Administration Unit Command in accordance with DGO B-7. The BFO Administrative Unit shall be responsible for the following:

1.   Assigning control numbers to completed PARs.

2.   Maintaining an electronic database/log of all completed PARs.

3.   Monitoring the community meeting? attendance and the completion of PARs.

4.   The commander of the BFO Administrative Unit Shall provide BFO Deputy Chiefs and Area commanders a monthly summary report of public appearances attended by Department personnel which shall include data on adherence to the 60-day attendance rule noted in Part II.B of DGO B-7.

C.   Presentations at Community Meetings

Depending on assignment and/or classification, staff members may be required to make presentations at community meetings. CROs ~~and NSCs~~ are expected to make

presentations on a regular basis. When presenting a community meeting, the assigned CRO NSC should do the following in order to ensure City-wide consistency:

1. Send an Outlook calendar invite (specific to a single meeting – not a recurring appointment) to the:

    a. BFO Deputy Chief
    b. BFO Neighborhood Services Manager
    c. Area Captain
    d. Area Special Resource Lieutenant
    e. Area CRO Sergeant
    f. Area CRT Sergeant
    g. Assigned NSC CRO

    The calendar invite should include beat priorities and CRO NSC contact information.

2. Provide an agenda that minimally includes:

    a. Contact information.
    b. Current beat priority and project updates (Status of priority or project, responses since last meeting, status of assessment or evaluation).
    c. Identification of new priorities or projects (if needed).
    d. Community Beat crime trends and crime rates.
    e. Misc. Agenda Items (Other announcements, other presentations, etc.).
    f. Summary of key activities related to these items.

3. Introduce yourself at the beginning of the meeting.
4. Explain the role of CROs and CRTs. If needed, required, or requested.
5. CROs are required to provide:

    a. Crime statistics for the Area and Beat.
    b. Updates on priorities and projects, including:

        1) Defined priority and project problem and goal.
        2) Status of each active priority or project or for each priority or project closed since the last meeting or update.
        3) Responses completed or logged by all priority or project partners since last meeting or update.

    OPD staff should consider hosting community meetings and other events in different areas in the beat.

        6.   CRO and NSC Interaction

            a.   CROs and NSCs should collaborate prior to every Neighborhood Council meeting to review and discuss beat information, crime statistics, crime trends, priorities, and projects. Identification of current neighborhood concerns including problem properties and hot spots should be included.

            b.   CROs should provide NSCs with the CRO's report prior to the meeting.

D.   <u>Living Room Meetings</u>

Living room meetings are a specific type of community meeting. Like all community meetings, the goal of a living room meeting is to improve police-community relations. Living room meetings employ specific criteria, such as the following:

1.   Intimate setting (such as an actual residential living room) OR Local facility recommended by the assigned NSC (such as a library or recreation center)
2.   Small group size (no more than 20 participants)

Living room meetings are generally attended by Area command staff, supervisors, and officers. NSCs should attend when possible.

Approved by

Roland Holmgren   LeRonne Armstrong
Acting Deputy Chief   Deputy Chief
Bureau of Field Operations 1   Bureau of Field Operations 2