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| **TRAINING** |  | **BULLETIN** |
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| *“Department Training Bulletins shall be used to advise members of current police techniques and procedures and shall constitute official policy.”* | | |

# COMMUNITY-ORIENTED POLICING



## Introduction

This Training Bulletin sets forth Departmental objectives and procedures to strengthen the Department’s commitment to Community Policing.

## Departmental Core Values & Mission

The Department has adopted Community-Oriented Policing (COP) as its operational philosophy to institutionalize the core values of Fairness, Integrity, Respect, Service and Teamwork (F.I.R.S.T.). The mission of the Department is to provide police service focused on public safety and the sanctity of life, to hold ourselves accountable to a high standard of conduct, efficiency and efficacy, and to promote mutual respect between the Department and the communities of Oakland.

## The Philosophy of Community Policing

The Department’s purpose is to promote and protect public safety while respecting the dignity and rights of all, including the most vulnerable. To achieve said purpose, the Department must have the community’s well-being and support at the heart of all law enforcement activities, and must be grounded on collaborative partnerships with Oakland residents, non-law enforcement City agencies and departments, community-based organizations, faith-based organizations, businesses, and Neighborhood Councils.

Community Policing is the affirmed public policy strategy to achieve the Department’s mission. This community policing philosophy, just like the rest of the Department’s policies and practices, must recognize and affirmatively practice a new and transformative culture that will seek to intentionally repair and replace historic toxic and harmful systemic behaviors. It is a policing model in which officers recognize, include, and empower communities through building collaborative, transparent, honest, and trusting relationships with the communities they serve. It is a collaborative approach to policing, which embraces community-led and community-directed problem-solving, and where officers are seen as part of the community rather than separate from it. It places a high value on problem-solving responses that are preventative in nature and not solely dependent on the use of the criminal justice system.

A successful Community Policing program requires that Department members be trained in the history of policing in Oakland and engage in a restorative justice-based dialogue with community members in a manner that allows for continuous adjustments to Department practices, procedures, and policies. Such adjustments will repair the historical harm done by policing in Oakland, mitigate unintended consequences of such practices, procedures, and policies, and avoid further harm by eliminating the use of inappropriate practices, procedures, and policies. A successful Community Policing Policy also requires that Department members receive training in cultural diversity and competency, active listening, and effective community engagement. Finally, a successful Community Policing program requires the Department’s commitment to using de-escalation strategies when responding to issues arising in the communities.

The Community Policing problem-solving model carries with it 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 Department, and policing practices in general. Community Policing is not just a strategy that reduces crime. Community Policing improves the overall quality of life in our neighborhoods for all residents.

**Purpose**

The purpose of this training bulletin is to:

* Hereby declare the Department’s commitment to using de-escalation strategies when responding to issues arising in Oakland’s communities.
* Hereby declare the Department’s commitment to hiring officers from Oakland’s communities.
* Set clear expectations for the Department to actively engage community groups and members of the public in building and fostering mutually trusting, lasting relationships on a Department-wide and individual basis.
* Define the Department’s role and bureau expectations regarding the responsibilities of Community Resource Officers and other Department staff in implementing tasks related to associated resolutions and measures, some of which currently include Oakland’s Community Policing Program (Resolution 79235) and Oakland’s Public Safety and Services Violence Prevention Act (Resolution 85149, also known as Measure Z).
* Direct the Department to support community engagement and neighborhood empowerment objectives, currently laid out by the Oakland Neighborhood Services Division, Resolution 79235, and Resolution 85149.
* Direct that Department members receive training in a broad range of subjects, including among other things, the history of policing in Oakland and the use of restorative justice principles aimed at repairing historical harm.
* Direct that all trainings be developed and presented in collaboration with the community, when allowed by law.
* Direct that Department members who exemplify Community Policing principles be commended and rewarded for their efforts.

**Community Policing and Problem-Solving**

Implementing Community Policing as a problem-solving tool requires that the Department and the community work together to identify community priorities, design tailored solutions to the problems, prioritize responses to the tailored solutions, and evaluate the success of the tailored solutions.

1. 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, 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 (see Appendix XXXX for details regarding SMART). 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.

Community Resource Officers (CROs) will take the lead in taking Neighborhood Council Priorities of a more serious nature through the SARA (Scanning, Analysis, Response, Assessment) Process. The CRO will report back to the sponsoring Neighborhood Council at the completion of each step in the SARA Process in real time. CROs will let Neighborhood Service Coordinators take less serious Neighborhood Council Priorities through the SARA Process.

1. SARA Projects

A SARA project is a method 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 an evaluation of the solutions and results to determine the efficacy of the designed response. See Appendix XXXX for details regarding the SARA model and its included steps.

1. Priority and Project Review

Community Resource Officers should discuss completion/resolution of a Community Priority (including the closure of a SARA Project) with the relevant Neighborhood Council.

~~Previous: From “Upon completion of responding to a priority – including the closure of a SARA project – the involved CRO should discuss with the relevant Neighborhood Council.”~~

**Community Resource Officers**

Every Oakland Police Department sworn police officer is a community policing officer. Thus, it is the responsibility of all Department members to positively engage members of the community with the goal of fostering productive relationships and a collaborative effort to promote safe communities in line with the principles outlined above.

However, not every sworn police officer is a Community Resource Officer (CRO). CROs have special qualifications, training, and experience that permits them to focus problem-solving activities on community identified priorities or priorities that affect the overall safety and well-being of the community in a given area.

1. Qualifications

Applicants for the CRO position should have at least 3 years of law enforcement experience and a proven track record of exceptional service, which must be determined by community input. Additionally, applicants must have demonstrable community engagement skills and project management skills.

The CRO position is an Order of Merit List position as defined in OPD DGO B-4, Personnel Assignments, Selection Process, and Transfers. Selection of CRO members will be governed by OPD DGO B-4, Section VI-VII, Order of Merit List Procedures and OML Selection Process.

1. General Roles

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

1. Initiating and completing SARA projects.
2. Establishing and building relationships with community members and leaders.
3. Being a resource for community members on preventative measures for common or recurring problems that do not require a SARA project.
4. Regularly communicating updates about the status of Neighborhood Council Priorities to the Chair of the assigned Neighborhood Council.
5. Attending all Neighborhood Council regular meetings and providing routine updates as well as a fully-briefed alternate officer when necessary.
6. Encouraging active participation of OPD personnel in Neighborhood Council and other community groups.
7. Serving as liaisons with City Departments.
8. Coordinating enforcement efforts or responses to safety issues with city and law enforcement personnel or other public safety departments or agencies; informing, answering, and alleviating any affected neighborhood concerns about those specific enforcement efforts to the extent possible.
9. Coordinate and provide foot and bicycle patrol as needed.
10. Documenting and reporting on the following:
    * Neighborhood Council Priorities;
    * Community Concerns;
    * Area Command staff Priorities;
    * Crime issues;
    * Blight concerns;
    * SARA projects;
    * Crime statistics including ShotSpotter data;
    * Social, racial, ethnic, and language concerns that have a role and factor into CRO activities;
    * Any other information that is either requested by the community or relevant to a Neighborhood Council Priority or community concern.
11. Answering calls for service in their assigned beats, if needed.

CROs may act as first responders to crowd management events in their assigned beat and may answer calls for service outside of their assigned beat. CROs may also work with other law enforcement members in providing violence or other serious crime suppression outside of their assigned beat. However, due to the importance of the CRO program in fostering relationships with the community, drawing CROs from their assigned duties and beats is greatly disfavored and should only be done as a last resort.

1. Specific Responsibilities

CROs act as coordinators and liaisons for projects and priorities in their assigned Community Policing Beats. CROs may utilize the SARA process to solve problems. CROs presently document project progress in the community project database, SARANet. However, as technologies and project-management software and databases evolve, the means of creating and tracking projects may change. CROs are also expected to:

1. Build community support for the Department through positive customer service;
2. Be visible to and engage with the community;
3. Identify and develop working relationships with formal and informal community leaders in their assigned Beats (e.g., Block leaders, Neighborhood Watch block captains, school principals, community center staff, religious leaders, businesses, merchant associations, etc.);
4. Assist Neighborhood Councils in establishing appropriate priorities and open SARANet Projects based on these Neighborhood Council Priorities, as needed;
5. Maintain at least one project centered on a Neighborhood Council Priority, per assigned beat. CRO’s are allowed to overlap beat projects as needed.
6. Maintain at least one open project per ???, which should, based on police services needed, center on a Neighborhood Council Priority. (Include something that includes completing a certain number of projects?)
7. ~~Report on the progress of Neighborhood Council Priorities by presenting reports on the progress of each Neighborhood Council Priority at Neighborhood Council meetings to the extent possible~~;

Report on the progress of Neighborhood Council Priorities by presenting reports on the progress of each Neighborhood Council Priority at Neighborhood Council meetings in a manner determined by the CRO in partnership with the Neighborhood Council. Such reports may be presented by:

* Presenting brief oral reports on the progress of each Neighborhood Council Priority
* Submitting written reports to the sponsoring Neighborhood Council (reports may be submitted to the Neighborhood Council Chair or Vice Chair, and a copy provided to the associated Neighborhood Service Coordinator to include in the Neighborhood Council’s next meeting.

1. Coordinate with Neighborhood Service Coordinators and community leaders to utilize community-based organizations to resolve problems;
2. Identify violent crime hot spots in their Community Policing Beat;
3. Research and identify the three locations generating the highest calls for service on their Community Policing Beat and, report these out to the community at the NC meeting. Identify properties associated with neighborhood problems (calls for service, crime, blight, and nuisance) and institute projects to address these problems;
4. Communicate important information to patrol officers and coordinate the response activities of these officers in solving projects;
5. Coordinate with other City, county, and state agencies to resolve problems as needed. These include but are not limited to:
   * Alameda County District Attorney’s Office
   * City Administrator’s Office
   * Department of Housing and Community Development
   * Department of Human Services
   * Department of Parks, Recreation, & Youth Development
   * Department of Public Works
   * Department of Race and Equity
   * Department of Transportation
   * Department of Violence Prevention
   * Economic & Workforce Development Department
   * Mobile Assistance Community Responders of Oakland (MACRO)
   * Oakland Fire Department
   * Oakland Unified School District and other youth agencies, such as, but not limited to, the all-city youth council
   * Office of the City Attorney
6. Check email and voicemail messages each regular work day, and respond within a reasonable time (CROs shall use beat-specific email addresses for all communication-related to issues in Community Policing beats);
7. Coordinate with the Department media team to create, gather, or provide updates, results, and events regarding projects or priorities, responses, and results to Neighborhood Service Coordinators for public dissemination, including but not limited to posting to social media platforms.
8. Fully update, orient, and educate incoming CROs to Beat priorities and issues, past and present, as well as introduce them to Beat stakeholders.
9. Use and Auditing of the SARAnet Database

CROs shall update the SARAnet Database on the status of their project responses regularly, at least every two weeks, barring absences due to vacation, training, etc. Circumstances preventing the delay of an update should be documented in the next update. CROs should maintain contact with other personnel to include updates of coordinated responses to projects in the database.

CRO Sergeants will review or audit the SARANet Database monthly to ensure that SARA projects are properly documented.

The Department will make publicly available, upon request, information on all Projects in the SARAnet Database in properly redacted form.

The above shall be applied, as appropriate, to any new or updated project-tracking software or database in the event SARAnet is no longer used.

1. CRO Assignment to Beats and Neighborhood Councils

CROs will be responsible for close and continuous coordination with their assigned Beat’s Neighborhood Council and Neighborhood Service Coordinators. All Neighborhood Councils will have an assigned CRO. However, each of the Neighborhood Councils may not have a dedicated CRO.

The Department shall make reasonable efforts to adequately staff or fund the CRO program such that CRO members may meet their continuing obligations to attend Neighborhood Council meetings and work on SARA projects.

The Department is committed to keeping continuity of CROs assigned to a specific beat and Neighborhood Council. Therefore, the Department will establish criteria for reassigning CROs outside their designated Beats. Such reassignment must be approved by the respective Special Resources Commander.

CROs should not be assigned to more than two Neighborhood Councils. However, the Special Resources Commander may permit a CRO to be assigned to more than two Neighborhood Councils as staffing and crime data dictate.

If a CRO is assigned to more than two Neighborhood Councils, reassigned to a different beat or Neighborhood Council, or reassigned to a different Department unit, the Department shall document the justification for these assignments, the assignment’s proposed benefit to the community, and the assignment’s impact on the City of Oakland, including its residents, stakeholders, and visitors. Reassignments will be timely reported to the affected Neighborhood Council. The Department will annually report these reassignments to the Community Policing Advisory Board, the Public Safety and Services Oversight Committee, and the Oakland Police Commission at their regularly scheduled meetings.

CROs shall meet with and assist their assigned Neighborhood Councils in accordance with each Neighborhood Council’s published meeting schedule. Neighborhood Councils 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.

1. Data Collection and Dissemination

~~CROs are required to use SARAnet (or the current accepted project management website or software) to document community-based projects.~~

~~Original:~~ CROs are required to use SARAnet to document community-based projects. In addition to using SARAnet (or the current accepted project management website or software), CROs should track other activities undertaken, such as crowd management, calls for service, and Neighborhood Council priorities solved without law enforcement intervention.

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

Twice a year, all CROs and Neighborhood Service Coordinators should meet to share and disseminate information on the following topics:

* + Successful and Unsuccessful SARA projects
  + Successful and Unsuccessful community led projects
  + Trainings that were helpful for the CRO position
  + Trainings that are needed to become better CROs
  + Replicating successful tactics to be used in other parts of Oakland

Successes, failures, and recommendations generated from this meeting will be summarized and reported to the Community Policing Advisory Board, the Public Safety and Services Oversight Commission, and the Oakland Police Commission at their regularly scheduled meetings.

1. Professional Development

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

1. Alternatives to Enforcement and Incarceration
2. Building Relationships with Community Stakeholders
3. Community Engagement
4. Community Harm topics
5. Community Relations and Customer Service
6. Crisis Intervention
7. Cultural Diversity and Competency
8. Custom notifications
9. De-escalation
10. Effective Communication
11. Harm Reduction Principles
12. Implicit Bias
13. Problem-solving using the SARA model
14. Project Management and Resource Allocation
    * Identification and utilization of community resources and organizations
    * Ongoing training on local government functions
    * Crime prevention through environmental design
15. Restorative Justice Practices
16. Search warrants
17. Stress Management
18. Tactical Training and Procedural Justice
19. Undercover and crime reduction operations

Trainings on the following topics shall include community presenters or community-based organizations: Cultural Diversity and Competency, Implicit Bias, De-escalation, Community Relations and Customer Service, Restorative Justice Principles, Stress Management, Community Harm topics, and Harm Reduction Principles. The Department will include the community even if these topics already have POST-mandated curriculum.

The Department shall identify and publish those trainings which cannot be developed in collaboration or presented by the community based on Evidence Code section 1040, the official information privilege. This list will be attached to this policy as Appendix XXXX.

Supervisors and commanders of CROs shall identify further training which will enhance the professional development of CROs. CROs shall 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.

CROs should consider conducting “practice groups” where positive and learned de-escalation applications and “field” experience are reviewed and incorporated in ongoing revisions to department policies and practices and taken back to the department for general use.

1. Tenure

CRO members should commit to at least three years in this position. Newly appointed members are expected to serve at least five years in the position. Voluntary transfers out of the Community Policing assignment are subject to DGO B-04 Section IX.B.4's one year Patrol requirement.

If the Chief of Police or designee approves a voluntary transfer from the Community Policing assignment to another eligible out-of-Patrol assignment pursuant to DGO B-04 Section IX.B.3, that approval shall be documented in writing and submitted to the Special Resources Commander. Such a transfer is disfavored unless the member's immediate supervisor concurs in the transfer out of the Community Policing assignment.

1. Evaluation

Performance reviews and appraisals of CROs will be conducted on a regular basis as dictated in DGO B-06, Performance Appraisal. Supervisors shall also evaluate whether CRO performance is meeting community empowerment goals outlined in this policy. The evaluating supervisor shall collect, review, and incorporate community and Neighborhood Council input in Supervisory Note Files, and in turn incorporated into annual performance appraisals, in line with current practice. All community input regarding CROs shall be included in the evaluation.

If supervisors consider community and Neighborhood Council input, supervisors should obtain as much contextual and background information as possible and permit the CRO member to respond, if necessary.

This does not replace the standard complaint procedure laid out in DGO M-03, Complaints Against Department Personnel or Procedures and DGO M-03.1, Informal Complaint Resolution Process .

**Community Meetings**

Community meetings are an opportunity for the Department to interact with the community outside of its law enforcement duties. By attending such meetings, the Department strengthens its commitment to local communities. Thus, the Department must host at least one community meeting per quarter in each Patrol Service Area; each patrol supervisor and officer assigned to a regular beat or geographic area of the City of Oakland must attend a minimum of one community meeting per quarter in the Area to which they are regularly assigned.

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

1. Presentations at Community Meetings

Depending on assignment and classification, staff members may be required to make presentations at community meetings. OPD staff should consider hosting community meetings and other events in different areas in the beat. CROs are expected to make presentations on a regular basis. When presenting at a community meeting, the assigned CRO should do the following to ensure City-wide consistency:

1. Send an Outlook calendar invite (single meetings only) to the:
   * BFO Deputy Chief
   * BFO Neighborhood Services Manager
   * Area Captain
   * Area Special Resource Lieutenant
   * Area CRO Sergeant
   * Area CRT Sergeant
   * Assigned Neighborhood Service Coordinator

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

1. CRO presentation topics should minimally include:
   * Contact information.
   * Current beat priority and project updates (status of priority or project, responses since last meeting, status of assessment or evaluation).
   * Identification of new priorities or projects (if needed).
   * Community Beat crime trends and crime rates (in advance of the meeting, if possible), including quarterly data for an Area, ShotSpotter data, and aggregate crime data for the City of Oakland.
   * Summary of the Beat CRO’s key activities, including but not limited to additional intelligence-based and crime prevention operations not covered above that are relevant to the Neighborhood Council. This may include surveillance operations, high visibility patrols, search warrants, violent crime investigations, domestic violence and child abuse interventions, and tow activity.
   * Misc. Agenda Items (other announcements, other presentations, information on requested topics or where this information can be found, etc.).
2. Introduce yourself at the beginning of the meeting.
3. Explain the role of CROs, if needed, required, or requested.
4. Explain that:
   * The goal of Community Policing is to create a peer-level partnership between OPD and the neighborhoods it serves.
   * That OPD is here to support community-led efforts to empower neighborhoods and foster safe and equitable neighborhoods.
5. CROs are required to provide:
   * Crime statistics for the Area and Beat.
   * Updates on priorities and projects, including:
     + Defined priority and project problem and goal.
     + Status of each active priority or project or for each priority or project closed since the last meeting or update.
     + Responses completed or logged by all priority or project partners since last meeting or update.
6. CRO and Neighborhood Service Coordinator Interaction – CROs and Neighborhood Service Coordinators 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.
7. CROs should provide Neighborhood Service Coordinators with the CRO’s report prior to the meeting.
8. Small Group “Living Room” Meetings

Small group meetings are a specific type of community meeting. Like all community meetings, the goal of a small group meeting is to improve police-community relations. When holding a small group meeting, the Department shall consider neighborhood dynamics to ensure the safety of all participants and maximize the trust between community members and with the Department. Small group 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 Neighborhood Service Coordinator (such as a library or recreation center)
2. Small group size (no more than 20 participants)

Small group meetings are generally attended by Area command staff, supervisors, and officers. Neighborhood Service Coordinators should be invited when possible. However, small group meetings should not replace Neighborhood Council meetings.

For meetings that may deal with recent or serious violent incidents in the community, the Department should consider requesting a neutral facilitator, including, but not limited to, a restorative justice facilitator, a representative from the Department of Violence Prevention, a Neighborhood Law Corps attorney, or a member of the community.