



SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING

SSOC created by the Public Safety and Services Violence Prevention Act of 2014

Tuesday, August 21, 2018

6:30-9:00 pm

City Hall, 1 Frank Ogawa Plaza, Hearing Room 1

Oversight Commission Members: Chairperson: Jody Nunez (D-1), Vacant (D-2), Rev. Curtis Flemming, Sr. (D-3), Vacant (D-4), Vacant (D-5), Carlotta Brown (D-6), Kevin McPherson (D-7), Troy Williams (Mayoral); Letitia Henderson Watts (At-Large),

PUBLIC COMMENT: The Oversight Commission welcomes you to its meetings and your interest is appreciated.

- ✓ If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.
- ✓ If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.
- ✓ If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.


Please be brief and limit your comments to the specific subject under discussion. Only matters within the Oversight Commission's jurisdictions may be addressed. Time limitations shall be at the discretion of the Chair.

ITEM	TIME	TYPE	ATTACHMENTS
1. Call to Order	6:30pm	AD	
2. Roll Call	1 Minute	AD	
3. Agenda Approval	1 Minute	AD	
4. Open Forum	5 Minutes	I	
5. Approval of Minutes from July 23, 2018	5 Minutes	A	Attachment 1
6. Ceasefire Evaluation Presentation	30 Minutes	I	Attachment 2
7. OPD Community Policing Policy Review with CPAB recommendations	30 Minutes	AD	Attachment 3
8. Scope Development for Measure Z – Joint Meeting with City Council and Public Safety-related Boards and Commissions	45 Minutes	A	Attachment 4
9. SSOC Budget	15 Minutes	I	
10. Schedule Planning and Pending Agenda Items	5 Minutes	I	
11. Adjournment	1 Minute	A	

A = Action Item

I = Informational Item

AD = Administrative Item A* = Action, if Needed

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PUBLIC SAFETY AND SERVICES OVERSIGHT COMMISSION MEETING
Monday, July 23, 2018
Hearing Room 1

ITEM 1: CALL TO ORDER

The meeting was called to order at 6:50pm by Chairperson Jody Nunez.

ITEM 2: ROLL CALL – Quorum Present

Present: Chairperson Jody Nunez
Commission Curtis Flemming
Commissioner Henderson Watts
Commissioner Kevin McPherson
Commissioner Troy Williams

Excused:

Absent: Commissioner Carlotta Brown

ITEM 3: AGENDA APPROVAL

Approved by common consent

ITEM 4: OPEN FORUM

2 Speakers

ITEM 5: OPD YOUTH LEADERSHIP COUNCIL PROPOSAL

Agenda –

Hiring Youth Leadership Council as a consultant

- Recommends on items as they come up to the Public Safety Committee & City Council
- Fleming Recommends that the Committee assign a commission member to report back to the SSOC
- Commissioner Troy Williams has been appointed to be a liaison between commission and Youth Leadership Council

Henderson Watts move to accept, Fleming seconded - 5 Ayes

ITEM 6: OFD QUARTERLY REPORT

Brief presentation of report by OFD staff.

Questions from the Commission on the recruitment process and the hiring information

OFD to include emerging trends, i.e. 911 calls, impact on the Department, 4th of July, Homeless encampments on the next report

1 public speaker.

McPherson moved to accept report, Fleming seconded - 5 Ayes

****Chair asked to move to Item 9 on the agenda***

ITEM 9: OPD COMMUNITY POLICING POLICY

OPD staff provided a brief overview of the policy and to receive feedback from the commission about the draft policy

2-day training of 6 Modules to be scheduled in September

- Challenges and opportunities of modern policing
- Discriminatory policing reducing the risks and harms for unlawful bias
- Community policing 21st century
- Principles and practices sustaining long term effective policing

Recommendations:

- Training to be more in-line with community policing
- Working with African American youth/men, i.e. African American Achievement w/OUUSD (Brother Chris Chapman contact person)
- Training dealing with communities impacted by trauma
- Juvenile re-entry population
- Continue with forums, such as the Barbershop forums
- OPD BBQ in the community

Discussion:

- CRO Schedule
- NSCs, CROs, and CRTs job descriptions needs to add more emphasis and depth (reference page 3 of 11)
- Propose another social platform in sharing information other than using NextDoor (reference page 4 of 11)

Commissioners to provide comments by email the draft policy to Chair Jody Nunez in two weeks, August 6th.

Item to return to the August meeting for further discussion, report to include comments by the commissioners

No public speaker.

ITEM 7: RETREAT REPORT

Brief discussion on the overview of the retreat

Highlight:

- Concern that the work being done by the board is not being taken serious
- Ensure that the recommendations and commitments are completed and implemented
- CROs engagement with the community
- CRO training

No public speaker

ITEM 10: SSOC BUDGET

- Have Budget staff attend the next meeting to explain the budget
 - o What can the \$12,000 be spent on
 - o Where does the money go after it is not spent
- Have line item budget

Staff to provide clarity.

No public speaker.

Item continued to next meeting in August. 5 Ayes

ITEM 8: OAKLAND UNITE GRANTEE LEARNING SUMMIT

Peter Kim provided a debrief from the summit

- Network felt recognized for their work
- No Measure Z funds are allocated for training

No public speaker

ITEM 11: APPROVAL OF MINUTES FROM APRIL 23, 2018 and JUNE 30, 2018

Fleming moved, Williams second – 5 ayes

No public speaker.

ITEM 12: COORDINATORS ANNOUNCEMENT

- Joint Meeting update – Urban Strategies Council planning to do a series of public forums that could serve the purpose of the joint meeting requirement
- DVP Update: consultant contract approved with Urban Strategies Council to coordinate, plan, and implement the DVP

- Darris Young from Urban Strategies Council provided an overview of their scope of work

Discussion: Commissioner Fleming asked that a joint meeting be scheduled between now and the fall
1 speaker

ITEM 13: SCHEDULE PLANNING AND PENDING AENDA ITEMS

- Ceasefire Evaluation Presentation
- OPD Community Policing Update
- Joint Meeting Planning & Schedule
- SSOC Budget

No public speaker

ITEM 14: Adjournment 9:10pm by common consent

August 13, 2018

Re: Ceasefire Evaluation- Executive Summary

Members of the Safety & Services Oversight Committee,

In preparation for the upcoming meeting on Tuesday, August 21, 2018 I am including the key findings from the Ceasefire Evaluation. The evaluation includes discussion of the following components:

- Place Impact Evaluation
- Gang/Group Impact Evaluation
- Individual Impact Evaluation
- Qualitative Assessment

Dr. Braga and Dr. Rod Brunson will be presenting their findings at the meeting. Cpt. Joyner and I will also be present to answer any questions. If you have additional questions, please email Cpt. Joyner at EJoyner@oaklandnet.com. Otherwise, I look forward to discussing the findings with you at the meeting on Tuesday, August 21st.



Reygan E. Cunningham

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Oakland Ceasefire Impact Evaluation: Key Findings

August 10, 2018

Principal Investigators

Anthony A. Braga, Ph.D., Northeastern University
Gregory Zimmerman, Ph.D., Northeastern University
Rod K. Brunson, Ph.D., Rutgers University
Andrew V. Papachristos, Northwestern University

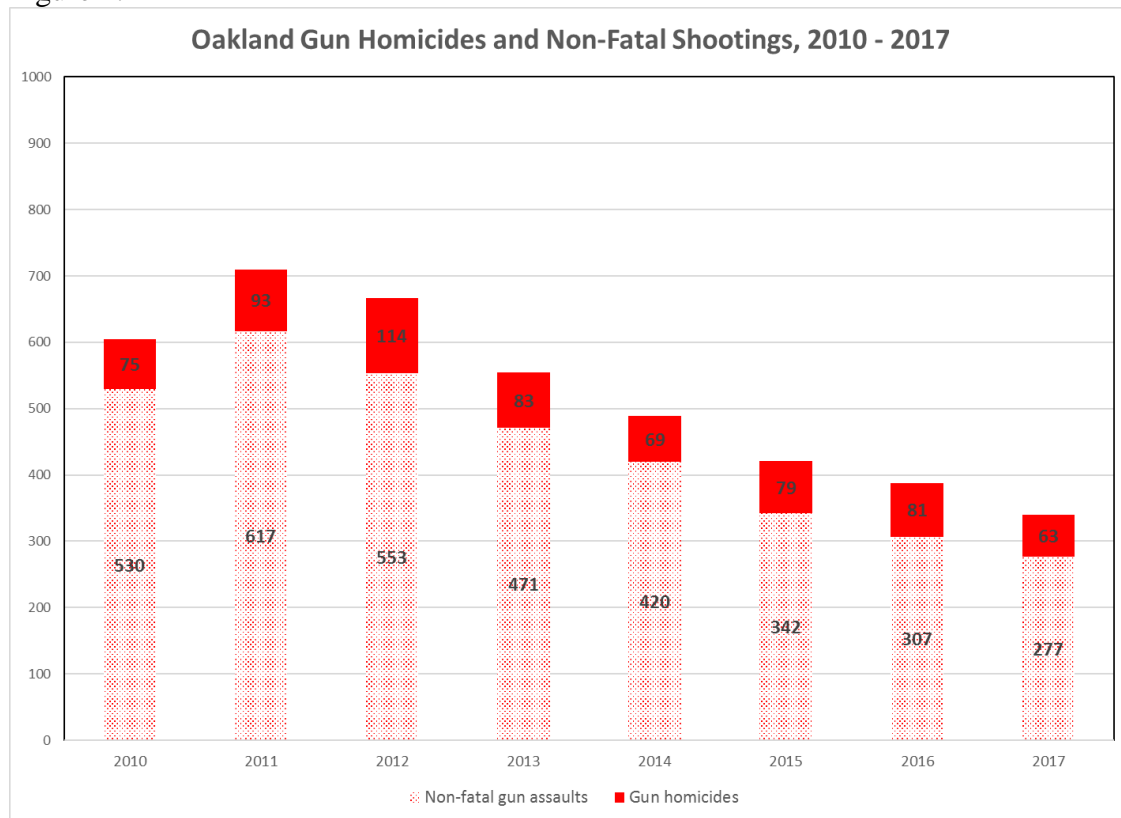
Introduction

The City of Oakland, California, has long suffered from very high levels of serious violence. According to the FBI's Uniform Crime Reports, Oakland's homicide rate (31.8 per 100,000) was almost 6.8 times higher than the national homicide rate (4.7 per 100,000) in 2012. That year, the City of Oakland engaged the California Partnership for Safe Communities (CPSC) to help design and implement a focused deterrence program to reduce serious gun violence. The CPSC collaborated with the Oakland Police Department (OPD) on ongoing problem analysis research to understand the underlying nature of gun violence in Oakland. The OPD led an interagency Ceasefire enforcement group comprised of federal, state, and county criminal justice agencies. The broader Oakland Ceasefire Partnership included the Mayor's Office, social service agencies led by the Human Services Department, and community leaders from local organizations such as Oakland Community Organizations (OCO).

The Oakland Ceasefire program closely followed the key elements of a focused deterrence Group Violence Reduction Strategy (GVRS). Briefly, GVRS programs seek to change offender behavior by understanding underlying crime-producing dynamics and conditions that sustain recurring crime problems, and implementing a blended strategy of law enforcement, community mobilization, and social service actions. The Oakland Ceasefire program was fully implemented in early 2013.

Figure 1 presents the yearly counts of gun homicide and non-fatal shooting victimizations between 2010 and 2017. Total Oakland shooting victimizations peaked at 710 in 2011 (93 gun homicide victims and 617 non-fatal victims) and decreased by 52.1 percent to a low of 340 in 2017 (63 gun homicide victims and 277 non-fatal victims). The impact evaluation was designed to determine whether the Ceasefire intervention was associated with this steep decline in serious gun violence and assess how Ceasefire partners and community leaders perceived the implementation of the strategy.

Figure 1.



Place Impact Evaluation

Methods

The place impact evaluation comprised two quasi-experimental designs to determine whether the implementation of Oakland Ceasefire was associated with citywide reductions in gun homicide.

First, the cross-city quasi-experimental design compared gun homicide trends in Oakland to gun homicide trends in 12 comparison cities: Fresno, Sacramento, Stockton, Santa Ana, Anaheim, Long Beach, Riverside, Bakersfield, Alameda, San Francisco, Richmond, and East Palo Alto. For each of the 13 cities, interrupted time series analyses of monthly counts of gun homicide between 2010 and 2017 were used to estimate the existence of post-2013 gun violence reduction impacts. These models controlled for population trends, violent crime trends, linear and non-linear trends, and seasonal effects.

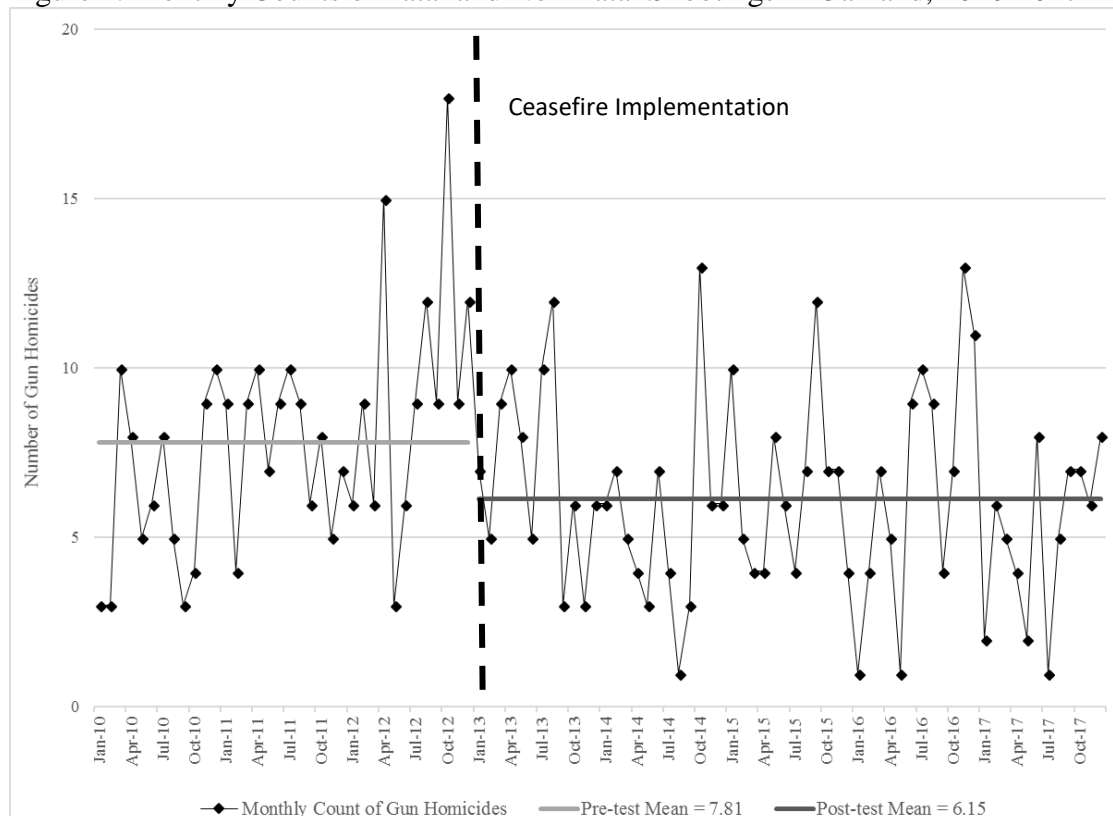
Second, the within-Oakland quasi-experimental design compared shooting trends in census block groups with gangs / groups that experienced the Ceasefire intervention relative to shooting trends in matched census block groups with gangs/ groups that did not experience the intervention. Some 93 of 311 census block groups (24.9%) had groups/gang turf that experienced Ceasefire treatment. Propensity score matching was used to develop matched treated and untreated block groups based on prior violence, the number of gangs / groups with turf in the block group, neighborhood disadvantage, resident race/ethnicity, and gentrification (this resulted in 47 treated

and 95 untreated matched block groups). Growth curve regression models with differences-in-differences estimators (DID) were used to analyze monthly counts of fatal and non-fatal shootings in matched treated and untreated block groups between 2010 and 2017. Gun violence displacement and diffusion of program benefit effects were analyzed in block groups adjacent to treated and untreated places.

Results

- The Ceasefire intervention was associated with an estimated 31.5% reduction in Oakland gun homicides controlling for other trends and seasonal variations ($p < .05$, see Figure 2). Only 2 of 12 comparison cities experienced significant reductions during this time period (Stockton, San Francisco). The cross-city quasi-experiment suggests that the Ceasefire intervention was associated with a noteworthy citywide reduction of gun homicide in Oakland that seemed distinct from gun homicide trends in other California cities.
- The DID estimator suggested that the Ceasefire intervention was associated with a 20.0% reduction in shootings in matched treated block groups relative to matched comparison block groups ($p < .05$). The analysis further suggested a non-significant reduction in shootings in areas surrounding treated block groups relative to areas surrounding untreated block groups. The within-Oakland quasi-experiment suggests that neighborhoods with gangs / groups that experienced the Ceasefire treatment experienced noteworthy reductions in gun violence that were not displaced to surrounding areas.

Figure 2. Monthly Counts of Fatal and Non-Fatal Shootings in Oakland, 2010-2017



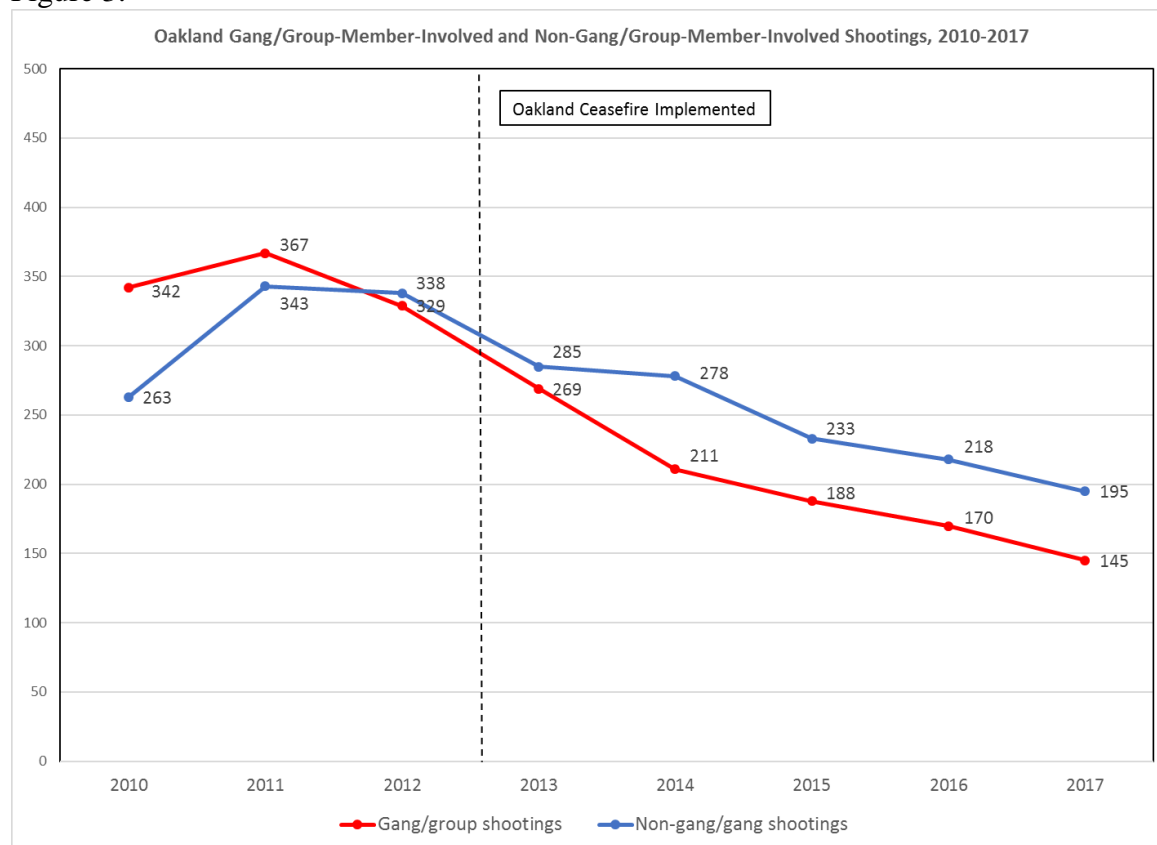
Gang / Group Impact Evaluation

Methods

A quasi-experimental design was used to determine whether shooting trends involving gangs and other criminally-active groups that experienced Ceasefire treatment were reduced relative to shooting trends involving gangs / groups that did not experience Ceasefire treatment. Problem analysis research revealed that there were 76 active gangs / groups in Oakland between 2010 and 2017. There were 15 gangs / groups directly treated by Ceasefire intervention after the 2013 launch of the program. Social network analysis revealed 13 gang / groups connected to treated gangs / groups through conflicts and alliances (i.e., vicarious treatment). The identification of these socially-connected gangs / groups provided an opportunity to determine whether the Ceasefire program generated “spillover” violence reduction impacts on these untreated gangs / groups.

Propensity score matching based on prior violence, gang / group size, conflicts / alliances, longevity, housing project location were used to identify similar gangs/groups (this process resulted in 13 directly treated, 9 vicariously treated, 36 untreated matched gangs / groups). Growth curve regression models with differences-in-differences estimators (DID) were used to analyze monthly counts of fatal and non-fatal shootings involving matched treated, vicariously treated, and untreated gangs / groups between 2010 and 2017. These models estimated both direct and vicarious (“spillover”) effects of the Ceasefire treatment.

Figure 3.



Results

- Figure 3 presents the yearly count of fatal and non-fatal shooting incidents that did and did not involve gang / group members between 2010 and 2017. Both gang/group-member-involved and non-gang/group-member-involved shooting incidents decreased markedly during the study time period. However, the decrease in gang/group-member-involved shootings was steeper than the decrease in non-gang/group-member-involved shootings after Ceasefire was implemented in 2013. The yearly mean number of gang/group-member-involved shootings decreased by 43.2 percent from 346.0 during the pre-intervention years (2010-2012) to 196.6 during the intervention years (2013-2017). By comparison, the yearly mean number of non-gang/group-member-involved shootings decreased by only 23.2 percent from 314.7 during the pre-intervention years (2010-2012) to 241.8 during the intervention years (2013-2017).
- The growth curve regression models and DID estimator suggest that the Ceasefire intervention was associated with an estimated 27.0% reduction in shootings by treated gangs/groups relative to untreated gangs/groups ($p < .05$). The models further revealed and estimated 26.0% reduction in shootings by vicariously-treated gangs/groups relative to untreated gangs/groups ($p < .05$). These results suggest that the Ceasefire intervention reduced shootings involving treated gangs/groups and their rivals and allies.

Individual Impact Evaluation

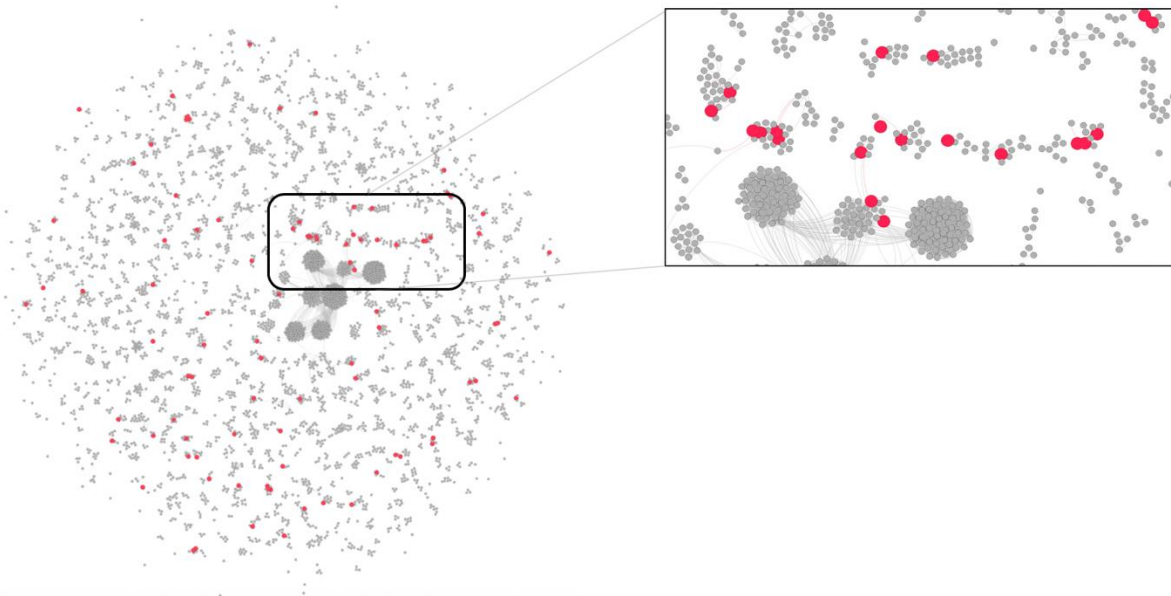
Methods

The individual impact evaluation is designed to assess the extent to which Oakland Ceasefire is associated with gunshot victimization of those *individuals* who were part of the initiative (i.e., individuals who were part of a group that was the focus of Ceasefire, who attended a call-in or custom notification, received law enforcement attention, or were referred to services by Ceasefire). The major challenge for this part of the research is how to parse about the impact of Ceasefire on any individual's behavior as distinct from the observed impact of the group. The individual impact evaluation builds on one of Ceasefire's foundational premises that gun violence concentrates within social networks and seeks to leverage these exact networks to create a quasi-experimental condition. Specifically, the individual impact evaluation leverages **co-arrest networks** of individuals arrested in Oakland.

Figure 4 depicts this co-arrest network in Oakland created by linking unique individuals through instance of co-arrest arrested from 2010 to 2017. Each of the nodes represents a unique person; each of the lines connecting the nodes represents a single instance of "co-arrest." There are more than 9,912 unique individuals in this network and the connections among them create several smaller distinct subnetworks across the city. The **red** nodes represent those individuals who were part of the Ceasefire program. As might be expected given the concentration of gun violence in such networks, one can see in the call-out in Figure one the way that the Ceasefire participants cluster in the network—i.e., multiple participants are in close proximity to each other.

This component of the evaluation will leverage the network (1) to create a quasi-experimental condition that allows us to assess changes in gunshot victimization of individual Ceasefire participants as well as and (2) to detect possible individual “spillover” effects from one participant to another, especially within network clusters and gangs/groups. The network in Figure 4 is large enough that we can use a variety of network analytics to “match” individuals who were part of Ceasefire with other individuals similar in risk factors that are in other parts of the network who did not receive treatment. The present evaluation will analyze the post-treatment patterns of gunshot victimization and violent recidivism of (1) those individuals who were part of Ceasefire relative to (2) those individuals who were also in high-shooting parts of the network.

Figure 4. Oakland Co-Arrest Network, 2010 to 2017



Anticipated Analyses and Results

Extended delays in data-sharing agreements and procedures have generated delays in the individual impact analyses. The PIs have been working with the City of Oakland to expedite these processes as much as resources will allow. The research team has already constructed the necessary network data (Figure 4) and begun the matching process which links the network data with participant data, victimization data, and service-provider data (from Measure Z). These matching and data-linkage processes are approximately 70% complete as of the time of this writing. It is difficult to say with any certainty the outcome of the proposed analyses without the complete data. Once data are complete, however, we anticipate being able to ascertain:

- The extent to which gunshot victimization and violent recidivism changed among Ceasefire individuals as compared to similar a control group within the network; and
- The extent to which any Ceasefire diffused to individuals who themselves not directly part of the intervention (e.g., network spillover).

Qualitative Assessment of Oakland Ceasefire

The objective of the qualitative assessment was to acquire a variety of local stakeholders' perceptions of and experiences with Oakland's Ceasefire strategy. To achieve this goal, in-depth interviews were conducted with individuals having considerable knowledge, varied perspectives, and keen insights regarding: (1) the effectiveness of current and prior Ceasefire initiatives, (2) the nature and extent of gun violence occurring across Oakland, and (3) whether Ceasefire has improved police-community relations and helped to build mutual trust.

Methods

The project benefitted from the use of in-depth interview techniques; which provided unique opportunities to examine not just the context and circumstances of events, but also their meanings for study participants. In particular, data collection purposively involved diverse groups of respondents in recognition of their informal/formal program roles and particular viewpoints concerning Ceasefire.

The project involved 21 qualitative, in-depth interviews with: Ceasefire call-in clients, City, clergy, and community leaders, police and probation officers, and social service providers. Interview subjects were recruited and scheduled with the assistance of Oakland-based study partners. Researchers were also permitted to use snowball sampling techniques to recruit additional participants by enlisting the help of those previously interviewed to introduce additional individuals suitable for inclusion in the study. Interviews were voluntary, conducted in private offices, and respondents were promised strict confidentiality. Furthermore, we were mindful not to record personally identifying information.

The interview guide was semi-structured, consisting of both closed- and open-ended questions that allowed for considerable probing on key topics (i.e., whether or not respondents viewed Ceasefire as both an effective and fair crime-reduction strategy, perceptions of increased/reduced gun violence, and the current state of police-community relations). Except on three occasions, interviews were digitally recorded (audio only, however) and later transcribed in their entirety for accuracy. The aforementioned transcriptions serve as the primary data for our preliminary analysis. Finally, we took considerable care to ensure that results typified the most common themes and subthemes respondents provided.

Results

The results herein are focused around Ceasefire's three key aims, representing respondents' statements and observations consistently found throughout the data. We also present study participants' views regarding what appears to be working along with their recommendations for moving forward.

Aim 1: Reduce shootings and homicides citywide

- There was strong consensus among study participants that Ceasefire greatly enhanced the City's capacity to systematically and thoughtfully reduce shootings

and homicides. Respondents living and providing social services in the most disadvantaged neighborhoods, however, were quick to point out that too much violence persists. Nonetheless, study participants uniformly agree that a few bad actors are disproportionately responsible for serious violence in Oakland.

- Many study participants reported that the City is experiencing a generational shift concerning the nature of interpersonal violence. In particular, respondents commented that non-fatal shootings and homicides are no longer about gaining control of drug territory. To the contrary, contemporary violence is primarily fueled by everyday disputes (e.g., card games, fights over romantic interests, disparaging social media posts), making it appear more random and uncontrollable.
 - Unlike in the past concerning gang beefs, those at highest risk of gun violence are seldom aware of impending danger (and or potential assailants' identities and/or motives).
- While the overwhelming majority of study participants were highly supportive of Ceasefire, they took care to express concern about its sustainability given deeply entrenched, underlying social conditions highly correlated with urban violence (i.e., extreme poverty, unemployment, poor educational outcomes).
 - Untreated / undiagnosed psychological trauma resulting from living in high crime environments was a prominent theme among some respondents. This subset of study participants believed that this potentially debilitating byproduct of urban violence has not received adequate attention.
 - Study participants questioned whether the current Ceasefire messaging resonates with younger (i.e., juveniles), at-risk individuals who have not yet come to the attention of criminal justice agents.

Aim 2: Decrease recidivism and improve outcomes for those at highest risk of violence

- There is considerable confusion (even among those highly supportive of the intervention) regarding the accuracy and integrity of the call-in lists. At the heart of the issue may be definitional differences among partners from different professional backgrounds. Nonetheless, there is considerable misunderstanding (among nearly all non-police stakeholders) regarding what actions warrant being “in the game” and ambiguity regarding what call-in clients must do to be removed from the list.
- There is also concern among respondents that call-ins are not always conducted in a respectful manner (e.g., they tend to feel coercive and exploitive), deepening clients' distrust of police and the overall criminal justice system.

Aim 3: Strengthen police-community relations and trust.

- While the majority of study participants reported that police-community relations had steadily improved since 2012, almost every respondent identified the nationally publicized sex scandal (of 2016 involving a minor) as a devastating setback that continues to undermine citizen trust.
- Respondents emphasized that positive police-community relations were not merely about officers no longer shooting unarmed blacks. Instead, they were insistent that OPD police leadership must also ensure that rank-and-file officers treat citizens with dignity and respect during routine encounters.

What is working / going well

- There is great support for dedicating law enforcement and social service resources to the small number of individuals at highest risk for violence (both as perpetrators and victims). Study participants prefer Ceasefire over indiscriminate and heavy-handed policing initiatives that have the potential to criminalize entire communities.
- Study participants enthusiastically applaud City leaders for their unwavering commitment to Ceasefire. Respondents openly acknowledge that the current political support is unprecedented, deserving a great deal of credit for the observed success.
- Ceasefire has deliberately enlisted and mobilized people of color to work toward improved police-community relation.

Recommendations

- Better involve clients' romantic partners and family members to reduce program stigma and increase community support.
- Be more inclusive and strategic regarding the public messaging (and face) of Ceasefire. Several study participants pointed out that compared to well-publicized OPD enforcement efforts (e.g., press conferences held following arrests and seizures), the general public knows very little about the equally important social service delivery component.

DRAFT

**Oakland Police Department
Bureau of Field Operations
Policy and Procedures Manual**

**Effective Date:
DD MMM YY**

Policy 15-01

Index as: Community Policing

Community Policing is both an organizational strategy and philosophy that enhances customer satisfaction with police services by promoting 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 Departmental 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.

Effective community engagement 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.

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
- Community Resource Officers (CROs)
- Foot Patrol Officers
- Neighborhood Service Coordinators (NSCs)

These expectations and responsibilities are designed not only to meet legal mandates but also to improve police community relations, enhance City-wide problem solving efforts, reduce serious and violent crime, and address public safety issues through a community policing philosophy.

I. BACKGROUND

A. Police Department Mission, Vision and Goals

The three fundamental components of the Oakland Police Department's (OPD) mission, vision and goals are:

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

B. Police Department Structure

Commented [DJ1]: The CPAB recommends adding some language in the overview that acknowledges the presence of social or environmental conditions related to racism, bias and prejudice. Including some consideration of historical experiences of communities of color and other demographic groups in their interactions with law enforcement would be useful.

Commented [DJ2]: It seemed to make sense to reorder the staff positions to start with the NSC who has the most contact with the NCPs and then the CRO, the Foot patrol, and last, the CRTs since their role is far more focused on enforcement operations.

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

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

II. Community Policing and Problem Solving

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 areas or 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. However, priorities should be applicable to a larger section of the Community Policing Beat rather than just one individual. Community Policing Beats should have one to three priorities at any given time. A priority may be handled by way of a SARA (Scanning, Analysis, Response, Assessment) project or through means of a simple response. Regardless of how an identified priority is handled, any solution or action must be specific, measurable, achievable, relevant, and time bound with set due dates or evaluation dates.

B. SARA Projects

SARA projects are a way to identify issues related to specific priorities or problems and to design tailored solutions for those issues. The SARA concept includes evaluation of the solutions and the target issue to determine the efficacy of the designed response. The SARA model includes the following steps:²

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.

Commented [DJ3]: If a problem can be handled by a "simple response" it should not be considered one of the Beat's 3 priorities. There should be a separate designation of these types of problems outside the priority designation process. Criteria should be included for the establishment of priorities as there is a lot of inconsistency across the City with some NCPCs selecting priorities that don't make sense. The CROs and NSCs should have the guidelines for establishing priorities and should hold the NCPCs responsible for using them. For example, some NCPCs have a formal process for establishing priorities that state "some items may not warrant elevation to a beat priority." Also, in the event of a sudden, critical issue that poses an urgent or imminent danger or concern to the neighborhood, warranting an immediate response, a procedure involving the NCPC Chair, Vice-Chair, NSC, and CRO should be developed.

Commented [DJ4]: 1. There is not enough NCPC member involvement in the SARA process and reporting out on both the data supporting a SARA project and the operations that occur during the Response phase.
2. SARA should not be over-emphasized, there are other problem solving techniques for smaller priorities that don't require a full SARA project.

¹ Problem-Oriented Policing, Herman Goldstein, 2015

² Center for Problem Oriented Policing, 2018, <http://www.popcenter.org/about/?p=sara>

- f. Determining how frequently the problem occurs and how long it has been taking place.
- g. Selecting problems for closer examination.

Commented [DJ5]: Explicitly name the importance of checking with Dispatch regarding the number of calls for service. Identify an internal process for when SARA will be triggered as it relates to calls for service.

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 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 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.

III. NEIGHBORHOOD SERVICE COORDINATORS

A. General Roles and Responsibilities

Neighborhood Service Coordinators are expected to support Neighborhood Councils/NPCs and help residents work together, in partnership with the police and other city departments, to address ongoing problems in their neighborhoods.

Commented [DJ6]: There needs to be more emphasis on the role and involvement of the NSCs. There also needs to be more content on the role of other City Departments in Community Policing/Problem Solving. Also, it should be noted that NSCs are non-sworn members of the department.

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.
- a. This outreach strategy should include a plan to conduct door-to-door and online outreach.
 - b. Contact your Neighborhood Watch Block Captains and National Night Out host to assist with outreach in their neighborhoods.
 - c. Remind the Neighborhood Council board that they can use their allocated NCPC funds to purchase outreach material such as postcards and door hangers.
3. NSCs should use NextDoor to share information.
- a. NSCs will receiving training on NextDoor.
 - b. NextDoor 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 NextDoor and in the NextDoor event calendar.
4. 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.

Commented [DJ7]: It would be helpful for the CPAB to see these strategies and to share successful ones with NCPCs that are struggling.

IV. COMMUNITY RESOURCE OFFICERS

A. General Role

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

- 1. Documenting the following:
 - a. Neighborhood Council Priorities
 - b. Community concerns
 - c. Area Command staff priorities

- d. Crime issues
 - e. Blight concerns
 - f. SARA projects
 - ~~f.g.~~ Social concerns and racial, ethnic and language concerns that have a role and factor into the stated activities
2. Encouraging active participation of OPD personnel in Neighborhood Council and other community groups.
 3. Initiating and completing SARA projects.
 4. Attending Neighborhood Council meetings and providing routine updates.
 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.

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.

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 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. Support the Alcoholic Beverage Action Team (ABAT) in addressing issues with alcohol sales;
7. Identify properties associated with neighborhood problems (calls for service, crime, blight, and nuisance) and institute projects to address these problems;
8. Communicate important information to Patrol officers and coordinate the response activities of these officers in solving projects;
9. 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);
10. Know and identify formal and informal community leaders (e.g., Neighborhood Watch block captains, school principals, community center staff, religious leaders, etc.); and

Commented [DJ8]: Understanding the need to utilize CROs in personnel shortages, it is vague as to what the department considers serious crime suppression and if/when it qualifies to divert the CRO from their regular work.

Commented [DJ9]: This should only happen if the NCPC has identified a problem alcohol outlet as one of its priorities, otherwise it sidetracks the CROs work.

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11. Coordinate with other City, county and state agencies to resolve problems. These include:

- a. Economic and Workforce Development;
- b. Oakland Fire Department;
- c. Office of the City Attorney;
- d. Nuisance Abatement (City Administrator's Office);
- e. Bay Area Legal Aid;
- f. Legal Assistance for Seniors;
- g. Alameda County Office of the District Attorney;
- h. Alameda County Public Guardian; and
- i. Other agencies as required.

Commented [DJ10]: Consider adding: CPAB and Department of Race and Equity

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

C. Use and Auditing of the SARANet Database

CROs should update the SARANet Database on the status of their projects regularly, at minimum once per month. CROs should maintain contact with other personnel to include updates of coordinated work on projects in the database.

CRO supervisors and commanders should conduct regular audits of the SARANet Database to ensure that projects are properly documented.

D. CRO Assignment to Neighborhood Councils

CROs will be responsible for close and continuous coordination with their assigned Neighborhood Councils and Neighborhood Service Coordinator (NSC). However, each of the 57 Neighborhood Councils may not have a solely dedicated CRO.

Area Commanders have the flexibility to assign a CRO to a maximum of two Neighborhood Councils, with the exception of Beat 13, where one CRO may be assigned to all three Neighborhood Councils. 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.

Commented [DJ11]: There needs to be more emphasis on the amount of time a CRO spends in their beat on a weekly basis; the CPAB hears many complaints that the CROs are never seen in the 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 should offer all of the below courses annually and all of them should be completed at least once annually by each CRO:

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. Tactical training; and
8. 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.

G. 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 to serve a minimum of two years absent promotion or transfer to a related assignment such as the Criminal Investigation Division (CID) or Ceasefire.

V. **FOOT PATROL OFFICERS**

A. Roles and Responsibilities

Foot Patrol Officers maintain a high-visibility presence in specific geographic areas. 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 to serve a minimum of five years absent promotion or transfer to a related assignment such as the Criminal Investigation Division (CID) or Ceasefire.

Commented [DJ12]: This should be changed to an expectation of a 5-year commitment just like the CRT commitment. The lack of continuity with CROs undermines the entire program and hinders officers' ability to build in depth relationships with the community.

Commented [DJ13]: - It would be useful if more detail was provided for this group of officers; such as what areas they cover and why.

Commented [DJ14R13]:

Commented [DJ15]: It should be mandated that foot patrol officers attend the CRO training/CPAB due to their high amount of public contact. If foot patrol officers are tasked with doing problem solving in/near schools, they need additional training in working with youth. What activities are they responsible for tracking? What is their role in working with CROs?

VI. **CRIME REDUCTION TEAM OFFICERS**

A. Roles and Responsibilities

Crime Reduction Teams 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

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

B. Direction

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. Data Collection

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. Professional Development

CRT supervisors should attend all of the below-listed training:

1. Undercover operations
2. Basic narcotics enforcement
3. Advanced Procedural Justice
4. Search Warrant
5. Operational planning and supervision for crime reduction strategies

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

1. Undercover operations

Commented [DJ16]: Are these CRT Area Crime Reductions Plans accessible to the public? Although they may contain sensitive information on suspects, victims which should be protected, seeing an infusion of CRT plans into supporting the work of the CRO and NCPC would give a better idea of what OPD is doing in their community to address issues of violence. For instance, "Area 2 will reduce gun violence by 50 percent over the next 18-24 months, using procedural justice, ceasefire, NCPC outreach gatherings...." would infuse community policing into the work of the CRTs.

Commented [DJ17]: It would be good for both sections to list the CPAB/CRO created trainings. CRTs need to identify how CROS build these relationships that can easily be fragmented from the work of the CRTs

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

E. 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 to serve a minimum of five years absent promotion or transfer to a related assignment such as the Criminal Investigation Division (CID) or Ceasefire.

VII. COMMUNITY MEETINGS

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. 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 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 CRO

The calendar invite should include beat priorities and projects and 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.

C. Living Room Meetings

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:

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

Commented [DJ18]: It would be good to see failures and successes of the outcome of the project using SARA from the CRO's perspective. Also, partnering with the NSC's to determine successes and failures of the project from the perspective of the NCPC members, especially if it's a project generated within the NCPC would be valuable information.

BFO Policy 15-01
Community Policing

Effective Date:
DD MMM YY

Approved by

Darren Allison
Deputy Chief
Bureau of Field Operations 1

LeRonne Armstrong
Deputy Chief
Bureau of Field Operations 2

DRAFT

DRAFT - For Discussion Purposes Only

City of Oakland
Measure Z - Joint Meeting of SSOC and City Council
(and other Public Safety Related Boards and Commissions)

Board and Commission attendees: 41 Total

- 1. The Oakland City Council - 8 members**
Elected governing body representing the citizens of Oakland.
- 2. Public Safety and Services Oversight Commission (SSOC) - 9 members**
Oversees the proper administration of the revenue collection and spending, and the implementation of the programs funded with revenue from Measure Z: The 2014 Oakland Public Safety and Services Violence Prevention Act.
- 3. Community Policing Advisory Board (CPAB) - 15 members**
Serves as advisors to the Chief of Police and police command staff on community policing matters, maintain communication between the Police Department and the neighborhood Crime Prevention Councils and Neighborhood Watch groups.
- 4. Police Commission - 7 regular and 2 alternate members**
Oversees the Oakland Police Department's policies, practices and customs to meet national standards of constitutional policing and to oversee the Community Police Review Agency that investigates police misconduct and recommends discipline.

Potential Agenda Topics

- 1. Reports from representatives of all departments concerning progress of City efforts to reduce violent crime.**
 - a. Oakland Police Department (e.g. Ceasefire, Community Policing)
 - b. Oakland Fire Department
 - c. Oakland Unite
 - d. Department of Violence Prevention
- 2. Community Youth Leadership Council**
- 3. Community Input on Public Safety and Violence Prevention**

Logistical Questions / Challenges

1. Who would Chair the meeting?
2. Possible venues for the meeting
3. How to encourage community participation?
4. Possible meeting dates / time / length?