



# Oakland Reimagining Public Safety Task Force

## REPORT AND RECOMMENDATIONS



1 photo courtesy of Reuters  
2 photo courtesy of Doug Duran/Bay Area News Group  
3 photo courtesy of Jacob Ruff (CC BY 2.0)  
4 photo courtesy of Paul Chinn, The Chronicle

# TABLE OF CONTENTS

<b>INTRODUCTION AND PROCESS OVERVIEW</b>	<b>1</b>
<b>OPD: A TROUBLED HISTORY AND EFFORTS TO REFORM</b>	<b>7</b>
<b>FINALIZING AND PRIORITIZING THE RECOMMENDATIONS</b>	<b>11</b>
<b>NEXT STEPS</b>	<b>28</b>
<b>APPENDICES</b>	<b>29</b>

# INTRODUCTION AND PROCESS OVERVIEW

Since the murder of George Floyd in Minneapolis, the movement to transform policing and reimagine public safety has been invigorated around the country, with more than twenty million people participating in demonstrations and protests in every state in the nation.

In the midst of these national protests against police brutality and calls for reduced funding for police departments, in June 2020 the Oakland City Council (Council) approved a FY 2020-21 budget that trimmed the Oakland Police Department (OPD<sup>1</sup>) budget by \$14.6 million. Additional reductions were made in July 2020 pursuant to a proposal put forward by a group of City Councilmembers dubbed the Equity Caucus<sup>2</sup>. Savings realized from OPD budget reductions in the summer of 2020 were used to fund efforts including:

- The Mobile Assistance Community Responders of Oakland (MACRO) program, which will create a team of unarmed, civilian first responders for emergency mental health calls (\$1.35 million)
- Police Commission investigation backlog reduction (\$200,000)
- Tagging and towing abandoned vehicles (\$250,000)
- Blight reduction efforts in the “flatlands” neighborhoods of East and West Oakland (\$250,000)

In response to ongoing concerns expressed by the community and reflecting the Council’s commitment to meaningfully answering the call for change

ringing out throughout the City, on July 28, 2020, the Council adopted a resolution creating the Reimagining Public Safety Task Force (Task Force) “to rapidly reimagine and reconstruct the public safety system in Oakland by developing a recommendation for Council consideration to increase community safety through alternative responses to calls for assistance, and investments in programs that address the root causes of violence and crime (such as health services, housing, jobs, etc.), with a goal of a 50% reduction in the OPD General Purpose Fund (GPF) budget allocation.” Key Council action as related to the Task Force’s creation is provided as [Appendix B](#).

Councilmembers Loren Taylor and Nikki Fortunato Bas were designated as Co-Chairs of the Task Force, with membership comprising nominees from each Councilmember, the Community Policing Advisory Board, the Public Safety Services Oversight Commission, the Police Commission, the Budget Advisory Commission; and the Oakland Youth Advisory Commission.<sup>3</sup>

Membership was specifically sought from impacted communities and reflecting relevant experience including:

- Formerly incarcerated individuals
- Victims of violent crime and their family members
- Immigrant communities
- Communities impacted by police violence
- Historically underrepresented populations
- Health/Public Health expertise
- City of Oakland Labor/Union expertise
- Law Enforcement Operations/Budget expertise

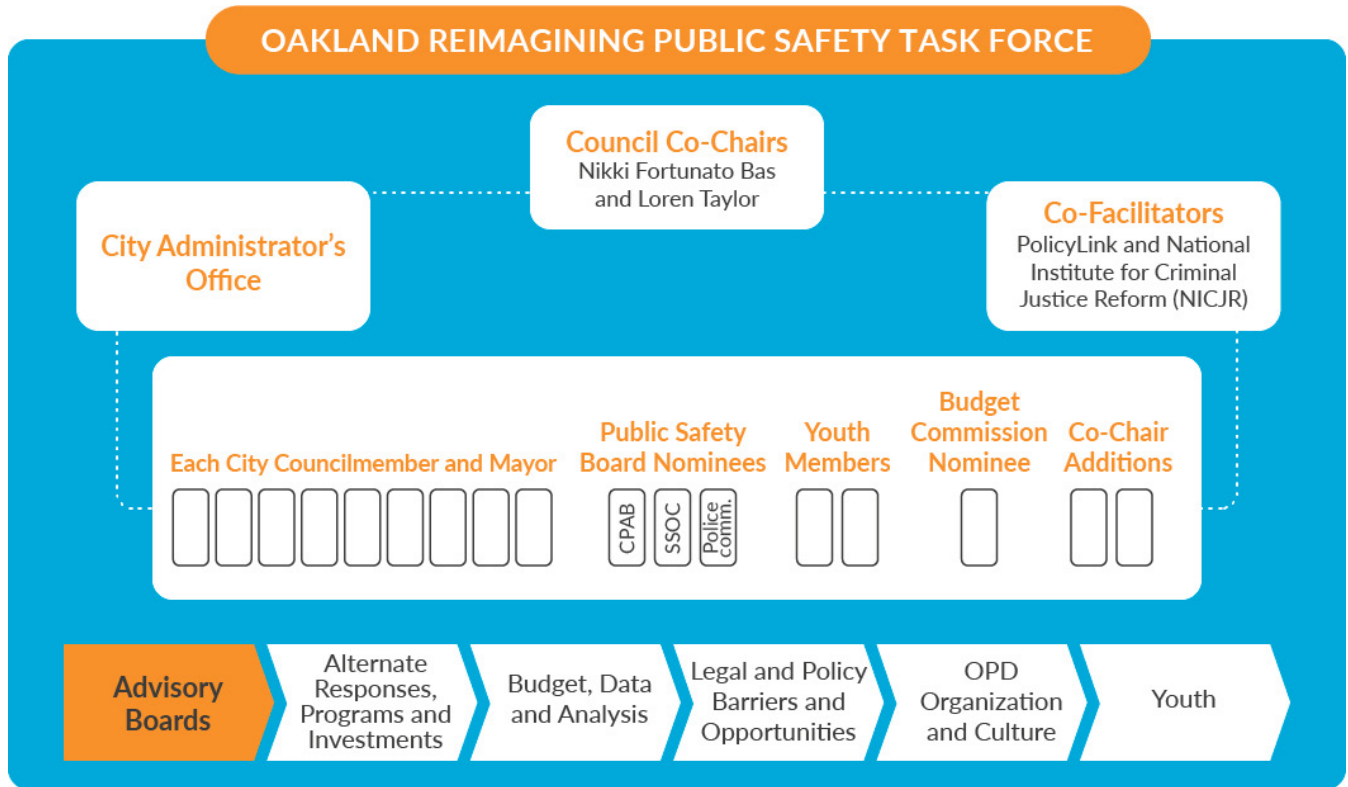
1 A glossary of acronyms used in this report is provided as [Appendix A](#).

2 There is some debate regarding the actual amount of the reductions realized by the Council’s June and July 2020 actions. Some of the cuts simply reflected expense reallocations to future years, for example.

3 The Task Force comprised 17 members in total with one appointment from each Councilmember, including the Mayor and At-Large, one additional appointment from each of the Co-Chairs, the Community Policing Advisory Board, the Budget Advisory Commission, the Police Commission, the Safety Services Oversight Committee, and two from the Youth Commission.

The City of Oakland opened an application process for the Task Force as well as four Advisory Boards established to support, inform, and amplify the work of the Task Force: Alternate Responses, Programs and Investments; Budget, Data and Analysis; Legal and Policy Barriers and Opportunities; and OPD

Organization and Culture. The Task Force would later added a Youth Advisory Board. More than 150 Oakland residents applied to serve on the Task Force or one of its Advisory Boards. Final Task Force appointments were made on September 16, 2020.



TASK FORCE		
<b>Anne Marks</b> Council District 1	<b>Brenda Roberts</b> Budget Advisory Commission	<b>Ginale Harris</b> Police Commission
<b>David Kakishiba</b> Council District 2	<b>John Jones III</b> Co-Chair(s) Addition	<b>Nikki Dinh</b> Safety Services Oversight Commission (SSOC)
<b>Antoine Towers</b> Council District 3	<b>Gus Newport</b> Co-Chair(s) Addition	<b>Ivan Garcia</b> Youth Commission
<b>Brooklyn Williams</b> Council District 4	<b>Carol Wyatt</b> Community Policing Advisory Board (CPAB)	<b>Losaline Moa</b> Youth Commission
<b>Mariano Contreras</b> Council District 5	<b>James Burch</b> Council District At-Large	
<b>Keisha Henderson</b> Council District 6	<b>Pat Kernighan</b> Mayor's Office	
<b>Reygan Cunningham (Harmon)</b> Council District 7		

ADVISORY BOARD CO-CHAIRS
<b>Alternate Responses, Programs and Investments</b> James Burch, Liam Chinn
<b>Budget, Data and Analysis</b> David Kakishiba, Ken Oliver
<b>Legal and Policy Barriers and Opportunities</b> Nikki Dinh, Grey Gardner
<b>OPD Organization and Culture</b> Reygan Cunningham, Christina Petersen
<b>Youth Advisory Board</b> Ivan Garcia, Losaline Moa

In the Resolution creating the Task Force the Council also approved two Oakland-based, national non-profit organizations with experience in criminal justice and police reform to be co-facilitators of the Task Force: PolicyLink and the National Institute for Criminal Justice Reform (NICJR). PolicyLink led the community engagement process, facilitated the Steering Committee described below, and facilitated two of the four Advisory Boards: the Alternative Responses, Programs, and Investments Advisory Board and the Legal and Policy Barriers and Opportunities Advisory Board. NICJR facilitated the Task Force, two Advisory Boards, the Budget, Data and Analysis Advisory Board and the OPD Organization and Culture Advisory Board, and led the development of the final report. The Youth Advisory Board, established after the initial four, was staffed by Fresh Lifelines for Youth.

The Task Force Co-Chairs, the two co-facilitators, and a representative from the City Administrator's Office, formed a Steering Committee responsible for managing the Task Force process. The Steering Committee created Task Force meeting agendas and made decisions on any issues that arose.

The Task Force held its first meeting on September 16, 2020; that meeting was primarily used for Task Force members to introduce themselves and be orientated to the process. The next two Task Force meetings consisted primarily of presentations from City staff regarding the City's budget process, OPD's budget, Department of Violence Prevention funding and programming, and a presentation on Reimagining Public Safety.

The Task Force spent the next four meetings discussing and answering four "Framework" questions:

1. What activities/functions should OPD do less of or no longer do? What should OPD specifically continue to do/where is officers' time best spent?
2. What community-based services or other government agency programs should be implemented specifically to replace or be an alternative to reduced or eliminated police services?
3. What other community services and assets do we want or need that do not necessarily replace a police function, but help create neighborhood safety, peace, and healing?
4. What improvements/reforms are needed from OPD?

Individual Task Force member responses to these questions are provided in [Appendix C](#). In addition to responding to these questions, several data and information requests were made by the co-facilitators and Task Force members. The responses were all posted on the Task Force website, creating a resource of several reports and references.

At its February 3, 2021, meeting, the Task Force adopted the following Guiding Principles:

- Anticipated cost savings may be directed toward a non-police response/public safety solution, or an under-invested police service that will continue undermining public safety if not more appropriately resourced (e.g., investigations, or missing persons).
- Final recommendations adopted by the Oakland City Council must include: 1) Description of Recommendation 2) Cost Analysis (start-up and ongoing operating cost) 3) Safety Impact Analysis (immediate impact and longer-term impact) 4) Likely Impact on overall workload per officer (including overtime, fatigue, and attrition) 5) Transition/ Implementation Plan (timeline and steps to move from current state to desired future state - including possible people/organizations to implement) 6) Evaluation Criteria (how will we measure effectiveness of the proposed recommendation versus how well police perform at carrying out the same function) 7) Community Feedback (how has the broader community responded to the proposed recommendation? - disaggregated by police beat and by race/ethnicity).
- Recommended provider of an alternative response must possess: 1) Relevant technical expertise/ professional knowledge 2) Knowledge of current local context for response types 3) Cultural relevancy.
- Alternatives and investments will specifically aim to reduce racial equity disparities in provision of public safety services and infrastructure, specifically for black communities in Oakland.
- Alternatives will be designed to address racial equity, disparities in stops, arrests and use of force by police, specifically for black communities in Oakland.
- The RPSTF believes that in order for the City of Oakland to effectively increase public safety for

its residents, workers, and visitors, the City of Oakland must adopt and thoroughly organize itself to practice a comprehensive data-informed Public Health Approach to public safety that addresses the central underlying factors contributing and causing violence and crime.

- The RPSTF is committed to developing and determining recommendations based on an analysis of all available quantitative and qualitative data, including: Identification of non-violent, non-criminal OPD Calls-for-Service over time and sworn officers' time expended on response and resolution of these types of Calls-for-Service.
- The RPSTF is committed to developing and determining recommendations based on an analysis of all available quantitative and qualitative data, including: Identification of criminal investigation case clearance/solve rates.
- The RPSTF is committed to developing and determining recommendations based on an analysis of all available quantitative and qualitative data, including: Identification of alternative urgent public safety responses for non-violent, non-criminal Calls-for-Service, not involving sworn police officers, based on an analysis of practice-based evidence.
- The RPSTF is committed to developing and determining recommendations based on an analysis of all available quantitative and qualitative data, including: Identification of alternative on-going public safety interventions (e.g. violence interruption, neighborhood ambassadors, transitional employment, life coaching) based on an analysis of practice-based evidence.
- The RPSTF is committed to developing and determining recommendations based on an analysis of all available quantitative and qualitative data, including: Identification of adequate sworn and non-sworn staffing levels for field patrols and criminal investigations to achieve increased reductions in Part One crimes.
- The RPSTF is committed to developing and determining recommendations that deliberately reduce and eradicate City of Oakland's disparate public investment, responsiveness, and treatment of African American and other residents of Oakland's low-wealth neighborhoods.
- The RPSTF is committed to developing and determining recommendations that moves

the City of Oakland to adopt and sustain high standards of performance management and public accountability.

- Prioritize community-led solutions: Solutions developed by community members from the areas impacted and staffed by community members from those impacted areas.
- Fund to the scale of the problem – do not set up CBOs and City Departments with impossible tasks without the funding necessary to achieve those tasks. When programs are not funded to the scale of the problem, it is usually the most vulnerable communities with the greatest need that are left behind and the highest-impacted areas that draw the short end of the stick in terms of service.
- Lift up practice-based evidence, not just evidence-based practice: Many programs that work haven't been rigorously studied and published about but that doesn't mean they don't work.
- Support professionalization of violence prevention and intervention workers: People should be trained, supported and paid commensurate with the value of their work. Ideally, the City should support pathways for our native community healers to become paid professionals upholding standards of excellence and accountability that we expect from other City employees.
- Use the least amount of enforcement necessary: Solutions should use the least oppressive tools necessary to achieve the goal. Officers without weapons instead of with weapons where possible, non-sworn employees instead of officers where possible, fines instead of arrests where possible, no fines at all where possible. Decriminalize poverty and mental illness.
- Imagination and Visioning: We can create safer communities if we are willing to have an openness to imagine and the financial investment to match. Let us come with open hearts, eyes, and ears and with an orientation towards openness and possibility. Let us invest as aggressively in proven, community-based alternatives as we have in punitive and violent policing and incarceration.
- Reinvestment and Restoration: Recommendations must center replenishing our communities with what was stolen with the advent of the "war on drugs" and remains missing as Oakland "develops": safe housing, access to clean water, air, and

adequate food and health care, education, jobs, and mental health support. The data shows these are the things that lead to increased safety, decreased violence, healthy families, and whole communities.

- **Racial Equity:** It is our moral duty to center the people and communities most impacted by the lack of housing, economic stability, support services, over-policing, inter-communal violence and the carceral state in all public dialogues, debates, listening sessions and recommendations for adoption by the City Council.
- **Accountability:** This body must be rooted in qualitative and quantitative data that may challenge personal opinions but ultimately lead us closer to the goals and mission of the Task Force. This data should be mined from honest opinions and feedback from communities most impacted by policing and violence, research, polling, expert testimony and more. Task force members must hold each other accountable for principled engagement both within and outside of the confines of Task Force meetings and move as a collective unit not individuals with personal agendas.

These Guiding Principles informed the Task Force’s deliberative process and are reflected in the final recommendations submitted for Council consideration in the present report.

The initial four Advisory Boards began meeting in October, parallel to the meetings of the Task Force. Each Advisory Board had a Task Force member Co-Chair and a non-Task Force member Co-Chair. At the request of the youth members of the Task Force and others, a Youth Advisory Board was also created. A local youth leadership development organization, Fresh Lifelines for Youth, coordinated this new Advisory Board. Complete rosters of each Advisory Board are provided in [Appendix D](#).

Each Advisory Board established workgroups by topic area. After a series of presentations by City staff and other experts, numerous meetings and discussions, the Advisory Boards began developing recommendations to submit to the Task Force. Detailed descriptions of several Advisory Boards can be found at [Appendix E](#). Three reports authored by the Budget, Data and Analysis Advisory Board are also included in this Appendix.

## Community Engagement

The RPSTF was established by the Council as a response to communities most impacted by policing and violence who were calling for a shift in the paradigm about public safety away from policing and prisons towards healing and community investment. To achieve its goals in line with this call, the Task Force designed and implemented a community engagement process that prioritized engaging directly-impacted community members who were calling for investment in alternatives to policing and in addressing the root causes of harm and violence, funded through a divestment from the OPD’S GPF allocation.

The engagement process was implemented by Task Force co-facilitator PolicyLink in two stages:

1. October 15, 2020 - February 15, 2021: Gather ideas and perspectives to help inform the development of recommendations; and
2. February 16 - March 17, 2021: Gather feedback on draft recommendations and final recommendations submitted by the five Advisory Boards to the Task Force.

The COVID-19 pandemic and resulting shutdown presented a major challenge to connecting with community members in-person. This challenge was exacerbated by the disproportionate health and digital divide impacts on the people also most impacted by violence and policing—primarily BIPOC residents of Districts 3, 5, 6, and 7. To address these challenges (in addition to overall capacity and timeline challenges), the primary community engagement strategy was to contract with base-building organizations who had demonstrated leadership and a commitment to reimagining public safety— and had a critical mass of directly-impacted members/bases in the target Districts listed above.

Twelve community-based organizations received grants to engage directly-impacted community members to gather ideas, perspectives, and feedback in line with the goals of both phases, listed above. These organizations are listed below with a short description of their activities. Reports, presentations, survey results, and other documentation submitted by the listed organizations can be found on the City’s Task Force website.

## Anti Police-Terror Project

- Conducted public education via mass communication about the Task Force goals and process.
- Over 1,000,000 social media impressions on Task Force-related posts.
- Mobilized membership to participate in the Task Force process, including attending meetings and making public comments.
- Published a report and update on all Task Force recommendations.

## Black Cultural Zone (Black Thought Wall)

- Constructed and activated a Black Youth Thought Wall, to gather youth perspectives related to public safety in Oakland.
- Over 300 attendees interacted with the wall on launch day; subsequently, all visitors to the Black Cultural Zone have had access to the wall.

## Black Women Organized for Political Action

- Held a town hall with 45 attendees.
- Proposed 5 recommendations for consideration by the Task Force based on town hall participants' feedback.

## El Tímpano

- Sent questions about the root causes of violence to over 1200 community members in Spanish and indigenous languages.
- Received 53 unique responses.

## Communities United for Restorative Youth Justice

- Hosted “platica” (youth listening circle) to get feedback on Task Force recommendations.
- Supported outreach by promoting PolicyLink survey.

## Community & Youth Outreach

- Hosted focus group of 18 people.
- Gathered feedback and insight based on lived experience of constituents directly impacted by the criminal-legal system.

## Oakland Rising

- Sent survey to 30,883 registered voters in Oakland.
- Received 2,602 responses.
- 302 public safety surveys completed.

## OneLife Institute

- Held a small focus group.
- Endorsed 5 recommendations with full support based on discussion.
- Held two focus groups with Tree of Life Ministries.
- Promoted PolicyLink survey at various faith-based leadership meetings.

## Urban Peace Movement

- Created an audience-specific public safety survey designed to reach Black men in Oakland.
- Surveyed 240 Black men from Oakland.

## Youth Alive

- Held two youth listening sessions attended by Oakland youth from Fremont and Castlemont High Schools.
- Held focus group of their organization staff who are also youth and young adults directly impacted by issues of public safety in Oakland.
- Held a listening session with mothers of Oakland homicide victims.

## Young Women's Freedom Center

- Conducted 137 surveys with young women and gender expansive people in Oakland.
- Proposed 21 recommendations based on lived experience of young women and gender expansive people by issues of public safety in Oakland.

In addition to the comprehensive and targeted outreach conducted by the above groups, community members were provided various avenues to engage with the Task Force:

- A survey—open from October 15, 2020, through February 15, 2021—to gather ideas and perspectives to help inform the development of recommendations.



- Five community listening sessions (via Zoom) with a total of 337 participants and attendees.
- An email address (OaklandRPSTF@policylink.org) and voicemail box (510.663.4399) open to the community for perspectives, comments, and feedback (totaling 245 emails and voicemails).
- A link to survey results, listening session recordings, and documentation of emails and voicemails received can be found on the City's Task Force website.

Throughout the process, Task Force members and Advisory Board members were provided with community engagement updates and feedback at strategic intervals to inform the development and consideration of recommendations.

# OPD: A TROUBLED HISTORY AND EFFORTS TO REFORM

The Task Force's work took place in the context of not only the racial reckoning that exploded with the killing of George Floyd, but also the long arc of OPD's troubled history. This history, outlined in the following section and corresponding [Appendix F](#) is perhaps most starkly manifested in a twenty-year negotiated settlement agreement with which the City has yet to comply, serves as an important frame for the recommendations of the Task Force.

# TIMELINE:

## OAKLAND POLICE, A TROUBLED HISTORY

The timeline below includes incidents that exemplify OPD's troubled history as well as progress made by the Department.

### 1960s

#### **Black Panther Party for Self-Defense**

After numerous incidents of police brutality against Black people in Oakland and throughout the Bay Area, two college students, Huey P. Newton and Bobby Seale, founded the Black Panther Party (BPP) for Self-Defense in 1966.

#### **Killing of Bobby Hutton**

On April 6, 1968, two days after the assassination of Dr. Martin Luther King Jr., three carloads of BPP members were pulled over in West Oakland. The police opened fire as BPP members took cover. Little Bobby Hutton, a 17-year-old BPP member, eventually came out from under cover, stripped down to his underwear and clearly unarmed. Police shot him twelve times, killing him.

### 2000 - 2014

#### **Riders Case**

A group of rogue OPD officers known as the "Riders" were charged with a total of 26 criminal counts, including kidnapping, the beating of falsely arrested "suspects", and submitting falsified police reports. The most serious known case involved the beating of Delphine Allen, then 21, on June 27, 2000. Officers handcuffed, beat, pepper sprayed and hit Allen with a metal club.

#### **Negotiated Settlement Agreement**

Delphine Allen filed a lawsuit against the City of Oakland. His case was ultimately consolidated with other civil rights lawsuits against the Oakland Riders, including a total of 119 different plaintiffs, a large majority of whom were Black. In 2003, Oakland entered into a Negotiated Settlement Agreement (NSA) that required a payout of nearly \$11 million to the 119 plaintiffs and compliance with a reform plan comprising 51 conditions.

#### **Lovelle Mixon Shootings**

Less than three months after the police killing of Oscar Grant at an Oakland train station, on March 21, 2009, Lovelle Mixon, 26, fatally shot two officers who had stopped him in East Oakland. Mixon fled the scene and

was found in his sister's apartment nearby. During a raid of the apartment, Mixon killed two more officers and injured another before he was killed.

### **Early Adopter of Body Cameras**

The Oakland Police Department (OPD) has been using body-worn cameras (BWC) since 2010. OPD was the largest Department at the time to adopt a BWC requirement. Since the implementation of BWC, OPD has seen a decrease in the number of incidents involving use of force.

### **Ceasefire – Gun Violence Reduction Strategy**

Oakland's Gun Violence Reduction Strategy, Ceasefire, was established in late 2012, when the City's homicide rate was 6.8 times higher than the national average. Oakland achieved six consecutive years of reductions in shootings and homicides after the implementation of Ceasefire. An external academic evaluation determined that 65% of Oakland's reductions in shootings could be attributed to the strategy.

### **Procedural Justice Training**

OPD's Procedural Justice Training (PJT) was developed in 2014 as the first in the country to include community members to conduct a portion of the training that was delivered to all staff within the Department. Procedural Justice is based on the idea that, when police interact with community members in a procedurally just way, the quality of community-police interactions and therefore public safety, will improve. The goal of PJT is to give the community a voice, ensure police procedures are fair, unbiased, and trustworthy, and ensure that police are respectful to individuals in the communities they serve.

## **2015 - Present**

### **Obama Administration Praises OPD Reforms**

In 2015, the Obama Administration publicly commended the OPD's efforts to mend the relationship between the community and the police. Specifically highlighted were the OPD's use of community leaders to talk to officers about community-police relationships, reforms aimed at avoiding violent, and/or fatal interactions between community members and the police, such as the implementation and requirement of BWCs, a ban on officers chasing people who jump backyard fences, and a "pipeline project" that reserves 40 seats in the cadet program for people who graduate from Oakland public schools.

### **Sex Scandal**

On September 25, 2015, OPD Officer Brendan O'Brien committed suicide. He left a suicide note admitting his sexual relationship with an underage girl and the names of several fellow officers who also sexually exploited the teenager. The investigations that followed Officer O'Brien's death revealed that more than 20 OPD officers had some type of sexual relationship with a teenager, Celeste Guap, the daughter of an OPD dispatcher.

### **The Killing of Demouria Hogg**

In 2015, OPD responded to a call regarding a man, Demouria Hogg, sleeping in a car near the Lakeshore Avenue off-ramp of Interstate Highway 580. OPD stated that they tried for an hour to wake Hogg, but he was unresponsive. Officers claimed that when Hogg regained consciousness he lunged towards his gun. In response, one officer shot him with a taser and the other officer shot him twice with her firearm, killing him.

### **Reduction in Stops of Black People**

Although there are still disproportionate numbers of Black people being stopped by the OPD, the disparity has improved. From 2017 to 2018, the overall percentage of Black people stopped decreased by 6 percent, from 61 to 55 percent of all stops, the lowest overall percentage of Black people stopped since 2014.

### The Killing of Joshua Pawlik

In 2018, Joshua Pawlik was found asleep on the ground in between two houses, with his hand resting on a firearm. Police were called to the scene and when they arrived, Pawlik awoke to officers yelling conflicting commands at him, to both not move and to raise his hands. As Pawlik awoke, he moved a hand that was resting on the firearm when five officers began firing their weapons, killing Pawlik. Two years after Pawlik's death, the City agreed to pay Pawlik's mother a \$1.4 million settlement after she filed a lawsuit against OPD.

### Arrest Numbers Decline

In 2019 the number of arrests in Oakland dropped to 7,754, a decrease of two-thirds from 2002 when there were 25,203 arrests.

### 2020 Report on Systemic Racism in OPD (Hillard Report)

In response to concerns raised by the Oakland Black Police Officers Association (OBOA) regarding racial disparities in hiring, promotions, and discipline, OPD commissioned an independent audit of its operations. Hillard-Heintze LLC, conducted an assessment of OPD's internal investigations and discipline processes, including a review of recruits released while in training. Often referred to as the Hillard report, the final Police Discipline Disparity Study was published in April 2020 showed disparity in how Black officers are treated in the OPD.

#### City of Oakland Settlement Payouts

The City of Oakland has paid out more than \$23 million in settlement payments stemming from OPD officer incidents from January 1, 2015 to August 31, 2020.



The City of Oakland has paid

**\$23 million**  
in settlement payments

# FINALIZING AND PRIORITIZING THE RECOMMENDATIONS

The Advisory Boards began presenting draft recommendations to the Task Force at the Task Force's meeting on January 20, 2021, with each Advisory Board presenting recommendations developed by their respective workgroups. After receiving feedback, the Advisory Boards finalized a total of 155 recommendations for Task Force consideration by March 1. A listing of the full set of recommendations presented by the Advisory Boards to the Task Force is provided in [Appendix G](#). Also included in this Appendix is the recommendation template adopted by the Task Force; the template includes key criteria questions to be addressed in the recommendation development process.

The Task Force was given 10 days to review these recommendations and complete a poll answering the following questions:

- What is the Safety impact of the recommendation?
- What is the Equity impact of the recommendation?
- Do you support the recommendation?

At its March 10, 2021, meeting, the Task Force reviewed recommendations and poll results. Recommendations that received a two-thirds super majority of support in the poll, or 12 or more votes, were placed on the consent calendar. The Task Force passed 34 recommendations using this approach.

During a marathon, eight-hour final meeting that ended at nearly 2:00 am, the Task Force passed another 54 recommendations on March 17, 2021. In total, 88 recommendations were adopted by the Task Force. These 88 recommendations can be found in [Appendix H](#); this Appendix also includes more detailed overviews of each recommendation in a narrative form, as well as links to more background and contextual information.

Given the sheer number of recommendations and the overlapping nature of many of them, the Task Force co-facilitators merged several, creating more distinct and actionable categories. That process

resulted in a reduction in the total number of recommendations from 88 to 48. A crosswalk of the original 88 recommendations to the consolidated 48 is also provided in [Appendix H](#).

Even with the consolidation effort that took place, there is still a legitimate concern about how the large volume of reform initiatives identified can be efficiently and effectively implemented. Further, City staff have acknowledged that current resource constraints will not allow for thorough feasibility assessment, planning, and implementation of all recommendations advanced to the Council: when the Council and City administration prioritize deployment of resources, that prioritization should be guided by the RPSTF. With this concern in mind, the Task Force undertook a prioritization effort that resulted in a further winnowing down of Task Force recommendations.

## Top Ten Vote Poll

Each Task Force member was allocated ten votes with which to prioritize the 48 consolidated recommendations. Any recommendation that received a single vote from a Task Force member was deemed to be a Task Force priority recommendation; 39 recommendations received at least one vote. Together these recommendations are referred to as Tier One Recommendations.

Tier One Recommendations are provided in Table 1 on the following pages. Those recommendations that did not receive any Task Force votes during the prioritization process are outlined in Table 2.

In addition to poll results, Tables 1 and 2 include authoring Advisory Boards' projected costs and implementation timeframes. The Task Force co-facilitators' suggested approach to recommendation implementation phasing, an effort described in the following section, is also provided in each Table.

## Recommended Implementation Phases

Task Force co-facilitators, NICJR and PolicyLink, were asked to categorize Tier One Recommendations by possible implementation phase. The consultants developed three potential phases accordingly:

### Phase 1

Recommendation can be implemented within 12 months of Council adoption and will directly impact the goals of reducing the footprint of the OPD, and reinvesting savings in alternatives to policing.

### Phase 2

Recommendation can be implemented within 24 months of Council adoption and will directly impact the goals of reducing the footprint of the OPD, reinvesting savings in alternatives to policing, and improving the operations of the OPD.

### Phase 3

Recommendation can be implemented within 24-36 months of Council adoption and may directly impact the goals of reducing the footprint of the OPD, reinvesting savings in alternatives to policing, and improving the operations of the OPD.

## Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
67	Build a restorative justice web of support	Increase programming to prevent system contact including restorative justice diversion and reentry supports.	10	2021-2024	\$560,000 - \$1.5 million	Phase I
68	Provide more comprehensive reentry support			2021	\$400,000 - \$800,000	
69/ 107	Expand restorative justice diversion for youth and young adults			2021-2023	\$750,000	
31/ 84	Transfer most of IAD to CPRA	Reorganize OPDs internal structure to include transferring most of IAD to the Community Police Review Agency.	10	2021	(\$1,000,000)	Phase I
41	Reorganizing OPD's Internal Structure			2021	n/a <sup>2</sup>	
144	Invest in Community Workers and Violence Interrupters	Prioritize funding violence prevention strategies that address gender-based violence, shootings, homicides, and youth services, and invest in formerly system involved Community Workers and Violence Interrupters.	10	2021-2024	\$150,000 - \$175,000/worker	Phase I
149	Prioritize funding violence prevention strategies that address gender-based violence, shootings and homicides (plus "youth services" per TF amendment on 3/17/21)			2021	\$20 million	
37	Institute Cross Functional Team to Approach Crisis Response	Transfer 911 call center out of OPD and invest in cross-functional teams and MACRO to address behavioral health issues	8	2021	n/a	Phase I
56	Create a citywide Behavioral Health Unit			2021-2024	\$1.5 - \$1.8 million	
57	Immediately make long-term investment in MACRO			2021-2024	\$3 million (2021) \$17 million (2022)	

<sup>1</sup> Annually unless otherwise indicated.

<sup>2</sup> n/a = not available or not applicable.

# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
					\$25 million (2023)	
58	Fund/create community hotlines and transfer 911 call center out of OPD			2021	\$1.25 million	
34	Coordinate City and County Services to Respond to Special Populations			2021	n/a	
102	Expand County-Provided Mental Health Services			2021	\$150,000	
150	The Oakland Reimagining Public Safety Task Force urges the elected and administrative leaders of Alameda County and the City of Oakland to immediately begin talks to implement delivery of behavioral and mental health services, including mobile crisis response, using County health funding streams, to all Oakland residents in need of such services, especially the unhoused. (amended on 3/17/21 to include the following language: "The Task Force urges City leaders to advocate to County leaders and budget managers that all available resources for behavioral health that can serve Oakland residents be utilized, and to establish agreements with County officials to reduce or eliminate the presence of law enforcement in mobile crisis response for mental and behavioral health calls.")	Create a robust response to mental health related calls for service supported by significant county investment.	8	n/a	n/a	Phase I
109	Create school-site based violence prevention and crisis intervention teams		7	2021-2022	\$2.36 million for 8 schools	Phase II



# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
44	Renegotiate OPOAs MOU in 2021 instead of 2024	Renegotiate OPOA's MOU in 2021 instead of 2024 and improve outcomes in the MOU.	7	2021	n/a	Phase I
51	The City Prioritizing the Renegotiation of the OPOA MOU			2021	n/a	
106	Improve Outcomes in the Next OPOA MOU			2021	n/a	
137	Accountability #1 (End Qualified Immunity)	Prevent and increase the ability to hold officers accountable for misconduct.	7	2021	n/a	Phase II
138	Accountability #2 (Train officers on the Manual of Rules)			2021	n/a	
139	Accountability #3 (Change the burden of proof when assessing complaints)			2021	n/a	
140	Accountability #4 (Review misconduct for lateral transfers)			2021	n/a	
142	Accountability #6 (Establish SLAs for completing misconduct investigations)			2022	n/a	
103/88	Increase Police Commission staff		7	2021	\$570,000	Phase II
36/97	Restructure Oakland Department of Public Safety	Establish a collaborative hub for public safety centered on a new Department of Public Safety.	6	2023-2025	\$80 million	Phase III
97	Establish a Department of Public Safety			2021-2024	n/a	
7	Achieve Compliance with the NSA	Achieve compliance with the NSA and adopt performance metrics for OPD and the Chief based on NSA tasks	6	2021	\$0	Phase II
100	Reach annual alignment on NSA tasks			2021-2022	\$0	
60	Create a civilian Community Ambassadors program to respond to nonviolent, non-mental health incidents	Create civilian teams to respond to nonviolent, non-mental health, incidents	6	2021-2022	\$2 million - \$3 million	Phase I
125	Civilian team to respond to calls where no threat or harm			2022-2023	(\$13 million - \$18 million)	

# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
72	Increase funding to gender-based violence response services	Increase funding for, and appropriately resource, gender-based violence response services.	4	2021	\$1.35 million	Phase I
73	Expand flexible funding for survivors of gender-based violence			2021	\$1 million	
74	Adequately fund gender-based violence prevention			2021-2024	\$2.5 million	
61	Dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach	Decriminalize homelessness and poverty; dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach	4	2021	(\$715,000 - \$900,000)	Phase I
64	Repeal laws criminalizing homelessness and poverty			2021	\$0	
114	Establish a Community Reparations Commission		4	2021	n/a	Phase III
65	Provide a public health response to addiction/substance abuse	Increase investments in substance abuse and mental health services	4	2021	n/a	Phase III
71	Expand and fund existing harm reduction services			2021	\$1.62 million	
110	Provide enhanced public and mental health access to underserved communities			2021	\$250,000	
8	Remedies for Misconduct	Prevent and increase accountability for officer misconduct.	4	2021-2022	\$0	Phase I
29	Look for Trends in Officers with Misconduct			n/a	n/a	
32	Update Manual of Rules & Discipline Matrix			2021	n/a	
105	Impose Discipline on OPD Managers/Supervisors for Discriminatory Policing			2021-2022	n/a	
143	Amend city charter on police discipline			2021-2024	\$0	

# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
59	Move most traffic enforcement to OakDOT		4	2021	n/a	Phase I
148	Establish Department of Children, Youth and Families		4	2024-2026	n/a	Phase III
52	Build on the Task Force's Guiding Principle #2	Cost analysis and transition planning of recommendations to re-organize, retain, or remove units from OPD should use the OPD Budget Explorer Tool, OPD Call Data Budget Analysis, and the Decision Support Matrix, all created by the OPD budget and data group.	3	2021	n/a	n/a
49	Streamlining and Making Public Multiple Forms of Data from OPD	OPD should improve data reliability and transparency.	3	2021	n/a	Phase II
54	Data Management			2021	\$65,000-\$90,000	
55	Data Transparency			2022	n/a	
47	Implementing a Second Phase of Reimagining Public Safety (amended on 3/17/21 to include the following language: "Facilitation of the second phase must be rooted in community practice, such as being trauma-informed to interrupt sexism and racism, so that the process does not perpetuate the harm we're seeking to undo.")	Implement a second phase of Reimagining Public Safety with facilitation rooted in community practice, such as being trauma-informed to interrupt sexism, and racism, so that the process does not perpetuate the harm we are seeking to undo.	3	2021	n/a	Phase I

# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
95	Establish Public Works Street Team/Custodial Stewards		3	2021-2022	\$5 million	Phase II
122	Increase Investment in OYAC & OPC-YLC		3	2021	\$532,000	Phase III
70	Invest more in programs, services, and spaces for young people		2	2021	n/a	Phase II
89	Cap OPD overtime		2	2021	n/a	Phase I
21	Changes to Recruiting and Hiring	Improve the hiring and promotions processes by implementing the recommendations of the Black Officers Association, improving capacity to screen out bad candidates, mandating diverse hiring panels, and requiring a community recommendation for all OPD recruits	2	2021	n/a	Phase III
22	Update OPD Promotion Process			2021	\$0	
93	Mandate a diverse OPD hiring panel			2021	n/a	
94	Mandate community recommendation for OPD recruits			2021	\$0	
145	Eliminate County Court and Jail Fees and Provide Stipend for Re-entry	Establish County court and jail fees and provide re-entry stipends	1	2021	n/a	Phase II
83	Increase access to affordable and nutritious food	Increase access to affordable and nutritious food.	1	2021	n/a	Phase III

# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
147	Address Food Insecurity			2021	\$9.31 million	
99	Implement racial profiling ordinance to deter false calls for service		1	2021	n/a	Phase II
50	Reallocate and Reinvest Funds from the OPD Budget into Other Areas that Increase Public Safety		1	2021	n/a	Phase I
53	Adopt "Verified Response" Standard for Dispatch of Patrol Officers to Burglary Alarms		1	2021	(\$910,000 - \$1.39 million)	Phase I
104	Improve the Police Commission Selection Panel process		1	2021	n/a	Phase II
91	Engage community to amend Measure Z		1	2021-2022	n/a	Phase I
98	Establish NCPC Community Safety Stewardship Program		1	2021-2022	\$6 million – \$10 million	Phase III
38	Eliminate the BearCat Armored Vehicle ASAP	Demilitarize the OPD.	1	2021	n/a	Phase I
43	Demilitarize Police Department			2021	\$0	
152	Eliminate the OPD mounted horses unit			n/a	n/a	



# Table 1. Tier One Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title as Applicable	Task Force Prioritization Poll Votes	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
80	Create a Workforce Equity Fund		1	2021	n/a	Phase III
111	Create a civilian Department of Cannabis	Create a civilian Department of Cannabis and investment in equitable development of the cannabis industry.	1	2021	\$1.6 million	Phase III
112	Invest in equitable development of cannabis industry			2021	n/a	
113	Lower the cannabis business tax			2021	n/a	
151	Any new civilian jobs or positions created from the Oakland RPSTF should continue to be valued as they shift to BIPOC workers in communities which have been disproportionately impacted by policing and violence. These jobs must be funded and paid as valued work that creates a skilled, diverse, and experienced workforce that can serve their communities long term and live in Oakland. The starting salary should be no less than \$70K per year plus full benefits. All jobs must avoid creating unnecessary barriers to employment.		1	n/a	n/a	n/a

## Table 2. Recommendations With No Priority Votes

Rec #	Original Recommendation Title	Revised/Joint Title if Applicable	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
1	Create an Oakland Specific Crowd Control Ordinance	Transfer special event duties out of OPD and create an Oakland specific Crowd Control Ordinance	2021	\$0	Phase I
86	Transfer special event duties out of OPD		2021-2023	\$0	
24	Train Officers on the History, Engagement of Black and Brown Communities in Oakland, as well as unique Community Sensitivities and Engagement with Youth		n/a <sup>2</sup>	n/a	Phase III
40	Increase Community Engagement	Increase community engagement through mandatory community involvement hours and community sensitivity training	2021	n/a	Phase III
46	Investment in Early Literacy (3rd grade and Below)	Invest in early literacy services and supports <sup>1</sup> , focused on 3 <sup>rd</sup> grade and below	2021	n/a	Phase III
66	Stop enforcement of laws that criminalize sex trade between consenting adults		2021	\$6,000	Phase I
76	Pay unhoused community members to guide solutions to housing crisis	Crease immediate housing solutions for the unhoused by paying unhoused	2021	n/a	Phase II

<sup>1</sup> Annually unless otherwise indicated.

<sup>2</sup> n/a = not available or not applicable.

## Table 2. Recommendations With No Priority Votes

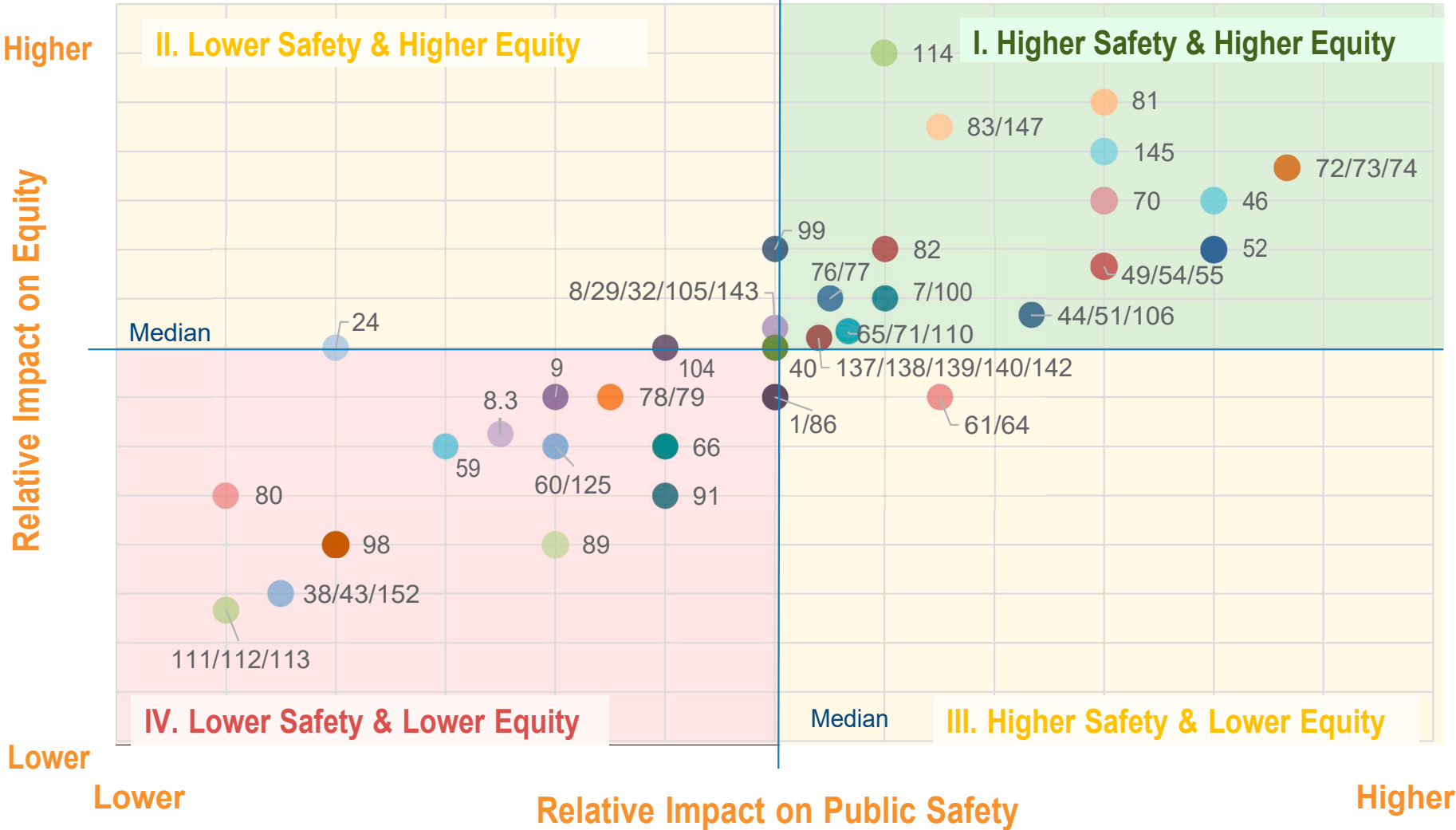
Rec #	Original Recommendation Title	Revised/Joint Title if Applicable	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co-Facilitators' Recommended Phase
77	Create immediate housing solutions	community members to generate solutions to the housing crisis.	2021	\$100 million	
78	Revitalize commercial corridors	Revitalize commercial corridors and transform unused vacant lots.	2021	\$300,000	Phase III
79	Transform unused vacant lots		2021	\$200,000	
81	Make all Oakland Community Colleges free for local residents		n/a	n/a	Phase III
82	Launch a basic income program		n/a	n/a	Phase II

## Co-Chair Taylor's Prioritization Approach

Councilmember Taylor provided an additional filter for the prioritization effort, overlaying Task Force poll results with previously developed Safety and Equity metrics. Task Force members had rated each recommendation with respect to its impact on Safety and Equity during an earlier iteration of the recommendation vetting process. The scale for each was Low, Medium, High. Using the Tier One Recommendations as a starting point, Councilmember Taylor's methodology accounts for these Safety and Equity rankings in identifying priority recommendations as reflected in the table on the following page. Immediately following are listings of individual recommendation's Safety and Equity scores.



# RPSTF Recommendation By Impact on Safety and Equity



Recommendation #	I. Higher Safety & Higher Equity Recommendations	Avg Safety	Avg Equity
7/100	Achieve Compliance with the NSA and Reach annual alignment on NSA tasks	9	11
8/29/32/105/	Remedies for Misconduct; Look for Trends in Officers with Misconduct; Update Manual of	8	
143	Rules & Discipline Matrix; Impose Discipline on OPD Managers/Supervisors for Discriminatory Policing; Amend city charter on police discipline		
36/97	Restructure Oakland Department of Public Safety & Establish a Department of Public Safety	12	12
40	Increase Community Engagement	8	10
44/51/106	Renegotiate OPOAs MOU in 2021 instead of 2024; The City Prioritizing the Renegotiation of the OPOA MOU; Improve Outcomes in the Next OPOA MOU	10.3	10.7
46	Investment in Early Literacy (3rd grade and Below)	12	13
49/54/55	Streamlining and Making Public Multiple Forms of Data from OPD; Data Management; Data Transparency	11	11.7
52	Build on the Task Force's Guiding Principle #2	12	12
65/71/110	Provide a public health response to addiction/substance abuse; Expand and fund existing harm reduction services; Provide enhanced public and mental health access to underserved Communities	8.7	10.3
67/68/69/107	Build a restorative justice web of support; Provide more comprehensive reentry support; Expand restorative justice diversion for youth and young adults	10.7	12
70	Invest more in programs, services, and spaces for young people	11	13
72/73/74	Increase funding to gender-based violence response services; Expand flexible funding for survivors of gender-based violence; Adequately fund gender-based violence prevention	12.7	13.7

Recommendation #	I. Higher Safety & Higher Equity Recommendations	Avg Safety	Avg Equity
76/77	Pay unhoused community members to guide solutions to housing crisis & Create immediate housing solutions	8.5	11
81	Make all Oakland Community Colleges free for local residents	11	15
82	Launch a basic income program	9	12
83/147	Increase access to affordable and nutritious food & Address Food Insecurity	9.5	14.5
99	Implement racial profiling ordinance to deter false calls for service	8	12
103/88	Increase Police Commission staff	8	10
109	Create school-site based violence prevention and crisis intervention teams	13	12
114	Establish a Community Reparations Commission	9	16
137/138/139/ 140/142	Accountability #1 (Qualified Immunity); Accountability #2 (Train officers on MOR); Accountability #3 (Change the burden of proof); Accountability #4 (Review misconduct for lateral transfers); Accountability #6 (SLAs for completing misconduct investigations)		
145	Eliminate County Court and Jail Fees and Provide Stipend for Re-entry	11	14

Recommendation #	III. Higher Safety & Higher Equity Recommendations	Avg Safety	Avg Equity
61/64	Dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach & Repeal laws criminalizing homelessness and poverty	9.5	9

Recommendation #	IV. Higher Safety & Higher Equity Recommendations	Avg Safety	Avg Equity
47	Implementing a Second Phase of Reimagining Public Safety (amended on 3/17/21 to include the following language: “Facilitation of the second phase must be rooted in community practice, such as being trauma-informed to interrupt sexism and racism, so that the process does not perpetuate the harm we’re seeking to undo.”)	7	8
50	Reallocate and Reinvest Funds from the OPD Budget into Other Areas that Increase Public Safety	8	9
53	Adopt “Verified Response” Standard for Dispatch of Patrol Officers to Burglary Alarms.	8	9
59	Move most traffic enforcement to OakDOT		
60/125	Create a civilian Community Ambassadors program to respond to nonviolent, non-mental health incidents & Civilian team to respond to calls where no threat or harm	6	8
66	Stop enforcement of laws that criminalize sex trade between consenting adults	7	8
78/79	Revitalize commercial corridors and Transform unused vacant lots	6.5	9
80	Create a Workforce Equity Fund	3	7
89	Cap OPD overtime	6	6
91	Engage community to amend Measure Z	7	7
95	Establish Public Works Street Team/Custodial Stewards	6	9

Recommendation #	IV. Higher Safety & Higher Equity Recommendations	Avg Safety	Avg Equity
98	Establish NCPC Community Safety Stewardship Program	4	6
104	Improve the Police Commission Selection Panel process	7	10
111/112/113	Create a civilian Department of Cannabis; Invest in equitable development of cannabis industry; Lower the cannabis business tax	3	4.7
122	Increase Investment in OYAC & OPC-YLC	4	6

Recommendation #	Unscored Recommendations	Avg Safety	Avg Equity
144/149	Invest in Community Workers and Violence Interrupters & Prioritize funding violence prevention strategies that address gender-based violence, shootings and homicides (plus “youth services” per TF amendment on 3/17/21)	Not Scored	Not Scored
148	Establish Department of Children, Youth and Families	Not Scored	Not Scored
151	Any new civilian jobs or positions created from the Oakland RPSTF should continue to be valued as they shift to BIPOC workers in communities which have been disproportionately impacted by policing and violence. These jobs must be funded and paid as valued work that creates a skilled, diverse, and experienced workforce that can serve their communities long term and live in Oakland. The starting salary should be no less than \$70K per year plus full benefits. All jobs must avoid creating unnecessary barriers to employment.	Not Scored	Not Scored

# NEXT STEPS

Phase I recommendations can be viewed as foundational to implementation of all others: in large part, Phase I recommendations advance the immediate goal of decreasing the scope of OPD, thereby freeing up resources for investment in alternatives to policing. The ability to implement Phase I recommendations at scale is dependent on renegotiation of the OPOA MOU in 2021, and modification of the minimum staffing requirements of Measure Z.<sup>1</sup> Although the latter cannot be addressed this year, renegotiation of the MOU alone should afford the City with sufficient capacity to reallocate responsibility for the services identified in Phase I recommendations from the OPD to other governmental and community-based organizations.

While the vast majority of Phase I recommendations advance reduce and reinvest priorities, some do not. The recommended establishment of a phase two RPSTF, for example, does not tie directly to this goal but instead speaks to the need for forward momentum and continued public accountability. Similarly, the Phase I recommendation regarding increasing police accountability addresses the immediate and urgent need to signal to the community and members of the OPD that, even amidst the consideration of significant organizational change, there will be a doubling down on the commitment to officer accountability, ground zero for public trust and confidence in the Department.

As recommended by the Task Force in Recommendation #47, the City of Oakland should initiate a next phase to the Reimagining Public Safety process to build upon the work done by the RPSTF and to ensure meaningful implementation of key recommendations. The Council could create a Reimagining Public Safety Implementation Committee (RPSIC), with a specific charge of implementing the 17 recommendations that received a priority vote by the Task Force during the prioritization polling process and were identified as Phase I recommendations by the Task Force co-facilitators. These recommendations could be immediately forwarded to the City Administrator's Office for implementation planning purposes pending the creation of the RPSIC.

---

<sup>1</sup> A memo authored by the ACLU of Northern California and submitted to the RPSTF, among others, outlining concrete options for the City to pursue to achieve an OPD GPF budget reduction of 50% even in light of the constraints of Measure Z is provided as [Appendix I](#)

# APPENDICES

- APPENDIX A** Glossary of Terms
- APPENDIX B** Reimagining Public Safety Task Force Enabling Legislation
- APPENDIX C** Task Force Member Individual Responses to Framework Questions
- APPENDIX D** Advisory Board Rosters and Budget, Data and Analysis Advisory Board Reports
- APPENDIX E** Advisory Board Descriptions and Budget, Data and Analysis Advisory Board Reports
- APPENDIX F** OPD History
- APPENDIX G** Full List Of Recommendations and Recommendation Development Template
- APPENDIX H** 88 Recommendations: Vote Tally and Descriptions
- APPENDIX I** Memo To Oakland on Pathways to Reimagine Public Safety

# APPENDIX A

## Glossary of Terms



## GLOSSARY OF TERMS:

<b>BearCat:</b>	Oakland Police Department's military grade armored personnel carrier
<b>BIPOC:</b>	Black, Indigenous, People of Color
<b>BPP:</b>	Black Panther Party
<b>CPRA:</b>	Community Police Review Agency
<b>GPF:</b>	General Purpose Fund
<b>IAD:</b>	Internal Affairs Division
<b>MACRO:</b>	Mobile Assistance Community Responders of Oakland
<b>MOR:</b>	Manual of Rules
<b>NCPC:</b>	National Crime Prevention Council
<b>NSA:</b>	Negotiated Settlement Agreement
<b>OakDOT:</b>	Oakland Department of Transportation
<b>OPC-YLC:</b>	Oakland Police Community Youth Leadership Council
<b>OPD:</b>	Oakland Police Department
<b>OPOA:</b>	Oakland Police Officers Association
<b>OYAC:</b>	Oakland Youth Advisory Council
<b>RPSIC:</b>	Reimagining Public Safety Implementation Committee
<b>RPSTF:</b>	Reimagining Public Safety Task Force
<b>SLA:</b>	Service Level Agreement

# APPENDIX B

## Reimagining Public Safety Task Force Enabling Legislation



CITY OF OAKLAND

# MEMORANDUM

**Date:** July 16, 2020

**To:** City Council and Members of the Public

**From:** Councilmember Nikki Fortunato Bas, District 2  
Councilmember Loren Taylor, District 6

**Re:** **Resolution in Support of the Reimagining Public Safety Task Force**

Dear Colleagues on the City Council and Members of the Public,

We, on the Council have heard your message; our residents and community leaders stated unequivocally that the time has come for change and we are committed to working together to answer the call to create a shared vision for rapidly reimagining and reconstructing the public safety system in Oakland. We were nominated by our City Council colleagues to lead the effort as co-chairs of the Reimagining Public Safety Task Force to unify the City Council and we are committed to an open, transparent, and thorough process, co-led with the community. The City Council passed its policy directive to work towards the goal of increasing community safety through alternative responses to calls for assistance and a 50% reduction in the OPD General Purpose Fund (GFP) budget allocation.

We are presenting a Resolution that provides an initial structure for the Reimagining Public Safety Task Force and we look forward to Council and community input. The introduction of this Resolution at the July 21, 2020 City Council meeting is an opportunity for discussion and the goal would be final adoption of the Resolution at the July 28, 2020 Council meeting so that we can begin working in earnest during the August City Council recess period. The City Administrator and co-chairs will develop a more thorough scope of work document for the facilitator based on further guidance and other community feedback.

In order to assure the public that the Task Force will move forward with speed and diligence we are suggesting the following project milestones:

- **September 29, 2020:** Introduction of the Task Force to the Community Policing Advisory Board (CPAB), the Public Safety Services Oversight Commission (SSOC) and the Police Commission
- **December 31, 2020:** Draft Task Force Recommendations Presented to the City Council
- **March 31, 2021:** Final Task Force Recommendations Presented to City Council
- **June 30, 2021:** Final Day for City Council Budget Adoption

Item No.: \_\_\_\_\_  
City Council Meeting  
July 21, 2020



The Reimagining Public Safety Task Force will include a robust community engagement plan that will consist of advisory groups, town halls, public forums, surveys etc. We urge the Task Force to follow the best practices for community engagement from the Department of Race and Equity. (Attached thereto as Appendix 1)

For questions regarding this memorandum, please contact Pamela Ferran, Chief of Staff, Office of Councilmember Loren Taylor, at [pferran@oaklandca.gov](mailto:pferran@oaklandca.gov) or Miya Saika Chen, Chief of Staff, Office of Councilmember Nikki Fortunato Bas, at [mchen@oaklandca.gov](mailto:mchen@oaklandca.gov).

Sincerely,

A handwritten signature in black ink that reads "Nikki Fortunato Bas".

---

Nikki Fortunato Bas,  
Councilmember, District 2

A handwritten signature in blue ink that reads "Loren Taylor".

---

Loren Taylor  
Councilmember, District 6

Item No.: \_\_\_\_\_  
City Council Meeting  
July 21, 2020

# MISSING EXECUTED LEGISLATION FORM

Resolution / Ordinance Number: 88269

City Council Meeting Date JUL 28 2020

Agenda Item No. # 11

Recorded Vote 8 Ayes

**Status of Resolution/Ordinance:**

- |   |  |
|---|--|
| <input checked="" type="checkbox"/> Filed without signature | <input type="checkbox"/> No signed version will be filed |
| <input type="checkbox"/> Council amended legislation        | <input type="checkbox"/> No signed version will be filed |

**Author Contact Information:**

Department Councilmember Taylor

Contact Person/Ext. Pam F. ext 6712

Notes (if any)

---

---

---

---

---

---

---

---

Revised: 9/18/2018

Approved as to Form and Legality

\_\_\_\_\_  
City Attorney's Office**OAKLAND CITY COUNCIL****RESOLUTION NO. \_\_\_\_\_ C.M.S.****INTRODUCED BY COUNCILMEMBERS LOREN TAYLOR AND NIKKI  
FORTUNATO BAS**


---

**RESOLUTION (1) CREATING THE RE-IMAGINING PUBLIC SAFETY TASK FORCE TO CREATE A PLAN TO DRAMATICALLY SHIFT RESOURCES FROM ENFORCEMENT AND PUNISHMENT TO PREVENTION AND WELLNESS FOR INTEGRATION IN THE FISCAL YEAR (FY) 2021-23 BUDGET USING A ROBUST ENGAGEMENT PROCESS WITH COMMUNITY STAKEHOLDERS ROOTED IN TRANSPARENCY AND ACCOUNTABILITY INCLUDING THOSE WHO HAVE NOT BEEN INCLUDED IN THE CONVERSATION, AND (2) WAIVING THE ADVERTISING AND REQUEST FOR QUALIFICATIONS/PROPOSALS (RFQ/RFP) PROCESS FOR A CONTRACT WITH A CONSULTANT FACILITATOR IN AN AMOUNT NOT TO EXCEED \$100,000, AND (3) AUTHORIZING THE CITY ADMINISTRATOR TO ACCEPT AND APPROPRIATE FUTURE MONETARY OR IN-KIND GRANTS, DONATIONS OR CONTRIBUTIONS FROM FEDERAL, STATE, COUNTY, LOCAL OR OTHER ENTITIES FOR THE TASK FORCE TO CARRY OUT ITS DESIGNATED MISSION**

**WHEREAS**, The City Council seeks to transform public safety by reducing the Oakland Police Department General Purpose Fund (GPF) budget by 50%; and

**WHEREAS**, The City Council intends to significantly increase the proportion of the total GPF budget for departments providing community programs and services to address the root causes of violence and crime, including: Housing & Community Development; Human Services; Economic & Workforce Development; Parks, Recreation & Youth Development; Race & Equity; Violence Prevention; Workplace & Employment Standards; Library; and Fire; and

**WHEREAS**, The City Council intends to engage the expertise and support of existing public safety groups that embody the wisdom of Oakland neighborhoods including the Community Policing Advisory Board, the Public Safety Services Oversight

Commission and the Police Commission who have experience in criminal justice, public health, social services, research and evaluation, finance, audits, and/or public policy, and who are already working to strengthen the relationships between the community and the police department and identify solutions that don't involve armed police response; and

**WHEREAS**, This effort will require a robust engagement process led by a consultant/facilitator with community stakeholders rooted in transparency and accountability including those who have previously not been included in the conversation such as: youth, formerly incarcerated individuals, victims of violent crime and their family members, the immigrant community and other historically underrepresented populations; and

**WHEREAS**, To address the root causes of violent and serious crime, Oakland residents acknowledge the need for expanded and readily accessible mental and physical health services; education; youth programs; safe, affordable and stable housing; and high quality job opportunities; and

**WHEREAS**, To address the non-violent and quality-of-life 911 calls that do not require an armed police response, Oakland residents need trained, trauma-informed crisis responders and mediators who are trusted by the community; and

**WHEREAS**, The Oakland Police Department has been under a Negotiated Settlement Agreement since January 22, 2003 that requires police reforms in several areas, including internal affairs, supervision of officers, police use of force, training, personnel practices, and community policing; and

**WHEREAS**, The Oakland City Council seeks to improve community safety and equity by identifying additional measurable outcomes and timelines, such as: continued reduction in racial disparities in stop data; reduction in use of force incidents; reduction in use of force lawsuits and settlement payouts; improvement in 911 response times for violent crimes; increased civilianization of current sworn officer positions; improvements in crime data trends; and

**WHEREAS**, The Oakland City Council recognizes that achieving equitable public safety will rely on effective partnerships with community organizations to respond to non-violent calls for service and to provide ongoing community-led safety programs; and increased community participation in violence prevention programs, including Ceasefire and Oakland Unite grantee programs; and

**WHEREAS**, Oakland Municipal Code (OMC) Title 2, Chapter 2, Article I, Section 2.04.051.A requires the City to conduct a competitive Request for Proposal/Qualifications (RFP/Q) selection process for the procurement of professional services, and OMC Title 2, Chapter 2, Article I, Section 2.04.050 requires the City to conduct advertising and competitive bidding when it purchases services, supplies or a combination thereof that exceeds \$50,000.00; and

**WHEREAS**, OMC Section 2.04.051.B and 2.04.0501. 5 permit the Council to waive the RFP/Q and advertising and bidding requirements upon a finding and determination that it is in the best interests of the City to do so; and

**WHEREAS**, Staff recommends that the City Council, based upon the significant need to initiate a robust community engagement process as soon as possible, and pursuant to OMC Section 2.04.051.B and 2.04.0501.5, waive the RFP/Q and advertising and bidding requirements and authorize the City Administrator to enter into the proposed contract(s) with a community engagement consultant/facilitator to be identified and selected; now, therefore, be it

**RESOLVED:** The City Council hereby creates the Reimagining Public Safety Task Force to rapidly reimagine and reconstruct the public safety system in Oakland by developing a recommendation for Council consideration to increase community safety through alternative responses to calls for assistance, and investments in programs that address the root causes of violence and crime (such as health services, housing, jobs, etc), with a goal of a 50% reduction in the OPD General Purpose Fund (GFP) budget allocation. ~~develop a proposal for dramatically shifting resources from enforcement and punishment to prevention and wellness for integration in the FY 2021-23 Budget, that will be informed by robust community engagement and include a system to track and measure key indicators; and be it~~

**FURTHER RESOLVED:** That the City Council hereby states that it shall be the duty and function of the Reimagining Public Safety Task Force to, after thorough analysis and extensive community and stakeholder engagement, deliver for Council adoption a comprehensive recommendation to reduce the OPD budget that achieves the City's goals for reduction of race and equity disparities, alternative health and safety responses, and more efficient community centered public safety responses; and be it

**FURTHER RESOLVED:** That the City Council designates Councilmembers Loren Taylor and Nikki Fortunato Bas as Co-Chairs of the Task Force and that members of the Reimagining Public Safety Task Force shall be active members of the Oakland Community who are committed to the goals and success of the Taskforce and shall include:

- Representation from Impacted Communities, e.g.,
  - Formerly incarcerated individuals
  - Victims of violent crime and their family members
  - Immigrant community
  - From Community Impacted by police violence
  - Historically underrepresented populations
- Health/ Public Health Expertise
- City of Oakland labor/union representation
- Law Enforcement Operation/Budget Knowledge

With one nominee from each councilmember and the Mayor, one nominee from (a) the



Community Policing Advisory Board, (b) the Public Safety Services Oversight Commission, (c) the Police Commission, (d) the Budget Advisory Commission; and two nominees from the Oakland Youth Advisory Commission; and two nominees from the City Council designated co-chairs.

**FURTHER RESOLVED:** That the Council Co-chairs will work with the City Administrator to create a scope of work and define the characteristics of an ideal community engagement consultant/facilitator to drive the engagement process; and be it

**FURTHER RESOLVED:** That based upon the significant need to initiate a robust community engagement process as soon as possible and pursuant to OMC Sections and 2.04.0501. 5 and 2.04.051.A, the City Council hereby finds and determines that it is in the best interests of the City to waive the advertising, competitive request for proposal/qualifications (RFP/Q) requirements, for a contract with a community engagement consultant/facilitator and other contracts necessary to assist the Task Force to carry out its mission to develop recommendations for strategies, programs and/or other actions for adoption by the Council, provided such contracts are of a professional, scientific or technical and temporary nature; and be it

**FURTHER RESOLVED:** That the City Council authorizes the City Administrator, after consultation with the Council Co-chairs, to select and award a contract with the consultant/facilitator for the above purposes in the amount not to exceed one hundred thousand dollars (\$100,000), without returning to Council, provided that (1) the City Administrator determines, in accordance with Section 902(e) of the Oakland Charter that the contract shall not result in the loss of employment or salary of an employee member of the civil service system, and (2) the City Administrator complies with all funding requirements of the public or private funding source; and be it

**FURTHER RESOLVED:** That the Council Co-chairs and City Administrator team will work with the consultant/facilitator to develop a comprehensive community engagement process that includes meaningful engagement of impacted communities and organizations that represent them, the broader Oakland community, law enforcement, City staff, and City policy makers; and be it

**FURTHER RESOLVED:** That this will include identifying community stakeholders, defining the goals of the engagement process, identifying communications strategies/tools to support effective engagement, and establishing a timeline and key milestones including identifying and developing a core task force by September, 2020, announcing the task force at the September 29, 2020 joint meeting of the Public Safety Services Oversight Commission, the Police Commission, Community Policing Advisory Board and City Council, and developing a draft recommendation by the end of 2020 to align the process with the development of the FY 2021-23 Budget; and be it

**FURTHER RESOLVED:** That the process will be required to have multiple

opportunities for public engagement through various channels that reach the impacted and underrepresented communities mentioned above and value and lift up the lived experience of the community; and be it

**FURTHER RESOLVED:** That in support of this work, the City Administrator will identify staff to aggregate and conduct data analysis related to 911 calls and assignments; police overtime; resources and staffing levels of the Police Commission, CPRA and OPD (sworn and non-sworn); the budget as it relates to OPD and non-law enforcement approaches to public safety; and potential organizational changes; and be it

**FURTHER RESOLVED:** That the City Administrator will also identify staff to provide and make available information and data that includes the analysis and key documentation around the Negotiated Settlement Agreement, Measure Z, Equity Indicators, budget and staffing information; and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to accept and appropriate future unknown monetary or in-kind grants, donations or contributions from federal, state, county, local or other entities for the Reimagining Public Safety Task Force to develop strategies and for implementation of the strategies, programs and other actions recommended by the Task Force, and be it

**FURTHER RESOLVED:** That the City Administrator is hereby authorized to execute any amendments or modifications to any agreements authorized hereunder, including increases in contract amounts up to \$100,000, plus the value of any grants, donations, or contributions from other entities for any and all contracts without returning to Council.

IN COUNCIL, OAKLAND, CALIFORNIA,

PASSED BY THE FOLLOWING VOTE:

AYES - FORTUNATO BAS, GALLO, GIBSON MCELHANEY, KALB, REID, TAYLOR, THAO AND  
PRESIDENT KAPLAN

NOES -

ABSENT -

ABSTENTION -

ATTEST: \_\_\_\_\_

Asha Reed  
Interim City Clerk and  
Clerk of the Council of the  
City of Oakland, California

# APPENDIX C

## Task Force Member Individual Responses to Framework Questions

# OAKLAND REIMAGINING PUBLIC SAFETY TASK FORCE

## Task Force Responses to Framework Question 1:

### What activities/function should the OPD no longer do or do less of?

- OPD should no longer respond to Calls for Service involving mental health and suicide issues unless there is the threat of violence and/or a dangerous weapon involved.
- Officers should not respond to non-criminal calls involving homelessness and encampments.
- Welfare checks should no longer be conducted by police officers.
- Officers should no longer respond to noise complaint calls.
- Officers should no longer respond to calls related to animals.
- OPD should no longer conduct ambulance accompaniment when there is no on-going violence reported.
- Officers should not respond to automobiles blocking driveways, abandoned autos, etc.
- Auto accidents do not need a sworn officer to take the report.
- Traffic control should be handled by non-sworn staff or alternative response.
- OPD should no longer engage in event management, concerts, and directing traffic for events.
- OPD should not respond to low level issues like theft of utilities, vandalism and substance abuse.
- OPD should no longer engage in parole and probation searches.
- Unless there is a report of a dangerous weapon, there should be non-police response to incidents of domestic disturbance.
- Police resources should no longer go to forcible evictions.
- No longer use the community resource officers for projects/investigations of his/her community or beat.
- No longer host Gun Buy-back events.
- Stop responding to Level 2 calls, don't need sworn officers responding two hours after an incident is over.
- OPD should stop using military equipment and look into giving back any such equipment it has acquired.
- Move the 911 Call Center out of OPD and combine with the Fire Department dispatch center. Provide training to dispatchers to send calls to new, non-law enforcement alternative responses.

### What should OPD specifically continue to do/ where are officers' time best spent?

- OPD should focus on investigations and gun violence.

- Increase/Improve investigations: rape kits that haven't been addressed/cold cases.
- More training and resources for homicide investigations.
- Increase investigations into missing persons, especially of Black people which appears to receive less response.
- Police should focus on sexual violence and providing trauma informed care.
- Officers should walk neighborhoods and establish relationships with the community.
- Community policing should be way OPD does business not held as separate unit
- Build relationships with young people. Perception of police starts at a very young age. Need trauma informed care for youth who come in contact with LE.
- OPD Should continue to respond to serious and violence crime, including home invasions, gun violence (continue Ceasefire), domestic violence, etc.
- Short term goal: violence prevention; long term goal: poverty eradication
- Fully resource the violence prevention efforts in the community. Balance the fundingscales. Having violence interrupters become career technical education certified.
- Invest in DV prevention. Oakland has only one DV shelter (will move this recommendation to Question 3 responses)
- Create a Community Emergency Response Network – trained community members or staff of Community Based Organizations – who are dispatched to respond to non- criminal and low-level Calls for Response.
- Integrated 24-Hour Mobile Crisis Intervention Unit to respond to 5150 and other mental health, addiction, and wellness crises.
- Explore efficacy and feasibility of integrating clinical social workers, violence interrupters, and EMT personnel.
- On-Demand availability of culturally-responsive, trauma-informed community-based addiction and mental disorder treatment services, including self-help, drop-in centers, day treatment, and residential treatment.

## Oakland Reimagining Public Safety Task Force Responses to Framework Question 2:

### What community-based services or other government agency programs should be implemented specifically to replace or be an alternative to the reduced or eliminated police services?

- Have citizen brigades, bike and car clubs to respond to calls to make sure citizens are safe.
- People from the community and who live in the community should be trained and compensated to keep the peace. Build the capacity of the people to address their own challenges.
- Train dispatchers to better dispatch and identify calls to deploy non-police resources appropriately to calls for service.
- On-Demand availability of housing placement and navigation support for unhoused individuals and families.
- Neighborhood Ambassador Unit to deploy trusted messengers and navigators in parks and commercial corridors to impact street culture.
- Civilianize Traffic Safety/Traffic Enforcement functions under the Department of Transportation (eliminate Traffic Division)
- Major expansion of culturally-responsive, trauma-informed community-based interventions related to partner violence, sex trafficking, and gun violence.
- Illegally Parked Vehicles: Move the responsibility of illegally parked and abandoned car towing to another department.

## What community-based services or other government agency programs should be implemented specifically to replace or be an alternative to the reduced or eliminated police services?

Before given my specific thoughts on this topic, I wanted to suggest some basic principles that I believe should drive these decisions:

- **Prioritize community-led solutions** - meaning solutions developed by community members from the areas impacted and staffed by community members from those impacted areas
- **Fund to the scale of the problem** – meaning do not set up CBOs and City Departments with impossible tasks without the funding necessary to achieve those tasks. When programs are not funded to the scale of the problem, it is usually the most vulnerable communities with the greatest need that are left behind and the highest-impacted areas that draw the short end of the stick terms of service. Funding initial response to a DV call if there is no DV shelter space or mental health or legal support available, for example, is cruel.
- **Lift up practice-based evidence, not just evidence-based practice** – meaning that lots of programs that work haven't been rigorously studied and published about but that doesn't mean they don't work. Pay attention to programs.
- **Support professionalization of violence prevention and intervention workers** – meaning that people should be trained, supported and paid commensurate with the value of their work. Ideally, the City should support pathways for our native community healers to become paid professionals upholding standards of excellence and accountability that we expect from other City employees.
- **Use the least enforcement necessary** – meaning that solutions should use the least oppressive tools necessary to achieve the goal. Officers without weapons instead of with weapons where possible, non-sworn employees instead of officers where possible, fines instead of arrests where possible, no fines at all where possible. This is part of decriminalizing poverty and mental illness.

Current police function	Replaced by (or augmented with, as police reduced)
911 Dispatch	Move dispatch to CAO, combined with 311 that recently moved there from Public Works. Could work in coordination with NSC program that moved over from OPD. Goal is to holistically address calls for service with City services other than just police.
Response to homeless encampments and other (unless call IDs that weapons are present)	Something like MACRO, could be City or CBO employees. But they need resources to offer, including shelter, transitional and permanent housing placements. I agree with what David K shared “On-Demand availability of housing placement and navigation support for unhoused individuals and families.”
Response to wellness check requests and substance use and mental health calls (unless call IDs that weapons are present)	Team of mental health first responders trained in social work, including some licensed social workers. Could be city or CBO employees. But they need resources to direct response to. David K shared with what he suggested which I agree totally with: “Integrated 24-Hour Mobile Crisis Intervention Unit to respond to 5150 and other mental health, addiction, and wellness crises. Explore efficacy and feasibility of integrating clinical social workers, violence interrupters, and EMT personnel. On- Demand availability of culturally-responsive, trauma- informed community-based addiction and mental disorder treatment services, including self-help, drop-in centers, day treatment, and residential treatment.”
DV calls for service	24-7 domestic violence crisis response line (not yet funded anywhere to scale). They also need more resources to offer, including shelter and transitional housing.
DV and SA investigation (Family Violence and Special Victims Units)	Investigators trained in social work as well as the law who know how to communicate with and support victims effectively.
Response to noise complaints, firecrackers, utility theft, other disturbances	Deputize Fire Dept to respond with the ability to fine. In some places, the Fire Department can place a fine right onto the utility bill of the home or apartment in question.
Car accident response and taking reports, traffic violations, traffic management, traffic enforcement abandoned vehicle and illegal parking (incl. blocked driveway) complaints, taking stolen vehicle reports. We should look at eliminating/replacing the OPD traffic division altogether.	Move to Department of Transportation, who have leverage to issue tickets. Also, ideally, the City would have its own towing and storage instead of hiring a private company, since such companies have perverse incentives to charge high fees and retain vehicles without regard to the owner’s circumstances or means.
Responding to property crimes that are no longer in progress	Should be a non-sworn staff response to take initial report and pass on to investigators – could be coordinated through the dispatch unit that will be housed at OPD, and these responders don’t have to be OPD employee either.

Disturbances (except those with weapons present)	Send out a team of conflict mediators. This should include Violence Interrupters but other types of mediation for family disturbances, landlord-tenant, etc. I think the Center for Family Counseling had a program for things like that.
Shooting and homicide response	Teams like Youth ALIVE!'s homicide and shooting response teams to respond 24-7, support victims, deescalate tensions, address retaliation risks.
Medical emergencies (no crime in progress or police issue ID'ed)	End all EMS/Ambulance accompaniment to "clear the way" for ambulances. If EMS demands that law enforcement clear the way for a non-violent incident (why does this happen? Is it correlated to the neighborhood where they are responding?), it should probably be the County's (aka Sheriff's) responsibility not OPD's.
Internal Affairs	Could some of the functions of IA – taking complaints, conducting investigation, be done by an outside body or at least by non-sworn folks? Give the cost of an officer, even having attorneys replace some sworn positions could probably be a cost savings. Some small police departments rely on the State to do IA investigations.
OPD Juvenile Services	Use funds from elimination to support outreach, case management and mental health services for chronically truant youth (current gap in services since probation youth are well served)
DV/ Special Victims/ Sexual Exploitation Units	I believe these units largely have investigatory functions that I would civilianize and eliminate other functions to invest in what David K calls "Major expansion of culturally-responsive, trauma-informed community-based interventions related to partner violence, sex trafficking, and gun violence."
CROs (Community Resource Officers)	We really need to rethink this strategy as well as the NSC/ NCPC strategy that is being moved into the CAO. Oakland and Chicago are the only 2 cities in the country that I know of where neighborhood services are organized by police beat instead of, you know, neighborhood. To the extent that neighborhoods need someone representing the City to participate in Crime Prevention Councils (which should probably be renamed something like Neighborhood Life Councils), it should be someone from CAO or Public Works. I like David K's suggestion of a "Neighborhood Ambassador Unit to deploy trusted messengers and navigators in parks and commercial corridors to impact street culture." We need more community outreach in general, and whatever small investment Oakland Unite had in that disappeared a few years ago. We need it reinstated in numbers proportionate to the violence crime levels.



## Oakland Reimagining Public Safety Task Force Responses to Framework Question 3:

### What Community Services and Assets do we want or need that do not necessarily replace a police function, but helps create neighborhood safety, peace, and healing?

- The City needs to adopt a real Public Health approach to drug use, homelessness, and mental health.
- Set aside funding for different communities in order to implement their own programs. Community grant programs where the local residents decide where and how the funds are spent.

### Employment

- Expand **Restore Oakland**: An innovative community based hub for empowerment service projects. A three story restaurant/job training, place to work through conflict (RJ center), small business incubation, financial management, etc. Conference room/space for community activists dream/organize/act together.
- Increase employment opportunities for youth 18-21.
- Provide free security guard classes to get certifications to youth and young adults and the City provide a pipeline to employment for those who earn their certifications.
- Create program like **Homeboy Industries** in Oakland
- Move forward with the Career Tech and Education Hub being planned to open across from Laney College. It will provide an array of certifications for young people to get to living wage employment.

### Intervention

- Utilize the programs highlighted in the John Jay College of Criminal Justice report: **Reducing Violence without Police**
- The City should continue and expand its work with highest risk individuals so they have alternatives outside of incarceration and death. Expand the Life Coaching model.
- Increase services in the area of domestic violence.
- Increase services and supports to sexually exploited minors and adult sex workers.
- As soon as you get arrested, we have all these services, counseling, tutoring, but those should be offered to everyone upstream.

### Parks/Green Spaces/Recreation

- Create an ambassador function/position in the Oakland Parks to facilitate community conversation.
- More hours/funding for park facilities to be open weekdays/weekend/nights
- Expand green spaces/parks
- Grow the partnerships between Parks & Recreation and other City agencies and Community Based Organizations. Expand the adult athletic leagues, create community co-op community gatherings, and use the NCPC structure to get more community members involved.
- Implement the **Summer Night Lights** program that was successful in LA
- Improve and increase the City's Recreation Centers
  - Redirect sworn or unsworn officers to staff these after hours.
  - Stay open until or even past midnight
  - Provide: parenting classes, Restorative Justice circles, young adult activities, mentoring groups, shop/mechanic classes.

## Housing

- Spend \$100M on housing those who are unhoused.
- Increase current homeless outreach services and bring new services and diversion programs like the **LA DOOR** program to Oakland.
- Build more affordable housing and increase incentives for building affordable housing and increase fees on market rate housing to fund affordable housing
- Create a program in Oakland like **The Henry Homes** in New York that combines affordable housing with on-site, on-demand services and supports.

## Healing & Mental Health Services

- Potentially use closed/unused buildings in the community to create non-traditional healing spaces like Restore Oakland.
- Expand and increase the use of Restorative Justice programs in the community
- We need to reduce barriers to getting Black folks to become mental health providers. Credible Messengers can be funded by MediCal to provide case management and offer Restorative Justice and Healing Circles.
- OUSD's Restorative Justice program is the largest in the city. It needs to be supported and expanded beyond the walls of the schools and into the community.
- Provide mental health services that work through the healing process where folks are no longer holding onto or reacting to past trauma. Programs that support healing and create ability to heal.
- Provide PTSD treatment
- We need to strike a balance between services easily accessible in the neighborhood, but highly privileged people get to go to the woods or the ocean. Folks in the hood need a respite as well.

- Group and family counseling is critical. Invest in paying families to participate in these activities. Families should come together to get healing/ services.

## Entertainment:

- In Dist. 7, there is not much to do after dark. There should be more safe, positive outlets and entertainment in East Oakland.
- Laurel Street Festival (more support, expand these neighborhood festivals citywide)
- Art and Soul Festival (more support, expand the festival citywide)

## Substance Abuse Programs

- Increase the amount of substance abuse programs
- Harm reduction services: addiction/safe consumption/safe supply, more access to services

## Alleviate Poverty

- We need a livable wage (not \$10/hr).
- Implement (expand) a Universal Basic Income in Oakland for those who are under the local poverty level.
- Larger stipends for program participants beyond \$200 per month.

## Other

- Provide funding for drama and fine arts programs.
- Grocery Stores with fresh fruit and vegetables in Oakland food deserts (deep East Oakland and West Oakland)
- Equitable transportation

# APPENDIX D

Advisory Board Rosters and  
Budget, Data and Analysis  
Advisory Board Reports

# ALTERNATE RESPONSES, PROGRAMS AND INVESTMENTS

## TASK FORCE CO-CHAIR

## ADVISORY BOARD CO-CHAIR

Angel Arellano

Kristina Bedrossian

Haleema Bharoocha

Matt Bush

Luciano Calderon

Dave Campbell

Bridget Cervelli

Melissa Charles

Denise Curtis

Eve Delfin

Aisha Elbgal

Emily Fenster

Ricardo Garcia-Acosta

Samrawit Gessese

Margaret Grimsley

Jennifer Guevara

Cynthia Gutierrez

Tiffany Jones

John Jones III

## JAMES BURCH

## LIAM CHINN

David Jordan

Laurie Leiber

Katherine Liu

Olivia Lucas

Jennifer Lyle

Amanda Majail-Blanco

Heather Manchester

Tony Marks-Block

Prentiss Mayo

Tash Nguyen

Savannah O'Neill

Chiamaka Ogwuegbu

Robert Paige

Nicholas Peraino

Yoana Tchoukleva

Michelle Thomas

Antoine Towers

Theolisa Williams

Sophia Young

# BUDGET, DATA AND ANALYSIS

## TASK FORCE CO-CHAIR ADVISORY BOARD CO-CHAIR

## DAVID KAKISHIBA KEN OLIVER

Lisa Arteca

JaynAshford

Jon Bauer

Richard Belew

Maureen Benson

Liz Binning

Heather Bromfield

Herbert Castillo Melendez

Elisa Cecaci

Elise Cox

Kristania De Leon

Elijah Flowers

Ed Gerber

Alan Greene

Michael Holland

Anne Janks

Carolyn Johnson

Linh Le

Brooke Levin

Eleanor Levine

Robyn Levinson

Mae Liu

Anne Marks

Joseph Mente

Kara Murray-Badal

Gus Newport

Tunisia Owens

Caitlin Prendiville

Karen Rosen

Emily Sachs

Liz Suk

Gina Tomlinson

Caitlin Tulloch

Erika Vjih

# LEGAL AND POLICY BARRIERS AND OPPORTUNITIES

## TASK FORCE CO-CHAIR

## ADVISORY BOARD CO-CHAIR

## NIKKI DINH

## GREY GARDNER

James Anthony

Cristiana Baik

Leslie Berkler

Joseph Breyer

Langston Buddenhagen

Latrice Casey

Mariano Contreras

Xochitl Diaz-Suarez

Francesca Doyle

Omar Farmer

Natalie Gallegos Chavez

Gabriel Garcia

Rashidah Grinage

Ira Jacobowitz

Pat Kernighan

Tonya Love

Kevin McDonald

Alessandra Mohar

Jacqueline Molina

Erica Morse

Athena Muhammad

Brightstar Ohlson

Hong Mei Pang

Peter Pursley

Bruce Quan

David Ralston

Erica Rice

Equaan Robinson

Benjamin Salop

Nick Slater

Megan Steffen

Ana Luz Vazquez

Brooklyn Williams

# OPD ORGANIZATION AND CULTURE

## TASK FORCE CO-CHAIR

## ADVISORY BOARD CO-CHAIR

Akintunde Ahmad

Paul Burton

Nina Carter

KaSelah Crockett

Casey (Catherine)  
Cummings

Donald Dalke

Hannah Dillard

Cheryl Fabio

Mary Forte

Dalia Gomez

Ginale Harris

Paula Hawthorn

Keisha Henderson

Giovanni Hernandez

Nicole Arlette Hirsch

Clinton Karr

## REYGAN CUNNINGHAM

## CHRISTINA PETERSEN

Henrietta

Manuel-Fabio

Florence Mccrary

Terri McWilliams

Leo Mercer

Ahmed Muhammad

Saturu Ned

Gus Newport

Chris Rachal

Wilson Riles

Tim Salau

Towanda Sherry

Chris Soto

Leon Sykes

Michael Tigges

Michael Ubell

Barrett Valentin

# YOUTH

**TASK FORCE CO-CHAIR**

**ADVISORY BOARD CO-CHAIR**

**IVAN GARCIA**

**LOSALINE MOA**

Langston Buddenhagen

Adanely Duenas

Cristina Flores

Josiah Green

Alfonso Gonzales

Giovanni Hernandez

Jacqueline Molina

Athena Muhammed

Roxana Perez

Hayden Renato

Zaniyah Thompson

Madinah Waqia

Saaraaj Waqia



# APPENDIX E

## Advisory Board Descriptions and Budget, Data and Analysis Advisory Board Reports

# ALTERNATE RESPONSES, PROGRAMS, AND INVESTMENTS

## Co-Chairs: James Burch and Liam Chinn

Our Advisory Board (AB) was tasked with developing recommendations through gathering and assessing data on alternatives to policing that increase safety, as well as identifying investments that will address root causes of crime and violence.

The AB was comprised of 40 members, with 7 full AB meetings and dozens of weekly meetings held across workgroups. Our AB included mental health professionals, community safety experts, restorative justice practitioners, violence interrupters, traffic safety experts, criminal justice reform experts, legal scholars, statisticians, and everyday citizens dedicated to transforming Oakland's public safety system.

## The AB was organized into three workgroups:

**Reducing Interactions with Police** developed recommendations responding to public safety needs for which police have proven for decades to be highly ineffective, and a public health based approach and/or unarmed civilian response is more appropriate. This includes responding to mental health crises, drug abuse, and engaging unhoused residents, to name a few. Recommendations were grounded in extensive data proving that BIPOC and other vulnerable populations (who are often one in the same) are not only more likely to be targeted by police than the rest of the population, they have a significantly higher risk of being harmed during such interactions. For example, people with mental illness are 16 times more likely to be killed by police. The workgroup also identified areas suitable for civilianization of police functions such as traffic enforcement and event/crowd management, as well as areas for decriminalization or non-enforcement, such as quality of life and other non-violent

infractions (eg. drug use/possession, sex work, and "existing in public" laws criminalizing unsheltered).

**Preventing Violence and Repairing Harm** developed recommendations centered on proven community based solutions for violence such as transformative justice, community care pods, and violence interrupters, as well as exploring investments in historically underfunded areas like gender-based violence and youth services and programs. The advisory board members in this workgroup represented many of the service providers already engaged in violence prevention, as well as Oaklanders from across the city. The wide range of experiences and orientations to the work allowed for the development of a comprehensive set of solutions.

**Addressing Root Causes of Crime and Violence** developed recommendations for targeted community investments to address root causes of poverty and violence. This includes workforce development, affordable housing, expanding park space, and youth programs, among others. As Oakland recently received the lowest score in the nation of all cities examined in the 2018 equity indicators report, there was and is a great need for fundamental investments in city service provision and community care to address the root causes of crime and violence.

## Description of process for developing recommendations:

Recommendations developed by the Alternate Responses, Programs, and Investments AB were grounded in data and bolstered by relevant professional expertise and lived experience. The AB actively collaborated with other ABs, jointly developing a number of recommendations. The

AB was deeply committed to ensuring each recommendation was rigorously scrutinized during development and an overall cohesive set was produced. To this end, the AB created a criteria matrix, which ultimately was also utilized by the other three ABs and became the recommendation template for the Task Force. The matrix criteria reflect both prevailing public safety evaluation metrics as well as key values related to safety and equity collectively identified in consultations with Task Force members and other ABs. This included assessing how a recommendation will:

- Increase safety in Oakland and over what timeframe
- Shift responsibilities away from police and reduce the scale of policing
- Address racial equity disparities in stops, arrests, and use of force, specifically for Black communities in Oakland
- Address disparities in provision of public safety services and infrastructure, specifically for Black communities in Oakland
- Address root causes of crime and violence
- Utilize a harm reduction, restorative, and trauma informed approach
- Build on proof of concept demonstrated in other U.S. cities or internationally
- Foster community leadership, and build community power and self determination, especially within BIPOC communities.
- Create immediate, measurable impact

Assessing how police spend their time and how effective they are at performing their responsibilities was foundational in developing recommendations. Important data sets included OPD Calls for Service (CFS), OPD traffic stop data, and OPD crime clearance rates from the FBI Uniform Crime Reporting Program. OPD crime clearance rates are strikingly low, including for violent crime. Yet, CFS data reveal the vast majority of 911 calls are low-level and nonviolent, with only 4% involving

violent crime. This not only highlights that there is a significant percentage of calls for which police are unnecessary or unqualified to handle, such as calls involving mental health issues, but also that there is a need to relieve police of such duties so they can repurpose their operations to focus on addressing violent crime, a top priority for Oakland residents.

#### Recommendation refinement process/How voting occurred (any polls):

A support, consent, oppose poll of all AB members was conducted for draft recommendations. Recommendations with a supermajority of support/consent were moved forward to the Task Force.

# LEGAL AND POLICY BARRIERS AND OPPORTUNITIES

See [link to Advisory Board's google folder](#).

## Co-Chairs: Nikki Dinh and Grey Gardener

The Legal and Policy Opportunities and Barriers Advisory Board (LPOBAB or Advisory Board) was established to (1) assess and provide guidance on the legal and policy barriers and opportunities to increase safety by investing in non-policing alternatives through a 50% reduction in the OPD General Purpose Fund (GFP) budget allocation; and (2) produce a set of recommendations to the Task Force.

The LPOBAB connected regularly through bi-weekly zoom meetings, polling, Slack and an email listserv. We co-created a [workplan](#) and the following group agreements to guide our collaboration:

1. Take space. Make space.
2. “Center those most affected by violence and police violence (this is expansive and not necessarily only direct impact).
3. Start with “I” statements. Define if you move to the “we.”
4. Assume good intentions.
5. Trust your intention, and own your impact.
6. Learn from past mistakes and mistakes we make / Don't expect perfection from yourself or others.
7. Expect unfinished business. Sometimes you have to sit with things, sometimes it's worth bringing up again.
8. Name a third option whenever possible / Practice both/and thinking and move away from either/or thinking
9. Give credit, Name source of information, Fact check
10. Give gratitude
11. Give each other slack. These are unprecedented times.

12. Create space youth can express themselves and learn from.

The Advisory Board was organized into five workgroups.

## Workgroups and Recommendations

Our strategy was to bring forth as many of the best individual recommendations we could based on our research. A wide range of recommendations was intentionally put forth varying from immediately actionable to creative solutions that require further analysis and time. Some recommendations aimed at reform of our safety systems while others pushed us to truly

reimagine (see Critical Resistance's [Reformist Reforms vs. Abolitionist Steps in Policing](#)). While our workgroups self-organized and connected with other workgroups and advisory boards throughout this process to better organize and collaborate on similar recommendations (see [polling results](#)), we understood that there would be extra coordination needed in a latter phase of this work to develop a cohesive and comprehensive plan for Oakland. This was not something achievable at the advisory board level during this phase since we were building out recommendations from the ground up based on consensus, rather than working with a strategic vision or alignment from the start.

The workgroup space was where data and research was centered, and where recommendations were formulated. The five workgroups were:

Workgroup Name	Goal/Description	Members of Working Group (Lead in Red)	Resources Reviewed
<b>Group 1: Police Personnel</b>	Examine the barriers and opportunities to reducing the number of sworn OPD personnel, reducing the scope of police responsibilities, hiring and promoting personnel who are committed to reimagined community safety vision of the Task Force.	Ana Luz <b>Kevin McDonald</b> Rashidah Grinage Brighstar Ohlson Nick Slater Athena Muhammad Peter Pursley	Finance Dept Budget Memo, OPOA MOU, Measure Z, Meyers-Milias-Brown Act (MMBA)
<b>Group 2: Leveraging Existing Structure to Prioritize Safety</b>	Identify opportunities to advance Task Force agenda within the City's existing agencies, boards, and commissions, as well as through internal OPD policies. Consider also ways to engage in long-term planning, such as through the General Plan or equivalent processes.	<b>Megan Steffen</b> Gabriel Garcia Pat Kernighan Omar Farmer	Racial and Identity Profiling Act (RIPA), OPD General Orders / Training Materials, Negotiated Settlement Agreement, Police Commission draft and enacted policies, Community Policing Advisory Board policies, Safety Services Oversight Committee
<b>Group 3: Reducing Criminalization</b>	Identify state and local laws regarding what is unnecessarily criminalized and opportunities for the City to support or oppose changes that affect Task Force objectives.	Latrice Casey <b>Erica Rice</b> Erica Morse <b>Grey Gardner</b> Tonya Love Joe Breyer Alessandra Mohar	State Statutes and legislation (CA Penal Code, Health and Safety Code), Oakland Municipal Code
<b>Group 4: Examining Past / Existing Laws and Policies that Create Racism and Inequities in Our Community</b>	Examine past policies and laws that have contributed to racism and inequity in our community. Consider ways to repair past harms.	Nikki Dinh Bruce Quan Tonya Love Fran Doyle James Anthony <b>Langston Buddenhagen</b> Mariano Contreras Hong Mei Pang	OPD Racial Impact Report 2016-2018; History of Black Panthers' programs; Housing authority, homeownership, housing laws and redlining laws in Oakland; Drug related laws in Oakland; School to prison pipeline policies and laws; The Color of Law; 2018 Oakland Equity Indicators Report
<b>Group 5: What Are the Qualities of Equitable and Trauma-Informed Policies and Laws that Foster Safe Communities</b>	Consider broader systemic reforms that contribute to community safety	Leslie Berkler <b>Equaan Robinson</b> Cristiana Baik David Ralston Ana Gomez Danielle Mackey Brooklyn Williams	OPD Racial Impact Report 2016-2018; Stockton's UBI program

# OPD ORGANIZATION AND CULTURE

## Co-Chairs: Reygan Cunningham and Christina Peterson

Our Advisory Board (AB) was tasked with recommending new accountability measures to hold officers accountable and dismiss officers who should no longer be on the force due to consistently poor performance or egregious incidents; determining new policies and trainings needed to vastly improve/transform what *remains* of OPD; developing a perspective on OPD's approach to community engagement and role in a reimagined public safety system; and leveraging the knowledge of the CPAB, including a review of the NSC/NCPC system.

The AB was comprised of approximately 30 members with a good diversity across race and Council districts. Several members resided in East Oakland (Fruitvale to the San Leandro border). We also had one of the Youth Advisory Board members consistently participate in the AB's Organizational Transformation workgroup.

The Advisory Board was organized into eight workgroups.

## Workgroups and Recommendations

Each workgroup developed goal statements based upon the tasks assigned to our AB. An overview of the workgroups was presented at the November 12, 2020, Task Force meeting. In addition, the Advisory Board made presentations to the full Task Force in October and December, 2020.

Advisory Board workgroups included the following:

- Accountability & Discipline
- Best Practices
- Community Policing & Engagement
- Interfacing w/ the Union
- Organizational Transformation (Structural)

- Race & Policing
- Recruitment, Hiring, Promotion & Training
- OPD & Sensitive Groups
- Initially a Youth workgroup was established, but once the Task Force create a distinct Youth Advisory Board (YAB) we recommended that interested individuals work with the YAB.

Each workgroup met an average of 12-15 times, while the Advisory Board met 6 times.

The AB and workgroups heard from a number of subject matter experts:

- Darlene Flynn- Office of Race & Equity presented to the Race & Policing workgroup
- DC Drennon Lindsey- OPD Race & Equity OPD TF- Presented to the Race & Policing workgroup
- Joe Devries- CAO- Presented to the Organizational Transformation workgroup on Service Delivery System (SDS) models
- Joe Devries- CAO- Presented to the Community Policing & Engagement workgroup on his vision for the NSC's and NCPC's
- Lt. Anthony Tedesco & Lt. Shavies- OPD- Presented to the Organizational Transformation WG on ideas for internal structural redesign intended to reduce violence crime and responded to the proposal developed by the WG
- Chief Susan Manheimer- OPD- presented on Service Delivery System ideas that had previously been used in SF
- Guillermo Cespedes- DVP- Presented on the Community Safety Partnership program based out of Los Angeles

In addition, City staff from OPD, the City Admin Office, and DVP regularly participated in WG meetings.

Our initial AB meeting was a big brainstorm on people's ideas regarding reimagining public safety. People were asked to align their responses with the goals of the TF. They were also asked what does the community want/expect from OPD? What are the internal cultural changes that should help us get there? Ideas were captured from this initial meeting and put into buckets based upon themes (i.e. hiring, training, discipline, race & policing). These themes were presented back to the AB and workgroups were formed based upon the themes identified. Participants then decided what workgroup they wanted to participate in and AB Co-Chair Christina Peterson created a slack group and channel for each

workgroup. The workgroups began to meet and at their first meeting developed goals based upon the tasks assigned to our AB and the goals of the Task Force. Leads were also selected at these initial workgroup meetings. Each workgroup then began coming up with recommendations that aligned with their goals. At each AB meeting workgroups would report out on their progress and use the time to deconflict recommendations with other workgroups and share reports and presentations they thought would be helpful to the AB.

Through discussions within the workgroups recommendations were put forward to the AB. AB members had a week to review the recommendations before they were voted on and discussed at our last AB meetings.

# YOUTH

**Co-Chairs: Task Force Members: Ivan Garcia and Losaline Moa, Oakland Youth Advisory Commission (OYAC) Appointees**

**Facilitators: Fresh Lifelines for Youth**

## **Youth Voices Matter!**

In August 2020, District 4 Task Force member, Brooklyn Williams, and Oakland Youth Advisory Commission adult lead, Carina Lieu, identified the need for investment in youth voice as a part of the Reimagining Public Safety Task Force process. Although there were two seats identified for youth on the 17-member Task Force, the original RPSTF structure did not provide any youth specific space or strategies for engagement. The two youth leadership advocates proposed the establishment of a Youth Advisory Board (YAB) to ensure that

implementation of the Reimagining Public Safety Task Force and Advisory Boards included a structure to effectively seek youth input - and that youth would be adequately prepared to meaningfully engage. The proposed YAB would consist of a diverse cross-section of Oakland youth and would implement tools for soliciting additional youth input using an engagement model that compensated all youth who participated. For the duration of the process, the youth chosen for the Task Force and Advisory Boards would be supported by seasoned youth leadership development practitioners. The long-term impacts of developing a YAB would be a cohort of youth leaders who will continue to participate in future civic leadership opportunities. Fortunately, the RPSTF Steering Committee approved the YAB proposal and set aside funding for its implementation.

Fresh Lifelines for Youth was selected as the facilitation partner and soon after the RPSTF Youth Advisory Board was created.

## Members

Fifteen youth between the ages of 16-25 who live or go to school in Oakland and who are 93% BIPOC youth. Youth represented several community groups and organizations including the Young Women's Freedom Center, CURYJ, Youth Alive, Homegirl Visionz, Oakland Fund for Children and Youth, OPC Youth Leadership Council, Oakland Youth Advisory Commission, and Fresh Lifelines for Youth.

## Workgroups & Meetings

The Youth Advisory Board (YAB) began meeting on November 23, 2020, and concluded with an Appreciation Event on March 24, 2021. The YAB met roughly 10 times with the Co-Chairs and adult allies joining for additional meetings as needed. The YAB shared [these values and agreements](#) to guide the collaboration which took place virtually via Zoom, phone calls, emails, and group text messaging. The YAB's community engagement efforts were executed by dividing into the following three workgroups:

- **Survey:** Developed a youth public safety survey, distributed survey to Oakland youth, and analyzed survey results.
- **Conference:** Developed the Youth Advisory Conference public safety agendas, facilitated the conference, and analyzed the feedback and conference data.
- **Social Media Workgroup:** Created the YAB Social Media pages, developed a social media strategy to promote awareness about Oakland's reimagining public safety efforts and opportunities for youth to share their voices.

The YAB led a **Call to Action: Reimagining Public Safety** which included 4 community engagement efforts to get as many youth voices included in the recommendations. The engagement strategies included the following:

## Youth Survey:

- The YAB adapted the PolicyLink community survey, combined it with a youth survey developed by the OPC-YLC, and shared an 11-question youth survey that was available in English and Spanish.
- Youth received a \$15 gift card for completing the survey.
- The survey opened on 12/3 and received 900+ responses in which the YAB narrowed down the eligible responses to 398 responses, 65.3% of respondents identified as BIPOC.

## Findings

- **Alternative Non-Policing, Unarmed Responses:** The majority of respondents agreed that they want to see alternative, unarmed responses to the following needs:
  - Mental health emergencies (62.3%)
  - Investigations post-incident when harm isn't present (57.5%)
  - Traffic violations (56.6%)
  - Non-violent crisis related to homelessness (56.3%)
  - Non-violent offenses such as drug possession (55.1%)
- **Increased Community Safety Investments:** The majority of respondents want to see an increased investment in the following areas to support community safety:
  - Social supports that help meet basic needs (67.8%)
  - Housing for people who are unhoused (66.6%)
  - Addiction treatment services (65.6%)
  - Community-based programs to support safety (e.g. restorative justice) (65.3%)
  - Services for Commercially Sexually Exploited Children (CSEC) (64.8%)

## Youth Conference:

- A conference for Oakland youth between the ages of 13-25 was held on Monday, December 14th 4-6pm via Zoom. All Oakland youth were welcome, and strategic outreach was made to organizations that specifically work with young



leaders of color who have been directly impacted by the system, and who may have participated in previous conversations, town halls, conferences etc. on violence and policing.

- Breakout rooms were youth-led and interactive, and participants were asked to reflect on their experiences in their communities and share solutions for how to make communities more safe while also relying on the police less.
- Youth received a \$50 gift card for participating in the conference
- 52 youth participated in the Conference and 20 youth from High Schools Rudsdale Continuation School, Street Academy, Community Day School, and FLY's Leadership Training Program Youth participated in one off workshops.
- 98% of participants identified as BIPOC.

## Findings

- **Conference participants' top three recommendation areas included:**
  - Alternative responses for mental health related crisis;
  - Restorative Justice for addressing root causes and healing to prevent violence; and
  - Programs for youth and community relationship building

## Social Media Engagement

The YAB promoted the Call to Action to Reimagine Public Safety and shared opportunities for youth to engage in the Task Force process, which were re-posted and shared by many other organizations and community members on Instagram. The social media engagement contributed to the mobilization of youth who participated in the survey, the conference, the listening sessions, public comment for Task Force meetings, as well as the Black Thought Wall Project for youth which was co-created with two YAB members.

## Integration and Accountability

The YAB used data from the survey, the conference, as well as their own knowledge and lived experiences to develop a set of community-informed draft recommendations.

The **YAB Public Safety Recommendations** served to advise the other Advisory Boards' recommendations. The YAB presented the recommendations to AB Co-Chairs in January 2021 and continued to engage in dialogue with Co-Chairs and AB workgroups to inform the recommendations that would be submitted to the Task Force. In addition to the YAB recommendations that informed or were merged with other AB recommendations, the YAB submitted two stand-alone recommendations serving to increase the investment in youth leadership **#122** and to create an alternative to police calls **#125**

## Youth Community Listening Session:

- The YAB hosted a youth community listening session on February 8, 2021, to share the YAB Public Safety Recommendations as a way to be accountable to the youth community and obtain feedback on all recommendation categories.
- 52 community members registered

Through the multiple levels of engagement with the youth community, the important work of the Task Force and Youth Advisory Board will serve as a model for youth community engagement. Ahead of the second to last RPSTF meeting, the Youth Advisory Board **shared a letter** with three demands calling on Task Force members to: 1) remember to center youth input and establish meaningful youth-adult partnership structures, 2) seize the moment and act bravely, and 3) act with compassion, as individual change is integral and necessary to implementing institutional and interpersonal social change.

[oaklandyab@gmail.com](mailto:oaklandyab@gmail.com)

# BUDGET, DATA AND ANALYSIS

## ADVISORY BOARD REPORTS

### City Budget Analysis —

Report from the City Budget Analysis Subgroup of the Budget Data and Analysis Advisory Board of the Oakland Reimagining Public Safety Task Force

Our edict to reimagine safety by reallocating 50% of funds currently allocated to the Oakland Police Department into other city departments is a well-researched necessity for the city.

Recent research has shown that as many as 1 in 1,000 Black men in the United States can expect to be killed by the police<sup>1</sup>. In the city of Oakland Black people are overrepresented in both stops and arrests.

We know that due to difficult economic times, the overall city budget is going to be cut – this makes it even more important to lift up departments and services that are key to safety.<sup>2</sup>



### Report Overview

- Reasoning: The underpinnings for the creation of a new budget with police funds reallocated to community service (pg. 2).
- Reimagined Budget Sample: How funds may be reallocated from police into other city departments (pg. 3).
- Examples: Two program areas that may be expanded due to funds reallocation with details on how they may fit into the city budget structure (pg. 9, food; pg. 12, Youth).
- Appendix: Raw data from report findings (pg.17)

<sup>1</sup>ACLU "[Defunding the Police Will Actually Make us Safer](#)"

<sup>2</sup>City of Oakland "[2016-2018 Racial Impact Report](#)"

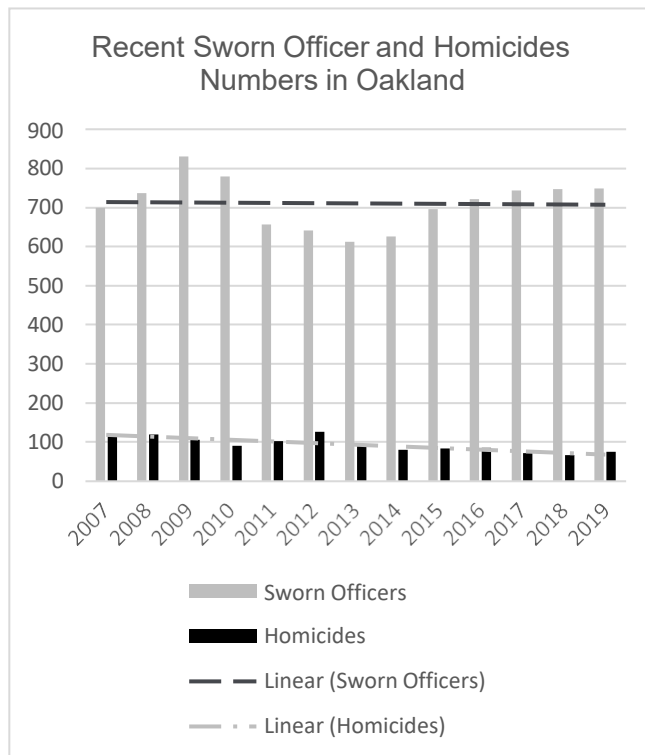
## Reasoning

The responsibility of the City Budget Analysis Sub-Group as defined by the Budget Data and Analysis Advisory Board is to “Examine the City of Oakland’s budget and determine where re-allocations and increases should be made to make greater investments in community services and greater community safety measures.”

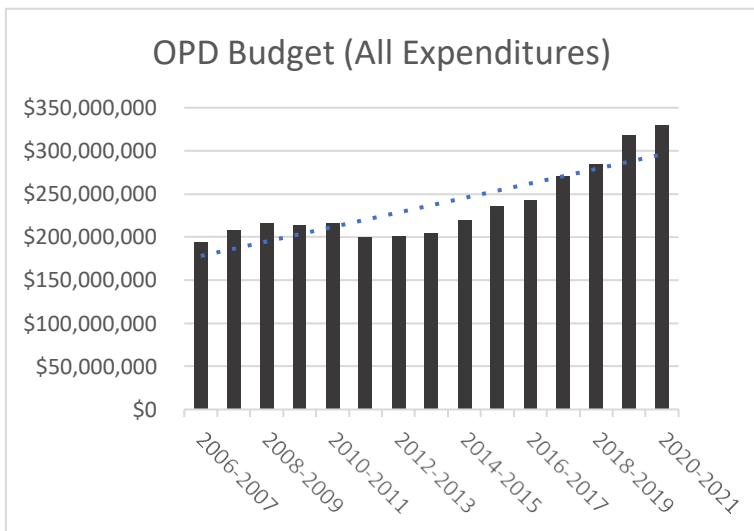
This work is logical. “Data shows that the raw numbers of police have declined over the past five years, and the rate of police officers per 1,000 residents has been dropping for two decades. At the same time, the violent crime rate has also dropped.”<sup>3</sup> In the City of Oakland, data from 2007-2019 does not show a correlation between budget increases and reduced crime nor between the number of sworn officers and reduced crime.

There is also no correlation between increases in number of sworn officers and decreases in homicide. There is a possible correlation between increased police budget and decreased homicide, but correlation does not equate to causation. The reduction in homicide also closely coincided with the implementation of Ceasefire and in the same time homicides have dropped other factors that

may decrease rates of homicide, such as median income, have increased.<sup>4</sup> See Appendix Table 5 for complete data.



*Above: The number of homicides has slowly trended downwards in the last 12 years regardless of number of police which has been much more variable.<sup>5,6</sup>*



This is why it is particularly important to think now about what parts of our city budget can make critical differences in the lives and wellbeing of Oakland citizens to deter crime. Because of the COVID-19 pandemic we know that the city budget will be cut significantly. This work lifts up departments and services that are key to safety in the coming years which, will likely be a hard time for the city and its residents, as well as a roadmap for what to prioritize as the city recovers.

*Left: OPD budget has gone from \$194,008,823 to \$330,118,936 – a more than 70% increase.<sup>7</sup>*

<sup>3</sup> ACLU “[Defunding the Police Will Not Make Us Safer](#)”

<sup>4</sup> Data USA [Oakland Profile](#); Rogers, M., Pridemore, W. “[The effect of poverty and social protection on national homicide rates](#)”

<sup>5</sup> [OPD Annual and Quarterly Crime Reports](#)

<sup>6</sup> [OPD Officer Staffing](#)

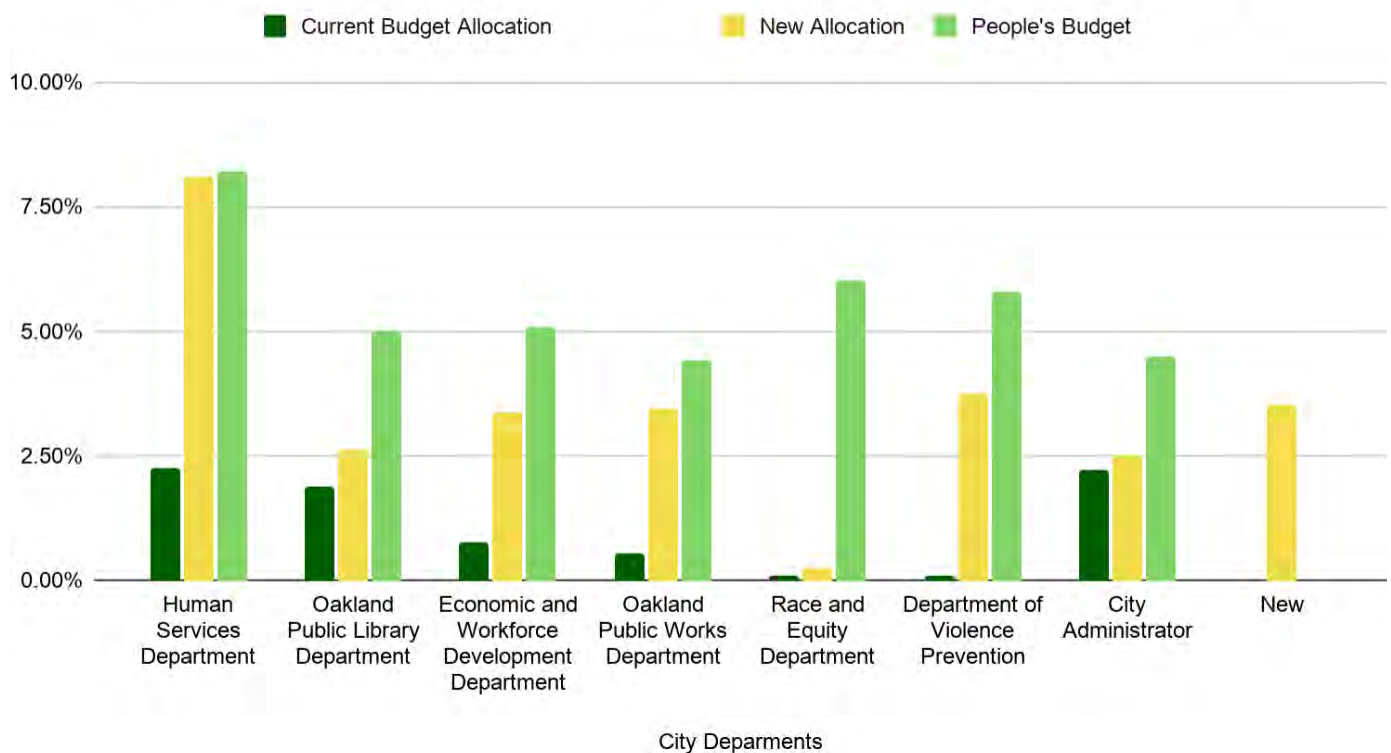
<sup>7</sup> Based on publicly available Oakland Budget Data. Years 2011-2013 use Proposed budget. Adopted budget was not available at time of completion.

## Reimagined Budget Sample

### Overview

Reimagining public safety is an issue for which everyone is a stakeholder, and everyone can benefit. It is an ongoing process with both short- and long-term goals. Research has consistently shown for decades that reducing poverty increases safety and that promoting racial equity can be a major factor in reducing poverty while building growth and community.<sup>8</sup> All of the recommendations from the Advisory Boards reflect this concept. They are sprawling yet as interconnected as the problems they are meant to help fix.

General Fund Allocation - 2021 Current vs Recommended vs People's Budget



<sup>8</sup> Danzinger, S., Danzinger, S., Seefeldt, K. and Schaefer, L. ["Increasing Work Opportunities and Reducing Poverty Twenty Years After Welfare Reform. Journal of Policy and Analysis Management"](#); Devereux, S. ["Can Social Safety Nets Reduce Chronic Poverty?"](#)

## Process

All funds and calculations shown in this report are based on reallocating \$150,000,000 from the City of Oakland’s General Fund (not the full budget allocation). This is based on the goal of the Reimagining Public Safety Taskforce to reallocate 50% from the general fund of the Oakland Police budget. The purpose of this document is to demonstrate what can be done to put those funds into the community for everyone’s benefit and safety. This data is based on the City of Oakland’s FY 2019-2021 Adopted Policy Budget, the [Oakland People’s Budget](#), and the internal recommendations from the four Advisory Boards of the Taskforce. Last year, volunteers surveyed Oakland residents and asked them how the general fund should be spent then

“The goal is to fund the people, who so clearly need it, in the broadest way and to create a roadmap for distributing funds to the community.”

averaged responses to create the People’s Budget. We used this as a reasonableness check to ensure we did not stray too far from the desires of Oakland citizens. We then went through all of the initial recommendations from every advisory boards and removed recommendations pertaining to internal police reform (as these recommendations are the purview of the OPD Budget Efficiency AB). We went through the shortened list with Bradley Johnson, Assistant Budget Administrator and mapped recommendations onto existing city departments and chose funding allocations based on the number and scale of recommendations per department.

## Considerations

Safety is about people and most of the funds for community investment are allocated to the Human Services Department. Most of these funds are not intended to stay in HSD – they are intended to go back out into the community in multiple areas of health and well-being. It is being suggested to channel these funds through HSD because they are one of the few departments with the abilities to pass them on to the people. But there are also recommendations on the table that will require staff and reorganization, so each amount allocated is taking staff needs into account.

Reimagining safety in new ways is a necessary task but there are some important matters to consider. The City Budget already has a deficit, and the attempt is to budget for programs and services that have yet to be initiated. New tasks may need to be assigned or some departments may need to start working together more than they’re used to. An example of one task in this puzzle is the Legal and Policy Barriers Advisory Board’s recommendation to pay reparations to Black people at 10% of the \$150m and create a Civilian Department of Cannabis. Even if there were no administrative costs and all of the 10% (\$15m) was divided evenly among the [108,000 Black residents of Oakland](#), that would give each Black person a single check for \$138.88. That is not enough.

“Our community is overwhelmingly asking to focus funds on community, especially our Black and brown community members.”

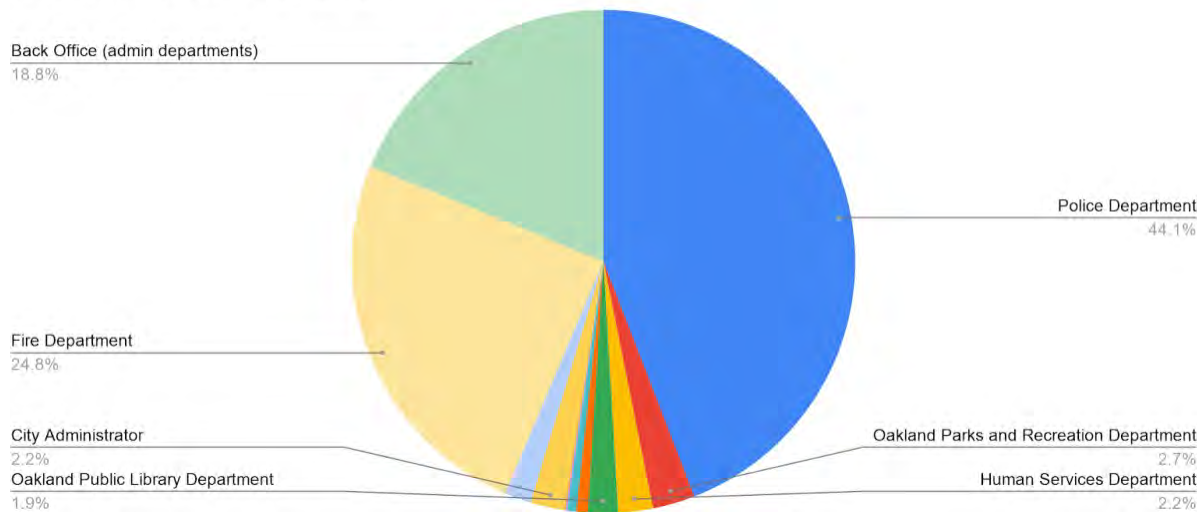
The City of Oakland and its people will continue reimagining. A solution to these complex and long-standing problems is incomplete after six-months of volunteering for a city government with limited access to information during a year of unprecedented public crises. However, the goal is to fund the people, who so clearly need it, in the broadest way and to create a roadmap for distributing funds to the community.

## Key Takeaways

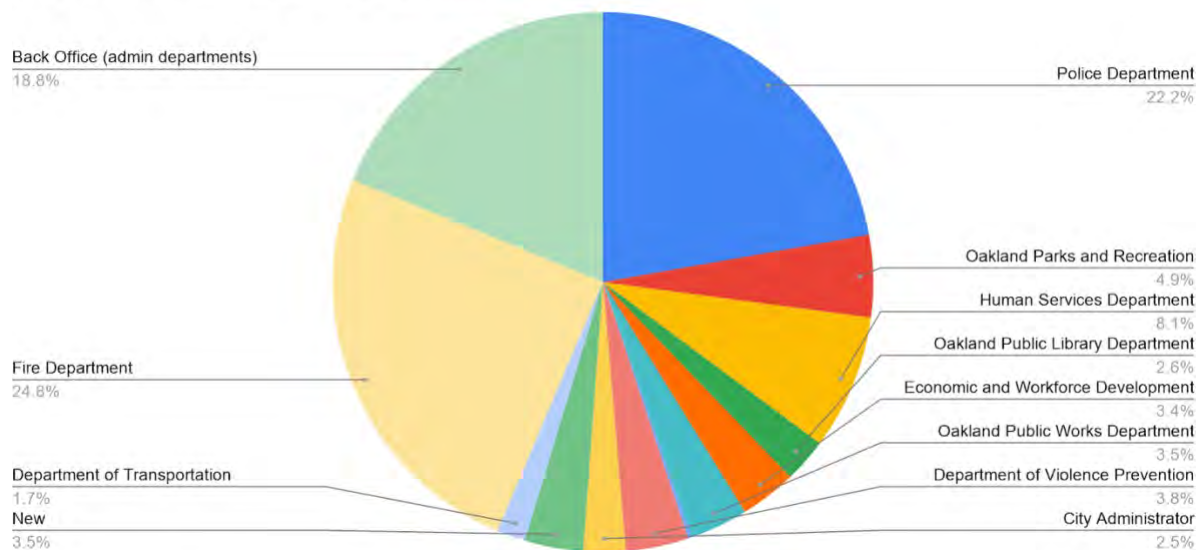
Through the recommendations from the Advisory Boards, the members of the public comment at meetings and Community Listening Sessions, and data from OPD complaints and reports, our community is overwhelmingly asking to focus funds on community, especially our Black and brown community members.

The recommendations and public comments reflect a need for more focus on housing, food security, youth, trauma, healing, restorative justice, mental health needs and shared public spaces. Significant funds are needed in these areas in order to create a safer environment for everyone. This work will require the city to think innovatively about creating new means of operation as well as some reorganization, financially and otherwise.

2021 Current Budget - General Fund



2021 Recommended Budget - General Fund



## Breakdowns by City Department

### **Oakland Parks, Recreation & Youth Department**

The City of Oakland houses many parks and places of recreation that are intended for community, especially to benefit youth, family and community gatherings. In order to be functional, these spaces must be consistently and carefully maintained across the City.

**Current General Fund allocation: \$18,558,125 (2.7%)**  
**Recommended General Fund allocation: \$33,558,125 (4.9%)**  
**Oakland People's Budget allocation: 7.7%**

The Youth Advisory Board and the Alternate Responses, Programs, and Investments Advisory Board have both been insistent on this in their recommendations. The community listening sessions included in this process have also included adamant concerns in this area. All people need safe places to exercise and gather communally.

### **Human Services Department**

While there are different opinions how funds should be redistributed in Oakland, there are few disagreements that the well-being of human beings is at the base of reimagining public safety and the reason for this project. Most people are aware of how important it is to address the basic needs of food security, housing, healing from trauma, addressing mental health and more.

**Current General Fund allocation: \$15,301,922 (2.2%)**  
**Recommended General Fund allocation: \$55,309,122 (8.1%)**  
**Oakland People's Budget allocation: 8.28%**

Every Advisory Board has provided recommendations supporting programs that include non-police intervention services for sexually exploited children, addressing issues of food insecurity, community food co-ops, providing food vouchers, funds (\$9million) to Oakland Unified School District (OUSD), eviction prevention services, monthly rental assistance, expanding legal and social services for all immigrants, hotlines for MACRO and youth. As mentioned in the overview, these funds are allocated to the Human Services Department in order to be delivered to the community. The City has been unsuccessful at providing the services its residents need to live lives of health, equity and dignity. The recommendations outline many existing organizations that have proven this work is tenable if funded, so this work must be funded.

### **Oakland Library Department**

Libraries are community spaces that promote learning and growth about ourselves, our communities, our ancestors. They are safe places for everyone to use their time and energy productively and are sites for community-building.

**Current General Fund allocation: \$13,000,000 (1.9%)**  
**Recommended General Fund allocation: \$18,000,000 (2.6%)**  
**Oakland People's Budget allocation: 5%**

The Youth Advisory Board and many members of the community who gave public comment during this process have been resolute in their stance that Oakland Public Libraries must be updated and maintained. Regarding public safety, libraries play an especially important role in giving youth an option to spend their time off the street and helping seniors stay connected with community and mentally active.

### **Economic & Workforce Development Department**

Part of creating equity in our society is specific to financial and generational equity. Due to decades of crumbling infrastructure and rapid economic changes, many people in Oakland have been left with little to no training or other skills that could promote equity.

**Current General Fund allocation: \$5,133,807 (0.8%)**  
**Recommended General Fund allocation: \$23,133,807 (3.4%)**  
**Oakland People's Budget allocation: 5.1%**

The ability to compete in an ever more-competitive and task-specific job market requires the City address the needs for job preparedness services, job training and placement programs and general employment obstacles. This has been recommended by the Youth Advisory Board and the Alternatives to Responses, Programs and Investments Advisory Board, as well as many local organizations and members of the public.

### **Oakland Public Works Department**

Our natural and built environment surrounds us all. It is part of everyone's daily life and the safety of our community depends on these aspects to be physically safe, created and maintained not only in some Districts but in all seven of them. Capital improvements throughout the City can reduce the likelihood of injury while also build community and increasing safety.

**Current General Fund allocation: \$3,664,900 (0.5%)**  
**Recommended General Fund allocation: \$23,664,900 (3.5%)**  
**Oakland People's Budget allocation: 4.4%**

The Youth Advisory Board, the Alternative Responses, Programs and Investments Advisory Board and the Legal and Policy Barriers Advisory Board have all recommended that Public Works expand parks and programming for youth, increase safety and sanitation for people living in vehicles, remediate blighted buildings, assist in cleaning trash from the streets, and ready vacant lots for use as community gardens and other events, such as pop-ups and markets.

### **Race & Equity Department**

Racial inequity is a longstanding and highly documented source of poverty<sup>9</sup> and poverty is shown to be a cause of violence.<sup>10</sup> The Racial Equity Department was created to work with other City departments with a goal of promoting actionable practices of sustainable racial equity but has close to no resources or even staff to accomplish this goal.

**Current General Fund allocation: \$659,313 (0.1%)**  
**Recommended General Fund allocation: \$1,659,313 (.2%)**  
**Oakland People's Budget allocation: 6%**

Every single Advisory Board has provided recommendations based on the overarching goal of achieving racial equity. There is not a single recommendation that does not take racial equity into account for the promotion of human dignity and thus, public safety. This Department must be provided the resources to grow and help lead us towards the goal of everyone being seen and heard.

### **Department of Violence Prevention**

The role of preventing violence is obvious in how it relates to public safety. It essential that we look at prevention holistically and consider public health and healing, rather than punishment

<sup>9</sup> Center for American Progress "[Systematic Inequality](#)"

<sup>10</sup> Bureau of Justice Statistics "[Household Poverty and Nonfatal Violent Victimization, 2008-2012](#)"



and law enforcement. The breadth of categories that apply to a healthy and safe community requires a more robust application of utilizing many proven modes of preventing violence.

**Current General Fund allocation: \$656,665 (0.1%)**  
**Recommended General Fund allocation: \$25,656,665 (3.8%)**  
**Oakland People's Budget allocation: 5.8%**

Preventing violence has been a key topic in the process of Reimagining Public Safety and every single Advisory Board has submitted recommendations regarding this task. The allocations to this Department include a wide range of tasks, such as intimate partner violence programs for adults and in schools, restorative justice for adults and in schools (including five centers for restorative justice), non-police intervention services for Commercially Sexually Exploited Children, funding for rapid anti-displacement programs, increased programs for rental assistance/eviction prevention, behavioral health units and a 24/7 mental health hotline.

### **City Administrator**

In order for any of the recommendations or voices from the people to be heard, the General Fund will need to be allocated differently. The City Administrator be tasked with helping to implement that system, which will require additional staff and new procedures.

**Current General Fund allocation: \$15,166,163 (2.2%)**  
**Recommended General Fund allocation: \$17,166,163 (2.5%)**  
**Oakland People's Budget allocation: 4.5%**

In some form, the City Administrator's office will have to redistribute funds if any recommendation is taken from any Advisory Board or from the Taskforce itself. This entire project is a change from this City's normal administrative practices and this office will have to make adjustments as a result. Two possibilities are the Legal and Policy Barriers Advisory Board's recommendations to develop a Civilian Department of Cannabis as part of an equity-building goal, and separately, to transfer the duties of the special events office outside of OPD.

### **New Department Goals**

Many recommendations from all directions require systems the City of Oakland does not have in place. Systems will have to be recreated in order to accomplish even the smallest of goals.

**Current General Fund allocation: \$0 (0.0%)**  
**Recommended General Fund allocation: \$24,000,000 (3.5%)**  
**Oakland People's Budget allocation: 0.0%**

As it stands, the City of Oakland does little to actionably address issues that perpetuate poverty, which leads to violence. Regarding the Legal and Policy Barriers Advisory Board's recommendation to pay reparations to Black people, there is little to use as a guideline because only one US city has approved that action to date, and it has not yet gone into effect – but Oakland can build these paths for others to follow if we remain committed to reimagining public safety.

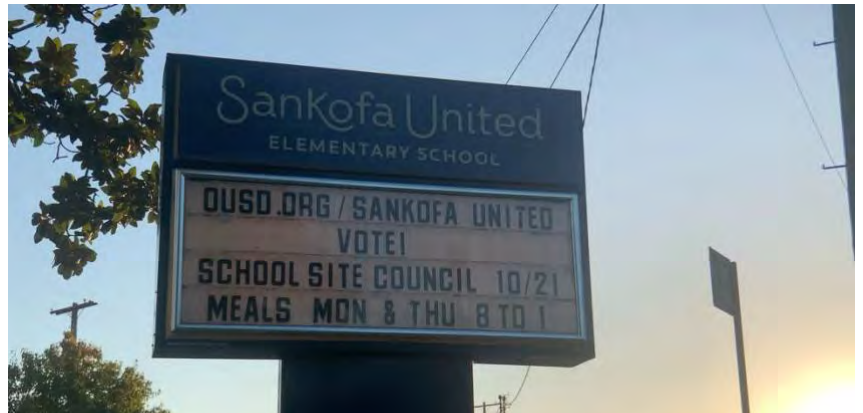
## Example 1: Food

### Overview

#### FOOD = LIFE

Access to healthy food on a consistent basis is the key to life itself. We searched for organizations and programs in Oakland that directly provide food to those in need. Some are well established in this mission and some are more sporadic in their ability to reach out to the community. Some are able to service a large geographic area and some are very localized. Fresh foods, prepared foods and staples are available.

The food programs highlighted herein are those that we have assessed to be most stable (i.e. have sustained over many years, have a consistent model) or scalable (have a structure that could be increased most easily with more staff and resources) or could serve as models for replication in Oakland to enhance food security. The full compendium of programs evaluated can be found in the appendix Table 3.



**Above:** Click to view a 3-minute film by AB member Kara Murray Badal on the Grab and Go Food Program based at Sankofa United.

### Considerations

The connection between food and safety is clear and imperative to consider when reimagining the city budget. In homes, healthy food is essential for healthy bodies and access to nutritious, filling foods eradicates the stress of not knowing where to find the next meal or how one's

children will be fed. There is also research that there is a literal connection between food security and harm reduction. Research has shown that people who reported recurring hunger during their childhood were more likely to be involved in a violent act as adults and that good nutrition can help reduce violent behavior in adults.<sup>9</sup> In the midst of a global pandemic, when many people have lost their jobs and when many adults have taken on expanded roles in caretaking for both children and parents. Easy access to healthy foods has only become more essential.

All of the organizations researched, except one, acknowledge that the provision of food cannot be the single answer to raising the health status and economic

#### Acta Non Verba

ANV offers vital services in education, and access to green, safe spaces and healthy food. We run a gardening camp for low-income Black and Latino children in their communities and serve more than 300 families weekly with their CSA boxes. We seek to expand both the camp and CSA program.

<sup>11</sup> The Online Food Pantry "[Hunger Linked to Violence](#)"

vitality of our communities. However, food can play a role in reaching these desired goals – working with food can provide a livelihood and a career. As such these organizations also have as their missions and focus food centered efforts that have a longer-term horizon for success. These programs aim to better the lives of community members through political advocacy, opportunities for social and community bonding and engagement, community education on food justice and healthy choices, hands-on work and skill building, entrepreneurship and business development.

These programs target youth, re-entry citizens, and small BIPOC businesses among others and take place at schools, housing developments, farms, health clinics, and in these times, virtually. Our recommendations for enhanced funding by the City of Oakland supports both short-term and long-term efforts to decrease food insecurity and build a brighter future for communities. The green bubbles throughout represent highlights of programs considered.

## Key Takeaways

The first recommendation to support the goal for easy, accessible food is to continue the free grab and go food programs being run by OUSD. Even when children return to school and may once again be receiving free or reduced lunch and breakfast, there is still the issue of food insecurity in too many Oakland homes. According to data from Feeding America 15.9% of children in Alameda County are food insecure.<sup>10</sup> In order to ensure every child and parent/guardian has sufficient food there should be a continuation of the free food program run by OUSD who has the experience and capacity to do so. Below are three additional examples of food programs in the city of Oakland that can be scaled to support Oakland residents' nutritional wellbeing.

Another opportunity that should be considered is more co-op grocery stores in historically under resourced neighborhoods that continue to lack healthy food options. Mandela Co-op is a privately-owned organization, but supports continual, sustained community health. The City of Oakland should seize opportunities to support the starting of more co-ops and community grocery stores such as these and perhaps look into a publicly owned grocery store.

Dig Deep Farms is willing and interested in meeting with the City of Oakland to share their model. The city should seize the opportunity for this partnership

### City Slicker Farms

This organization works for equitable access to healthy food, thriving gardens and community space. They set up and mentor members to grow their own food and run a community garden in West Oakland on owned land. They "host" a Town Fridge and stock it with fresh produce from their garden. We recommend creating a farm in East Oakland.

### Mandela Grocery Co-op

Workers are the owners. A full-service grocery store, in the food desert of West Oakland, focused on healthy, locally sourced products. Participant in CNIP - California Nutrition Incentive Program to make shopping affordable to local residents. We recommend seeding similar co-ops throughout the city.

### Good Good Eatz

Uses social media to reach audiences outside BIPOC neighborhoods to build pride in food culture and increase exposure for restaurants and small food stores. The Fund a Lunch program pays local restaurants to provide meals to those in need. We suggest to increasing their scale to reach more unhoused neighbors.

<sup>12</sup> Patch "[Hungry Kids: Thousands in Alameda County Don't Have Enough to Eat](#)"

## Breakdowns by City Department: Human Services

The Oakland Human Services Department exists to make our city a place that works for all. We offer free programs and provide public resources to community organizations that make sure all of our residents can access what they need to be safe, healthy and realize their full potential.

**Current General Fund Allocation: \$15.3M (2.2%)**

**Recommended General Fund Allocation for food-specific investments: \$9.2M (3.58%)**

This would:

- Continue OUSD's Grab and Go food programs indefinitely even after school is resumed.
- Resource Good Good Eat's Fund a Lunch program in order to allow them to deliver food to established organizations for unhoused neighbors such as Oakland Collective and Town Fridge. They could also open public restaurants modeled after [cities that have successfully implanted this model](#).
- Give annual seed funding for grocery cooperatives around the city, which may eventually pay dividends and become self-sustaining.
- Allow City Slicker Farm to open an East Oakland site and run an additional Town Fridge there.
- Replicate Dig Deep Farms circular economy and prison reentry programs in Oakland.

### Dig Deep Farms

Supports a local and circular food economy. Farms grow and distribute food. The Food Hub recovers food and returns inedible food from the community to the farm for compost. Has a Food as Medicine program to educate and promote healthy eating and hosts 50+ prison reentry internships per year. We recommend replicating this program in Oakland.

## Breakdowns by City Department: Oakland Public Works Department

The Oakland Public Works Department plans, builds and takes care of the physical and environmental parts of the City of Oakland. Their work seeks to make the City a great place to live, work, invest and visit.

**Current General Fund Allocation: \$3.7M (0.54%)**

**Recommended General Fund Allocation for food-specific investments: \$80,000 (0.55%)**

All of this funding would be dedicated to setting up community land trust stewarded by the aforementioned non-profits to grow food in neighborhoods that typically lack access to nutritious produce. Cost are low because we believe that land already owned by the city could be utilized and thus funds would be used for conversion and maintenance.

## Example 2: Youth Development

### Overview

Throughout this process, youth needs, and priorities have been identified as critical to securing a future that is life-affirming and restorative for the city of Oakland. Investing in youth is prevention for young leaders in our city and their families, loved ones, and community members. From internal recommendations surfaced by the Youth Advisory Board, internal recommendations offered from other Advisory Boards, and external community resources such as the [Black New Deal](#) and Oakland People’s Budgets, it is clear that community members are demanding significant investments in the departments and practices that support youth, recognizing that investing in youth is investing in our communities in a way that centers the experiences and needs of residents not traditionally centered in our existing budget allocations.

The below chart is a high-level picture of how the current general budget funds are allocated and what an allocation might look like through a youth centered lens. The recommendations incorporate all youth specific task force recommendations, with emphasis on those put forward by the youth advisory board.

The data in the chart summarizes individual recommendations and is supported by research in budget allocations for American cities that have “top safety ratings”, the people’s budget - Oakland, and the costs to run non-profits applicable to the recommendations.

City Departments	Current Budget	Recommended Budget	Current Budget Allocation % General Fund	New Allocation %
Oakland Parks and Recreation Department	\$18.6M	\$28.6M	2.71%	4.18%
Human Services Department	\$15.3M	\$37.3M	2.24%	5.45%
Oakland Public Library Department	\$13.M	\$18.M	1.90%	2.63%
Economic and Workforce Development Department	\$5.1M	\$13.1M	0.75%	1.92%
Oakland Public Works Department	\$3.7M	\$18.7M	0.54%	2.73%
Race and Equity Department	\$.7M	\$1.5M	0.10%	0.21%
Department of Violence Prevention	\$.7M	\$10.7M	0.10%	1.56%

### Key Takeaways:

Oakland’s youth are asking for support that meets their general and specific needs in a way that provides pathways to leadership and opportunities. Some of these investments can be housed within the city’s current department functions and some will require significant granting out to community members and trusted organizations. The overall recommended increase for youth services is \$70.8M (76.6% increase).

This is just under half of the total \$150M cut from the police budget. This large investment is important because according to the Justice Policy Institute “higher levels of education increase access to well-paying jobs, build stronger community ties and positive social skills and decrease risk-taking behavior, all of which decrease the chances that a person will be involved in criminal activity.”

Investing in things like safe places to play, programs to pursue interests, resources to finish high school, and charting a course to college, creates positive ties to the community and promotes positive life outcomes making Oakland safer for everyone. While the recommendations were made through a youth centered lens, we acknowledge that these investments will have a positive impact and provide benefit to all Oakland families and residents.

## **Breakdowns by City Department: Oakland Parks & Recreation Department**

With an emphasis on Oakland’s youth, Oakland Parks, Recreation & Youth Development and its partners will provide best in class, relevant and equitable programs and services, while meeting the specific needs of people and communities both at the neighborhood level and regionally throughout the City of Oakland.

**Current General Fund Allocation: \$18.5M (2.7%)**

**Recommended General Fund Allocation for youth-specific investments: \$28.5M (4.18%)**

Youth task force members requested expansion of existing activity centers and city sponsored (free or income based) extracurricular activity programs that cover a range of interests including sports, art, music, and academics. Programs should be youth focused and outside of school hours (programming should be available until 8pm). A portion of the funds should be allocated to an awareness campaign so residents know that the new programs exist.

## **Breakdowns by City Department: Human Services**

The Oakland Human Services Department exists to make our city a place that works for all. We offer free programs and provide public resources to community organizations that make sure all of our residents can access what they need to be safe, healthy and realize their full potential.

**Current General Fund Allocation: \$15.3M (2.2%)**

**Recommended General Fund Allocation for youth-specific investments: \$37.3M (5.5%)**

Oakland youth overwhelmingly requested opportunities for agency in their city and in their life. The recommendation to support this:

- A youth-led Participatory Budgeting process (\$5M allocated through PB and \$200K for administration, evaluation, consultants etc.) to address root causes of violence. Steering Committee and other eligibility focused on Oakland residents under the age of 23. This should include a commitment to grow the funds annually if metrics are met. Organizations like the Participatory Budgeting Project and Community Democracy Project have expertise to offer here in Oakland.

- Funding that supports high school students in charting their course to college. Should the city not have the infrastructure to support this, it should allocate the funding to a non-profit(s), such as college track and scholar match, for example.
- Funding that addresses early literacy (3rd grade and below) gaps. Should the city not have the infrastructure to support this, it should allocate the funding to a non-profit(s), some examples are Oakland Literacy Coalition and Reading Partners.
- Funding to support youths age 16-24 in job search, career exploration, and career resources to help those looking for jobs and guidance. Should the city not have the infrastructure to support this, it should allocate the funding to a non-profit(s), some examples are Unity Council and Yep.

It is important to recognize that there are some elements of this work that can be housed within this department but a significant percentage of this budget increase is intended to be invested back into community through grants and other contracts for community partners to lead in service and program delivery.

### **Breakdowns by City Department: Oakland Public Library Department**

**Your Oakland Public Library empowers all people to explore, connect, and grow. OPL is celebrated locally and nationally as an indispensable partner in transforming lives.**

**Current General Fund Allocation: \$13.0M (1.9%)**

**Recommended General Fund Allocation for youth-specific investments: \$18.0M (2.63%)**

Libraries provide cultural enrichment and free and easy access to information. Oakland youth would like to see Oakland's libraries modernized and funded, so they can create new programs and enrich current ones.

### **Breakdowns by City Department: Economic & Workforce Development Department**

The Economic & Workforce Development Department works to bring about a vibrant, innovative, globally competitive economy in Oakland. This department's mission is to increase investment in Oakland in a way that contributes to the growth of the City's economy, fosters fiscal sustainability, expands job opportunities for all Oakland residents, and enhances the City's sense of place and quality of life.

**Current General Fund Allocation: \$5,133,807 (0.75%)**

**Recommended General Fund Allocation for youth-specific investments: \$13,133,807 (1.92%)**

Across the board, Oakland's youth are seeking investments in the city budget that increase access to opportunities for job training and capacity building. There are also several requests that would rely on the procurement of new buildings/land that would involve the city's real estate office, housed under this department.

This recommended allocation should be invested specifically to provide Oakland's youth, and their neighbors:

- Free access to employment and entrepreneurial support to apply for jobs, start and sustain small businesses. This can include expanded and deepened programming for the department as well as grants to local nonprofits that can support community members in this way.

- New parks and green spaces for recreation

### **Breakdowns by City Department: Oakland Public Works Department**

The Oakland Public Works Department plans, builds and takes care of the physical and environmental parts of the City of Oakland. Their work seeks to make the City a great place to live, work, invest and visit.

**Current General Fund Allocation: \$3,664,900 (0.54%)**

**Recommended General Fund Allocation for youth-specific investments:  
\$18,664,900 (2.73%)**

Oakland youth are seeking increased investments in city facilities that house many of the programs and services they benefit from most. This increased allocation would be intended to specifically focus on:

- Renovations to libraries and community centers
- General city-wide repairs to streets, sidewalks, parks and other public spaces
- Investments in new community spaces that are physically and emotionally safe for residents dealing with mental health or substance abuse challenges where staff can facilitate programming that foster community connection and access to services.

### **Breakdowns by City Department: Oakland Race & Equity Department**

Oakland's Department of Race & Equity works with City departments to create a city where our diversity is maintained, racial disparities have been eliminated and racial equity has been achieved.

**Current General Fund Allocation: \$659,313 (0.10%)**

**Recommended General Fund Allocation for youth-specific investments:  
\$1,459,313 (0.21%)**

As we identify increased needs for assessing needs and impacts of these changes, we recognize the important role of this department in building structures of transparency and accountability. We feel that the equity impacts of this work will rely on a more robustly staffed Race & Equity department to provide the data and analysis we will need to assess, grow, sustain and evolve the impact of this work. Youth and all of Oakland would directly benefit.

### **Breakdowns by City Department: Department of Violence Prevention**

The Department of Violence Prevention applies a public health approach to violence prevention focused on community-led intervention strategies to realize sustained safety and stability of the families and communities most-impacted by violence. This department will play a critical role in the way Oakland can reimagine public safety and present immediate alternative responses and approaches as community-led responses are grown and residents build their capacity to support one another on this work.

**Current General Fund Allocation: \$656,665 (0.10%)**

**Recommended General Fund Allocation for youth-specific investments:  
\$10,656,665 (1.56%)**



Oakland's youth are asking for significant investments in holistic and life-affirming investments that address the root causes of violence and fund interventions that are more humane than those utilized by armed and/or funded police with OPD today. This increase in funding would be intended to specifically support:

- Programs that support schools in facilitating conversations about community systems and violence prevention. These programs could include offering ways for students to collaborate with city staff to do this work
- Robust youth and broader community-led restorative justice responses and training for community members
- Specifically address violence prevention needs of youth with their input and voice.



**Table 1: AB Recommendations by City of Oakland Department**

Summary of AB Recommendations	City Departments
Funding for City of Oakland staff to administer/monitor Programs funded by Reimagine Budget	All Departments
Develop Civilian Dept of Cannabis	City Administrator
Community policing of large events, protests and traffic improvements in neighborhoods	City Administrator
Increase access to substance abuse services	County
Mental Health/substance abuse	County
Traffic Calming/Street Improvement/Clean neighborhoods	DOT
Intimate Partner Violence	DVP
Restorative Justice	DVP
Non-Police Intervention Services for Sexually Exploited Children	DVP
Programs on intimate partner violence in middle and high school	DVP
RJ programs in middle and high school	DVP
Increase funding DV 24 hour hotline	DVP
Increase funding for rapid anti-displacement programs	DVP
Increase Rental Assistance/Eviction Prevention Programs	DVP
Provide funding for individuals at risk of engaging in crime/violence	DVP
Restorative Justice Centers (5 centers)	DVP
RJC Programs	DVP
Behavioral Health Unit 24/7	DVP
Community Healing Spaces	Human Services
Non-Police Intervention Services for Sexually Exploited Children	Human Services
<u>Address issues of food insecurity</u>	<u>Human Services</u>
Community food co-ops	Human Services
Eviction Prevention Services	Human Services
Expand legal services and social services for all Immigrants	Human Services
Fill gap in legal services for Latino Community	Human Services
Food vouchers	Human Services
MACRO Hotline 24/7	Human Services
Monthly Rental Assistance	Human Services
Transportation to shopping, appts, etc.	Human Services
Youth Hotline	Human Services

Juvenile Diversion Program	Human Services
Expand rapid rehousing program (short term 3-6 months)	Human Services
Expand community cabin program	Human Services
Provide income for victims	Human Services
Services for children impacted by violence	Human services, parks & rec
Reentry Programs - Wraparound services including housing, job training, job placement, counseling, etc...	Human Services?
Provide safe Emergency Housing and transitional housing	Human Services??
MH First Hotline 24/7	NEW / Other
Non-Emergency City Wide Hotline.	NEW / Other
Non-police intervention and services for sex workers	NEW / Other
After School Programing till 8pm	Parks and rec
Community Ambassadors	New/Other
Reparations Commission (90% of 10% of \$150mil)	New/Other
RJ programs in middle and high school	OUSD
Programs on intimate partner violence in middle and high school	OUSD
Expand Parks and programing for Youth sports and other youth Programing	Parks & Rec
Traffic Calming/Street Improvement/Clean neighborhoods	Public Works
Expand Parks and programing for Youth sports and other youth Programing	Public Works
Increase safety and sanitation for people living in cars/RVs	Public Works
Remediation of blighted buildings	Public Works
Vacant lots to grow food	Public Works
Reparations Commission (10% Of 10% of \$150mil)	Race & Equity
Increase stock of affordable housing by purchasing existing multi unit buildings	Workforce & Econ Development (real estate office)
Job preparedness services	Workforce Development
Job training and placement programs	Workforce development
<u>Address issues of employment</u>	<u>Workforce development</u>
Build affordable housing	Workforce Development
Community Healing Spaces	Youth Dev
Juvenile Diversion Program	Youth Dev

**Table 2: Complete Reimagined City Budget**

City Departments	City Department Description	Current Budget Allocation \$ General Fund	Current Budget Allocation % General Fund	Current Budget Allocation \$ All Funds	Current Budget Allocation % All Funds	Amount of Allocation \$	New Total Budget Amount	New Allocation %
Police Department	The Oakland Police Department is committed to reducing crime and serving the community through fair, quality policing.	\$301,809,379	44.12%	\$330,118,936	21.17%	\$0	\$151,809,379.00	22.19%
Oakland Parks, Recreation & Youth Department	With an emphasis on Oakland's youth, Oakland Parks, Recreation & Youth Development and its partners will provide best in class, relevant and equitable programs and services, while meeting the specific needs of people and communities both at the neighborhood level and regionally throughout the City of Oakland. We achieve this mission through intentional engagement and by removing the barriers that prohibit equitable opportunities for all.	\$18,558,125	2.71%	\$36,700,457	2.35%	\$15,000,000	\$33,558,125.00	4.91%
Human Services Department	The Oakland Human Services Department exists to make our city a place that works for all. We offer free programs and provide public resources to community organizations that make sure all of our residents can access what they need to be safe,	\$15,301,922	2.24%	\$109,332,984	7.01%	\$40,000,000	\$55,301,922.00	8.08%

	healthy and realize their full potential.							
Oakland Public Library Department	Your Oakland Public Library empowers all people to explore, connect, and grow. OPL is celebrated locally and nationally as an indispensable partner in transforming lives.	\$13,000,000	1.90%	\$43,634,106	2.80%	\$5,000,000	\$18,000,000.00	2.63%
Economic and Workforce Development Department	The Economic & Workforce Development Department works to bring about a vibrant, innovative, globally competitive economy in Oakland. Our mission is to increase investment in Oakland in a way that contributes to the growth of the City's economy, fosters fiscal sustainability, expands job opportunities for all Oakland residents, and enhances the City's sense of place and quality of life.	\$5,133,807	0.75%	\$15,547,339	1.00%	\$18,000,000	\$23,133,807.00	3.38%
Oakland Public Works Department	The Oakland Public Works Department plans, builds and takes care of the physical and environmental parts of the City of Oakland. Our work makes the City a great place to live, work, invest and visit. Right now, we want to hear your ideas for capital improvements.	\$3,664,900	0.54%	\$160,488,655	10.29%	\$20,000,000	\$23,664,900.00	3.46%
Race and Equity Department	We work with City departments to create a city where our diversity is maintained, racial disparities have been eliminated and racial equity has been achieved.	\$659,313	0.10%	\$759,313	0.05%	\$1,000,000	\$1,659,313.00	0.24%

Department of Violence Prevention	The Department of Violence Prevention applies a public health approach to violence prevention focused on community-led intervention strategies to realize sustained safety and stability of the families and communities most-impacted by violence.	\$656,665	0.10%	\$1,177,495	0.08%	\$25,000,000	\$25,656,665.00	3.75%
City Administrator	The City Administrator oversees the day-to-day operations of all City departments to ensure the goals and policy directives of the Mayor and City Council are implemented	\$15,166,163	2.22%	\$20,337,994	1.30%	\$2,000,000	\$17,166,163.00	2.51%
New						\$24,000,000	\$24,000,000.00	3.51%
Fire Department	The proud men and women of the Oakland Fire Department are committed to providing the highest quality and highest level of courteous and responsive services to the citizens of Oakland	\$169,585,818	24.79%	\$179,030,779	11.48%		\$169,585,818.00	24.79%
Non Departmental and Port		\$49,252,787	7.20%	\$372,178,597	23.87%		\$49,252,787.00	7.20%
Finance Department	The Finance Department provides quality government financial services to the City of Oakland.	\$25,702,795	3.76%	\$43,802,909	2.81%		\$25,702,795.00	3.76%
Information Technology Department	The Information Technology Department (ITD) is committed to providing sustainable and agile delivery of strategic and effective solutions to enhance services for the City's residents,	\$11,515,794	1.68%	\$35,448,873	2.27%		\$11,515,794.00	1.68%

	businesses, employees and visitors. We are dedicated to designing, deploying and maintaining IT systems that support the full spectrum of City government, from human services to public safety to economic development. ITD strives to lead the effort in innovating, adopting, and implementing technologies that will have a lasting impact on City services, government transparency, and civic engagement.							
Human Resources Management Department	The Human Resources Management (HRM) Department hires skilled people. We find, train and support our employees. We deliver labor agreements, employee benefits, and more	\$6,749,986	0.99%	\$10,025,904	0.64%		\$6,749,986.00	0.99%
City Council	Its eight members are elected directly by the people of Oakland. The Council is made up of one representative from each of seven districts and one at-large representative. The Council sets goals and priorities for the City. The council approves the City budget, adopts ordinances to help the City serve its community members, and appoints members to various boards and commissions.	\$6,121,027	0.89%	\$6,121,027	0.39%		\$6,121,027.00	0.89%
Police Commission		\$4,320,062	0.63%	\$4,320,062	0.28%		\$4,320,062.00	0.63%

Mayor		\$3,852,277	0.56%	\$4,374,719	0.28%		\$3,852,277.00	0.56%
City Clerk	The Office of the City Clerk serves the Oakland City Council, City Administration, and residents of the City of Oakland. Our primary responsibilities include producing City Council's agenda materials, conduct of the City's elections, political filings, and administration of records management services citywide. Additionally, the Office of the City Clerk provides free public access to Council meeting materials to ensure that members of the public can be informed, civically engaged citizens.	\$3,051,643	0.45%	\$5,256,344	0.34%		\$3,051,643.00	0.45%
City Auditor	Independent City Auditor. Serving Oakland With Integrity.	\$2,426,363	0.35%	\$2,426,363	0.16%		\$2,426,363.00	0.35%
Public Ethics Commission	The Public Ethics Commission is an independent commission made up of Oakland residents and charged with ensuring fairness, openness, honesty and integrity in Oakland City government.	\$1,300,237	0.19%	\$1,300,237	0.08%		\$1,300,237.00	0.19%
Planning and Building Department	The Planning & Building Department oversees the regulations for the City's growth and development. Through reviewing project plans, enforcing local ordinances, developing neighborhood plans, and responding to public	\$421,355	0.06%	\$44,408,063	2.85%		\$421,355.00	0.06%



	concerns, we work to create a built environment that supports the health and welfare of all Oaklanders.							
Community Police Review Agency	The Community Police Review Agency (CPRA) aims to improve police services to the community by increasing understanding between community members and police officers. The Citizens' Police Review Board (CPRB) was disbanded on December 15, 2017 and the Community Police Review Agency (CPRA) was created in its place.		0.00%		0.00%		\$0.00	0.00%
Employment Investigations and Civil Rights Compliance	We provide comprehensive services to ensure compliance with federal and state civil rights employment laws and City policy that prohibits harassment, discrimination and retaliation based on a person's legally protected status in the workplace. Our office administers a discrimination/harassment complaint process for employees and applicants for employment. Our services include investigations, compliance audits, training, counseling, mediation and coaching. These services are provided to support the City's commitment to cultivate a culture of excellence, respect, and professionalism, and a work environment free from		0.00%		0.00%		\$0.00	0.00%

	unlawful discrimination, harassment, and retaliation.							
Housing and Community Development Department	The Department of Housing and Community Development is dedicated to improving Oakland's neighborhoods and to making sure all Oaklanders have safe and affordable housing.		0.00%	\$49,248,072	3.16%		\$0.00	0.00%
Department of Transportation	The Department of Transportation will envision, plan, build, operate and maintain a transportation system for the City of Oakland and assure safe, equitable, and sustainable access and mobility for residents, businesses and visitors.	\$11,707,269	1.71%	\$61,994,737	3.98%		\$11,707,269.00	1.71%
Workplace and Employment Standards	The Department enforces Council's policies that stimulate the fair and equitable involvement of Oakland Businesses, Workers, and Residents. (Formerly known as Contracts and Compliance Division)		0.00%		0.00%	\$0	\$0.00	0.00%
City Attorney	The Office of the City Attorney provides legal counsel to the City of Oakland, its employees, officers, agencies, boards and commissions.	\$14,049,152	2.05%	\$21,157,209	1.36%		\$14,049,152.00	2.05%
<b>Total</b>		<b>\$684,006,839</b>	<b>100%</b>	<b>\$1,559,191,174</b>	<b>100%</b>	<b>\$150,000,000</b>	<b>\$684,006,839</b>	<b>100%</b>

Table 3: Food Research for Programs in the City of Oakland

Organization/Program	Primary Service Area	Food Production, Distribution, Recovery (P,D,R)	Economic Improvement/ Ownership	Youth/ReEntry	Other Activities/Information	Opportunity for City of Oakland Focus
Alameda County Community Food Bank	Alameda County	D - 39.5 million lbs of food in 2020, 19 million lbs of produce in 2020. R- 100 retail partners in 2020			Assistance to enroll in CalFresh and WIC. Well established - 35th year in 2020. Governmental policy advocates	Due to stability and size, explore possibility for work force development for Youth and ReEntry citizens
City Slicker Farms	West Oakland	P - Sustainable working farm including bees, chickens and water reclamation. D - provides fresh produce to the community, participates in Town Fridge.	Provides planter boxes and 2-year mentorship, free soil, seed, plant starts to community organizations	Internships	Farm park provides space for community gatherings, classes in sustainable farms	Duplicate in East Oakland on City owned land
Dig Deep Farms	Alameda County	P, D, R - 4-5 farm sites (8 acres), Food Hub to receive, distribute and recover food in support of the concept of a Circular Food Economy. The Food Hub includes a commercial kitchen, refrigerated food truck and a licensed food trailer.		50+ reentry jobs through Alameda Sherriff's Dept, other jobs for parolees	Created and managed by the Deputy Sheriff's Activity League (DSAL) of Alameda County. Food as Medicine Program promotes healthy eating - provides 16 weeks of fresh produce and assistance in preparation - in partnership with local health clinics	Model for sustainable, local, community engaged farm. Model for OPD community engagement. Expressed interest in talking with the City of Oakland
Good Good EatZ	Oakland - BIPOC business districts: Chinatown, Old Oakland,	D - win/win model for restaurants and food retailers and community members, e.g. World Central	Marketing model that promotes cultural food business to support their economic stability			Model for cooperative minority, small business support and promotion around food.

	Fruitvale, Black Cultural Zone, Eastlake	Kitchen, CSA boxes, Fund a Lunch	and growth. Working together across cultures to realize economies of scale			Hope to highlight and promote the City of Oakland's diversity on a National and International stage.
Mandela Coop Grocery	West Oakland	D - Full service grocery store carrying locally produced products and produce from CA farms. Emphasis on pesticide free, high quality products	Co-op business model. Workers are the owners.		Founded in 2009. Participates in the California Nutrition Incentive Program (CNIP) which provides discounts to SNAP/EBT customers. Offers cooking and healthy eating classes in the community.	Provide start-up support and storefront to duplicate or expand to East Oakland
Planting Justice	East Bay	P - Farms and orchards in Oakland and El Sobrante. Sell organic and heirloom plants and trees to the public		Gardens and food justice curricula for high schools, reentry jobs	Appear well established and funded. In turn, they assist with funding of smaller local food efforts such as the Indigenous Farming Project and Phat Beets Produce	Due to stability and size, increase work force development for Youth and ReEntry citizens.
Town Fridge	Primarily East and West Oakland	D, R - loosely organized mutual aid for communities immediately adjacent to each Fridge			Almost entirely a volunteer and ad hoc operation.	
Acta Non Verba	East and North Oakland	P, D – Farms and farm partnership w/ 300 ppl CSA	College accounts for all student participants	Teaching farming to young people	Middle school youth program in farming and other trade skills.	Supporting next generation of community farming

**Table 4: Reimagined Food Budget**

	Cost	Department	Description
--	------	------------	-------------

Continued meals for families via OUSD	\$6,853,144.00	OUSD/HSD	In coming years OUSD will likely return to in-school models of ensuring students are fed. However, with the lasting economic effects of COVID on food insecurity it is recommended to continue grab and go food programs indefinitely. This figure is the estimated cost of the Grab and Go food program for the 2020-2021 school year.
Open East Oakland site operated by City Slickers	\$289,794.00		See below
	\$249,794.00	HSD	Currently this program runs in West Oakland. This cost represent a 50% increase of their expenses from the year 2018 (the most recent year for which tax info was available.) This would allow them to open an East Oakland site and run an additional Town Fridge there.
	\$40,000.00	OPW	One time starter cost for developing existing land owned by the city into a new community garden + the purchase of new fridges. Community Land Trust. Black new deal
Seed funding for grocery co-ops such as Mandela Grocery Cooperative	\$100,000.00	HSD	Annual seed funding for grocery cooperatives around the city. May eventually see dividends and be self-sustaining.

<p><b>Expand Good Good Eatz World Central Kitchen</b></p>	<p><b>\$1,600,000.00</b></p>	<p><b>HSD</b></p>	<p><b>Good Good Eatz currently partners with World Central Kitchen who works with 125 restaurants to donate 8,000 meals per week. A 1.6M annual contribution via contract with HSD would allow them to operate at roughly triple the size of World Central Kitchen and direct food to established organizations for unhoused neighbors such as Oakland Collective and Town Fridge. They could also open public restaurants in a model similar to Belo Horizonte in Brazil.</b></p>
<p><b>Expand Acta Non Verba Camps and CSAs</b></p>	<p><b>\$289,625.00</b></p>		<p><b>See below</b></p>
	<p><b>\$185,625.00</b></p>	<p><b>HSD</b></p>	<p>Funds to grow the camp program. Camp is currently \$225 per week serving 75 students for 8 summer weeks, 2 weeks in Winter, and one week in Fall. This cost is to double the amount of children served.</p>
	<p><b>\$104,000.00</b></p>	<p><b>HSD</b></p>	<p>Cost of a CSA is \$40 for a full share or \$20 for a half share. This cost is to be able to cover the full cost of a half share or half of the cost of a half share for an entire year for 100 new CSA boxes. Funds could also be used for advertising since they already accept EBT or to open additional pick-up locations in areas that lack grocery produce options.</p>

<b>Create a Oakland City version of Dig Deep Farms</b>	<b>\$140,000.00</b>		
<b>Replicate Dig Deep Farms</b>	<b>\$140,000.00</b>	<b>HSD</b>	
	\$100,000.00	HSD	Seed funding for a program similar to Dig Deep Darms in Oakland.
	\$40,000.00	OPW	One time starter cost for developing existing land owned by the city into a new community garden + the purchase of new fridges. Community Land Trust. Black new deal
<b>HSD TOTAL</b>	<b>\$9,232,563.00</b>		
<b>OPW TOTAL</b>	<b>\$80,000.00</b>		
<b>COMPLETE TOTAL</b>	<b>\$9,312,563.00</b>		

**Table 5: Regression Analysis Comparing Violent Crime and Homicide with Police Budget and Number of Sworn Officers**

	Sworn Officers	Budget	Violent Crimes	Homicides
2007	699	\$194,008,823	7,605	120
2008	736	\$208,240,302	7,905	119
2009	830	\$216,113,943	6,793	105
2010	780	\$213,525,180	6,267	90
2011	656	\$216,784,240	6,652	102
2012	642	\$199,160,122	7,963	126
2013	613	\$200,719,834	7,984	90
2014	626	\$204,178,776	6,376	80
2015	695	\$219,657,802	6,216	83
2016	721	\$235,570,787	6,028	85
2017	744	\$242,535,092	5,795	71
2018	747	\$270,783,513	5,924	67
2019	749	\$284,817,949	6,365	75

**SUMMARY VIOLENT CRIME OUTPUT\***

*Regression Statistics*

Multiple R	0.658947454
R Square	0.434211747
Adjusted R Square	0.321054096
Standard Error	672.4247696
Observations	13

\*Assessments about significance within the report used a .05 p-value threshold.

**ANOVA**

	<i>df</i>	<i>SS</i>	<i>MS</i>	<i>F</i>	<i>Significance F</i>
Regression	2	3470044.524	1735022.26	3.83722836	0.0579788
Residual	10	4521550.707	452155.071		
Total	12	7991595.231			



	<i>Coefficients</i>	<i>Standard Error</i>	<i>t Stat</i>	<i>P-value</i>	<i>Lower 95%</i>	<i>Upper 95%</i>	<i>Lower 95.0%</i>	<i>Upper 95.0%</i>
Intercept	11953.41594	2284.327831	5.23279355	0.00038275	6863.6163	5	17043.2155	6863.61635
Sworn Officers	-1.989050515	3.385534951	-0.5875144	0.5698858	-9.5324925	5.55439144	-9.5324925	5.55439144
Budget	-1.69115E-05	7.7285E-06	-2.188203	0.05349829	-3.413E-05	3.0864E-07	-3.413E-05	3.0864E-07

### SUMMARY HOMICIDES OUTPUT

#### *Regression Statistics*

Multiple R	0.730907231
R Square	0.53422538
Adjusted R Square	0.441070457
Standard Error	14.56215766
Observations	<u>13</u>

### ANOVA

	<i>df</i>	<i>SS</i>	<i>MS</i>	<i>F</i>	<i>Significance F</i>
Regression	2	2432.204874	1216.10244	5.73480561	0.0219219
Residual	10	2120.564356	212.056436		5
Total	12	4552.769231			

	<i>Coefficients</i>	<i>Standard Error</i>	<i>t Stat</i>	<i>P-value</i>	<i>Lower 95%</i>	<i>Upper 95%</i>	<i>Lower 95.0%</i>	<i>Upper 95.0%</i>
Intercept	173.5225863	49.46983442	3.50764437	0.00565385	63.296926	2	283.748246	63.2969262
Sworn Officers	0.062097652	0.073317784	0.84696575	0.41682318	-0.1012646	0.22545985	-0.1012646	0.22545985
Budget	-5.56228E-07	1.6737E-07	-3.3233434	0.00770388	-9.292E-07	-1.833E-07	-9.292E-07	-1.833E-07

# FINAL REPORT

## OPD Service Call Data and Analysis

### Working Group of Budget & Data Analysis Advisory Board

### Reimagining Public Safety Task Force

March 1, 2021

#### ***Executive summary***

Our group has focused primarily on the 2019 Calls for Service (CFS) data provided by the City of Oakland Police Department (OPD) on December 1, 2020 to the Reimagining Public Safety Task Force (RPSTF). No other CFS data was provided by OPD. We analyzed the CFS data provided in order to categorize how OPD patrol officers spend their time to quantify the impact of civilianizing specific types of calls. In addition, we also compared our analyses with those in the OPD requested [Police Data and Analysis Report](#) written by the Center For Public Safety Management (CPSM) and provided to us on December 28, 2020.

This report includes:

- Our methodology to ensure readers understand the data available and the limitations of the analysis
- A summary of high level analyses of the Calls for Service data with the goal of highlighting categories of Calls for Service that were suggested as having opportunity to be civilianized or addressed by an alternative response
- Various other analysis of the Calls for Service data to support better data transparency and management policies by OPD
- Comparison to OPD crime clearance rates published by the FBI as part of the Uniform Crime Reporting
- A critique and contrast of our analysis with the CPSM report
- Challenges related to the CFS analysis
- Observations and Conclusions related to the work

#### ***Summary of the 2019 CFS Data***

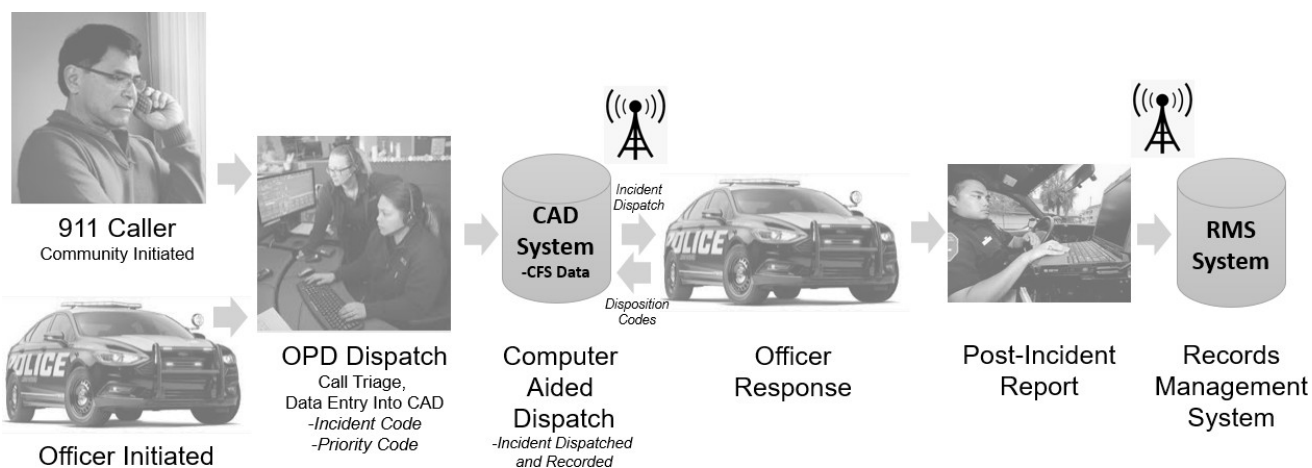
The 2019 CFS data set provided by OPD corresponds to 442,841 individual calls made during the 2019 calendar year (January 1, 2019, through December 31, 2019). Each call contained data on:

- An incident code (nature of requested assistance)
- The CFS source (community or police initiated)
- A priority code
- The OPD police beat for the CFS address
- A de-identified address for the CFS (street addresses, at the block-level only)
- Five specific event times arising during the handling of each CFS: Create, Transmit, Dispatch, Arrival and Closed
- The first five disposition codes

## Methodology

Much of our early effort went into interpreting the meaning of the incident codes (the nature of assistance requested), call source (community or officer initiated), priority (urgency of the CFS), various time stamps, and disposition codes (status codes submitted by the responding officer). Background research involved reference to the California Penal Code, information from public police data from other jurisdictions, National Institute for Criminal Justice Reform (NICJR) staff, insights of retired OPD officers, and an extended interview with the manager of OPD dispatch. Based on our research and analysis of the CFS data, this is our understanding of the lifecycle of a CFS incident.

### Incident Lifecycle Overview



## Glossary of Terms

We developed a “[glossary](#)” defining the various codes and terms used in the CFS data; this resource can be used for analysis of OPD data beyond the scope of the Reimagining Public Safety Task Force. The following subsections are a summary of the data categories used in the 2019 CFS data set.

**Incident Codes:** In the 2019 CFS data set, 367 different incident codes were included, some occur more frequently and some only once. The complete glossary identifies 7 top-level incident types and 57 more refined sub-categories.

**Call Source:** CFS come into dispatch two ways: (1) community initiated (911 calls, calls transferred from the non-emergency number, or transferred from California Highway Patrol dispatch) and (2) officer initiated (either from an officer radioing in or initiating the call from the mobile data terminal in their vehicle).

**Priority:** Calls are classified by the dispatcher from priority 0 (most urgent) to priority 6 (less urgent). The priority of calls is defined as follows<sup>1</sup>:

- Priority 0: incidents of terrorism, weapons of mass destruction, or when an officer needs help.

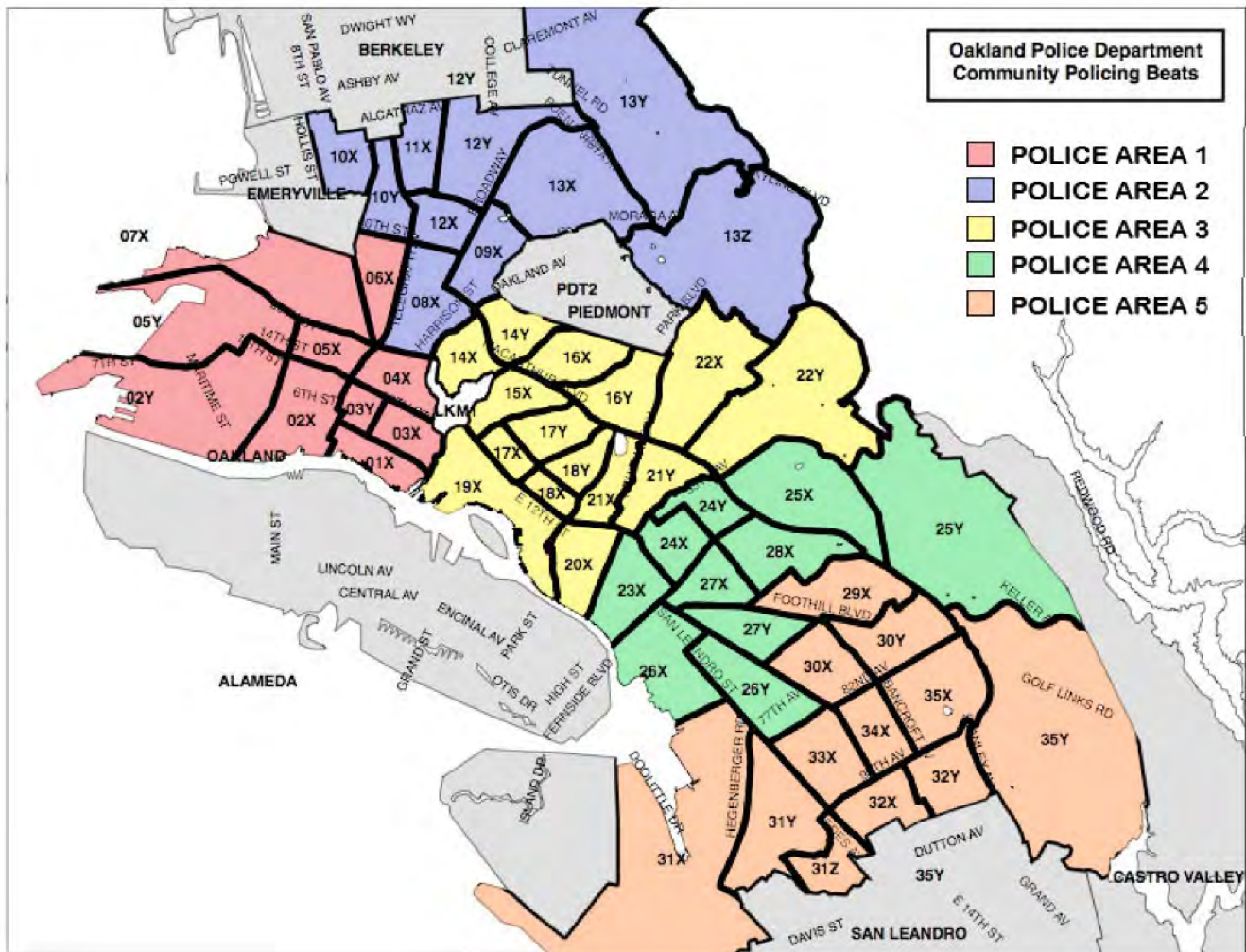
<sup>1</sup> Info from OPD Communications Division 9-1-1 Call Operations Audit:

[https://www.oaklandauditor.com/wp-content/uploads/2018/06/20171102\\_Performance\\_OPDCommunicationsDivision911CallOps.pdf](https://www.oaklandauditor.com/wp-content/uploads/2018/06/20171102_Performance_OPDCommunicationsDivision911CallOps.pdf)

- Priority 1: situations involving imminent injury to persons and for prevention of violent crime and incidents involving a weapon.
- Priority 2: urgent, but not immediate emergencies including in-progress misdemeanors, in-progress disputes with violence potential, stolen vehicle reports, and just-occurred felonies.
- Priority 3: cold reports and situations where there is no threat of danger to life or property.
- Priority 4: report abandoned autos and incidents created for documentation purposes

No formal definition was provided for Priority 5 or 6 CFS.

**Beat:** Oakland is divided into 5 police areas and 35 beats<sup>2</sup>. These 35 beats are additionally split into 57 community beats. OPD patrol officer staffing is split up by police area and Community Resource Officers (CROs) are assigned one per beat.<sup>3</sup>



**Address:** The addresses included in the CFS data were de-identified to protect privacy. All addresses were rounded to the nearest 100-block.

**Disposition Codes:** In the 2019 CFS data set, 87 disposition codes were referenced, with some dispositions only being referenced once or a couple times. Dispositions were organized into 16 categories.

<sup>2</sup> Interactive OPD area map: <https://www.oaklandca.gov/resources/oakland-police-areas-map>

<sup>3</sup> Current OPD CROs: [https://cao-94612.s3.amazonaws.com/documents/CRO-NCPC-Assignment-Directory\\_31Oct20.pdf](https://cao-94612.s3.amazonaws.com/documents/CRO-NCPC-Assignment-Directory_31Oct20.pdf)

## Definition of Terms Used in Analysis

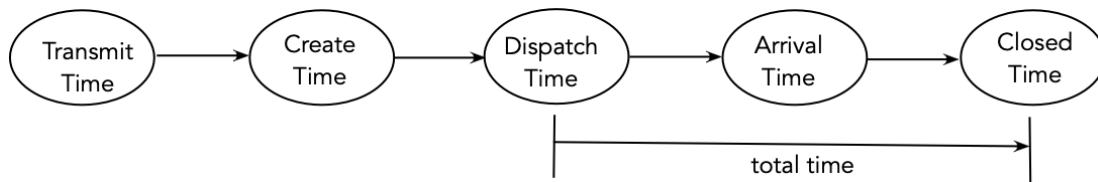
The following subsections describe our understanding of how the various data categories from the 2019 CFS dataset relate to each other.

**Relationship Between Incident Code and Disposition:** A key feature of the glossary is a classification system for both incidents and dispositions that organizes individual codes into meaningful groups. For example incident codes 270, 271, 272, 277, 601PU, 601R, FNDJUV were all determined to involve Child Welfare; disposition codes 905, BAV, PC, VT all involve Traffic.

**Officer Response to CFS:** Nearly half of the CFS data were either not dispatched or an officer did not arrive on scene. In some cases, the CFS was canceled before it was dispatched or between dispatch and an officer arriving on scene.

**Time to respond to a CFS:** The elapsed time between Transmit and Arrival was used to calculate the amount of time for an officer to respond to a CFS. Our analysis focused on CFS with complete call Dispatch, call Arrival, and call Closed records.

**Time to complete a CFS:** Given our goal to examine the pattern of CFS and how OPD patrol officers spend their time, we determined it most informative to focus on the time between Dispatch and the Close of a CFS to calculate overall officer time. Our analysis focused on CFS with complete call Dispatch, call Arrival, and call Closed records.



We also found that some CFS close times were left open for extended periods, in some cases for months, thus distorting CFS durations. From our discussion with the OPD Dispatch Supervisor, we were informed that when an officer reopens a CFS for follow up investigation, the same incident ID is used. Because there is only one field in the computer aided dispatch (CAD) system for closing a call, it negates the original closing time, thus making it appear that the call has been open since the original dispatch. Our solution was to limit all CFS closed times to a maximum of 24 hours. See Appendix 1 for further details.

**CFS Database Systems:** There are two systems that OPD uses to manage their calls for service: computer aided dispatch (CAD) and records management system (RMS), to which we did not have access. The RMS data includes the details of the calls such as which officers responded, the number of officers that responded, notes, arrest or citation information, etc). The CFS data that we were provided is directly from CAD, but does not have any identifiers that would allow us to connect the CFS data to the RMS data set, so although there are some things we can determine from the data we've been given, there are details that we cannot analyze due to the limitations in the data OPD was willing to share with us.

## Specific Analyses

### CFS Categorization

We developed the following categorization system based on the California Penal Code, information from public police data from other jurisdictions, NICJR staff, and insights of retired OPD officers. We categorized the CFS data into seven overarching types, as follows:

**Admin** – Dispatch calls related to administrative tasks (such as training, attending community meetings, writing and reviewing reports) and officers notifying dispatch that they are out of service (such as taking personal breaks, fueling vehicles, etc).

**General** – General calls for service. This includes 911 hang-ups, general assistance to community members, assisting other officers, collecting evidence, requests for assistance from outside agencies, event management, pursuit of suspects, response to hazards, securing crime scenes, special assignments, specialized units, and warrant service.

**Person** - Calls for service which involve crimes against a person. This includes aggravated and simple assault, child abuse, domestic violence, hate crimes, homicide, indecent exposure, kidnapping, mayhem, robbery, sexual assault, stalking, and threats.

**Property** - Calls for service for property crimes. This includes arson, burglary, embezzlement, extortion, false personation, forgery, larceny, recovery, trespassing, and vehicle theft.

**Statutory/Public Peace** - Calls for service for statutory crimes and crimes against the public peace. This includes calls related to alarms, alcohol, animal control, blight, disorderly conduct, disturbing the peace, drugs, suspicious persons, traffic enforcement, traffic incidents, and weapons.

**Uncategorized** – Calls for service that cannot be categorized using the CAD data alone. On view are officer initiated calls into dispatch where the nature of the incident is not immediately clear to the officer. In some cases, these calls are re-categorized with specific incident codes by dispatch after the incident is closed if the officer gives follow up information. CODE33 calls are officer initiated calls into dispatch to restrict radio traffic due to a critical incident. Only officers involved in the critical incident can use the radio for communication on that channel while the CODE33 is in effect. It is not possible to tell what type of incidents were being responded to for the On View and CODE33 calls in the CFS data we were provided; access to the RMS data would be required to categorize.

**Welfare/Medical** - Calls for service related to medical and welfare. This includes ambulance requests, child welfare, general welfare, mental health, missing person, and suicide.

## Overview of CFS Analysis

In order to better understand how OPD patrol officers spend their time, we analyzed the CFS data in several different ways. CFS were quantified by total call volume (number of calls per category) and overall officer time per category. We did not have access to the RMS data which contains the number of officers that responded to each specific CFS. Without that information, we cannot precisely quantify the overall officer time, and therefore calculated a range representing low end and high end as follows:

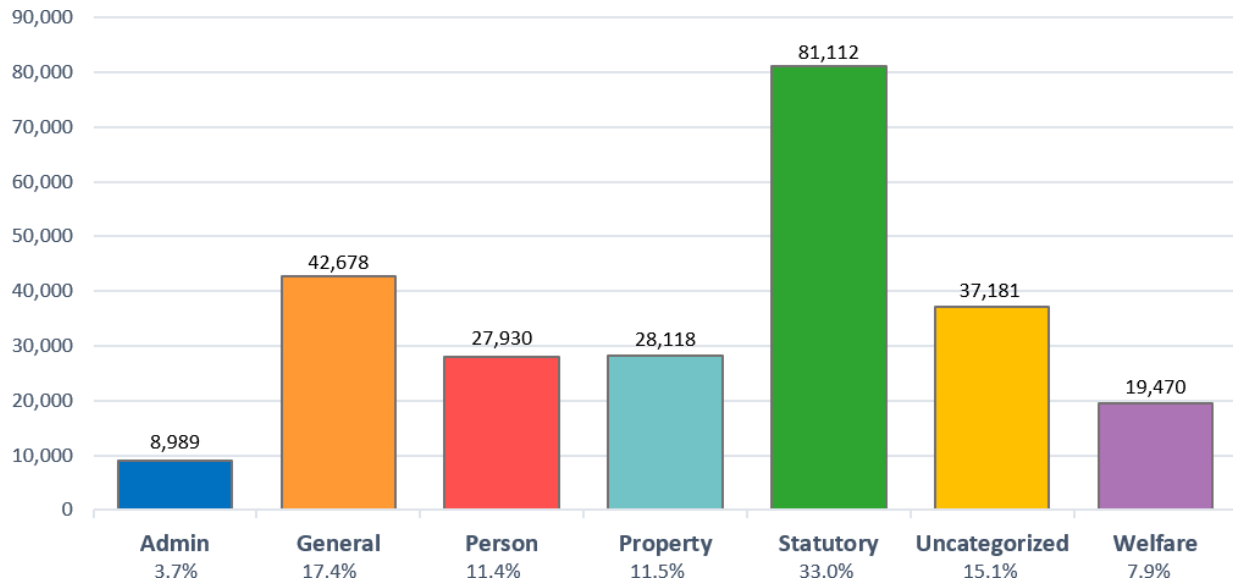
- The lower boundary of overall officer time was calculated by totaling the duration of calls (dispatch to close). This does not account for the number of officers responding to each call.
- The upper boundary of overall officer time was calculated by multiplying the call duration (dispatch to close) by the average number of units that respond to a call from the CPSM report, Table 27.

The accuracy of this approach is limited by the data provided in the following ways:

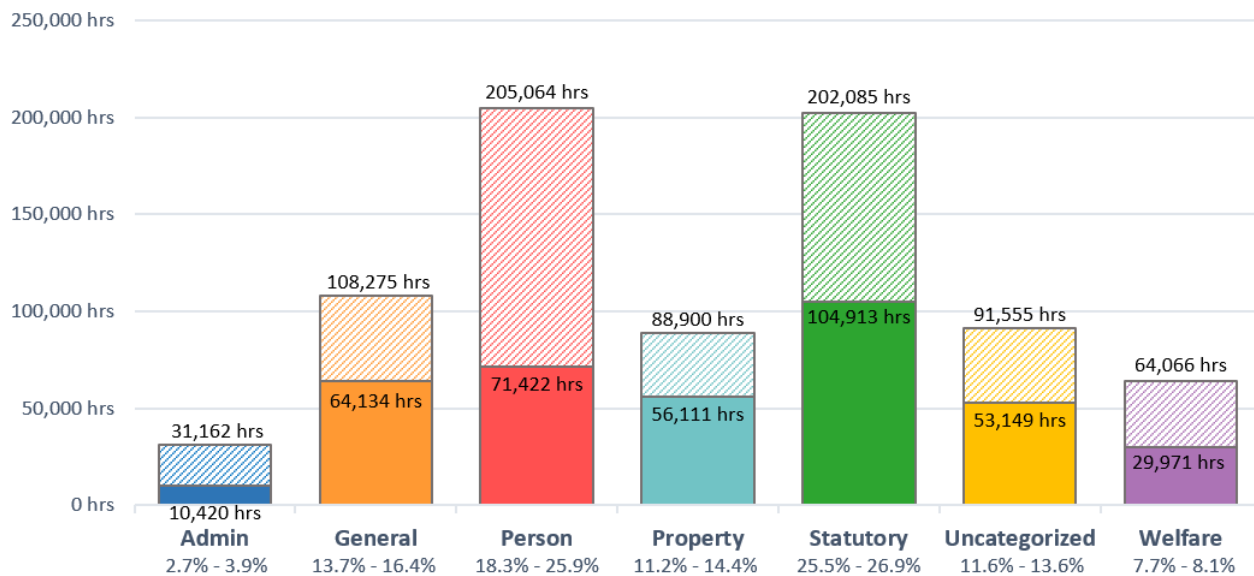
- The duration of the call without a multiplier is an underestimation of the overall officer time as it does not account for multiple officers responding to the same CFS.

- The duration of the call multiplied by the average number of responding units is an overestimation of officer time as 1) the number of responding officers from the CPSM report is an average per incident code and is not specific to each CFS and 2) not all officers stay on the scene for the entire call duration.
- We have presented OPD overall officer time as a range to account for the uncertainty presented above. Only calls where an officer arrived on-scene were included in this analysis and call durations were capped at 24 hours, as discussed previously. See Appendix 1 for a summary table listing the number of calls, overall duration, average number of officers that responded, and overall officer time per category.

**Total Number of Calls (Volume and Percent of Total) per Category**



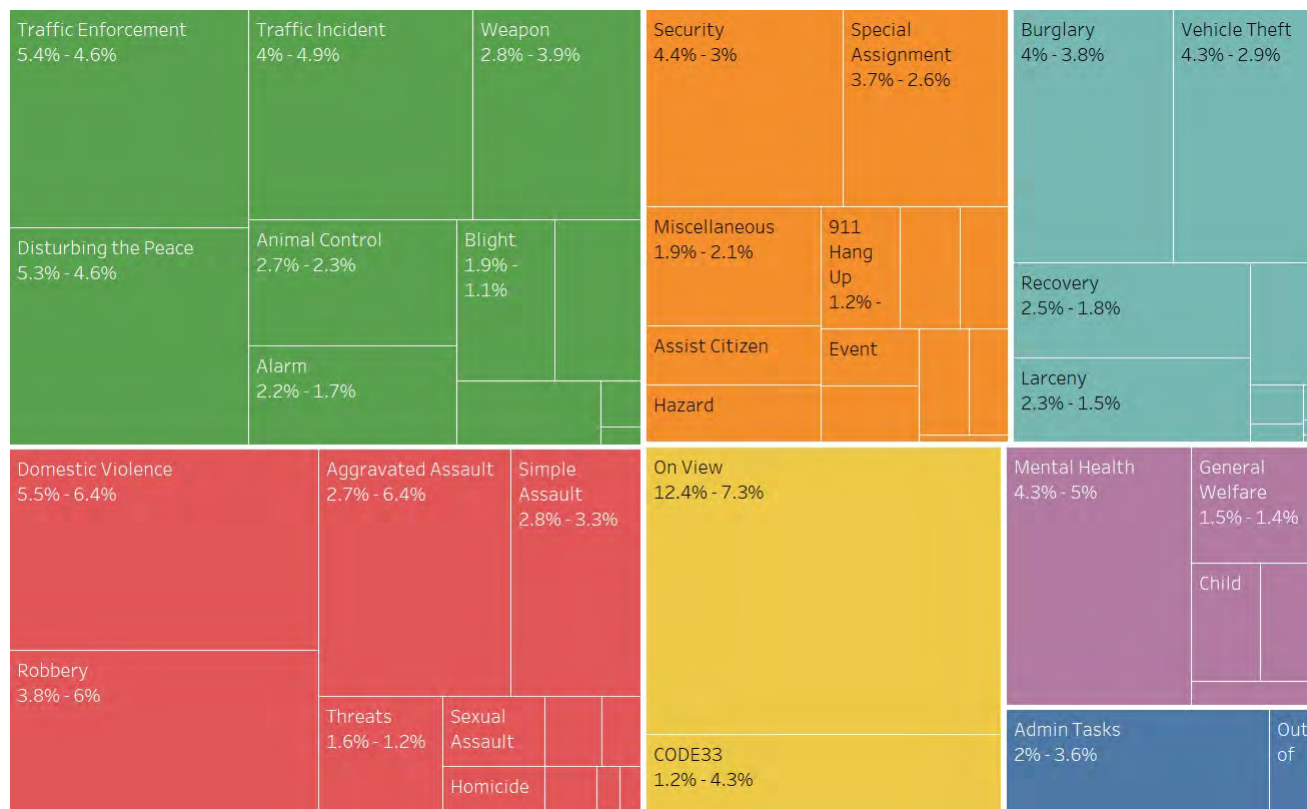
**Overall Officer Time (Range of Hours and Percent of Total) per Category**



▨ Upper Bound Overall Officer Time (# of units x Sum of Δ Dispatch to Close)

■ Lower Bound Overall Officer Time (Sum of Δ Dispatch to Close)

## Percentage Range of Overall Officer Time per CFS Sub-Category



*\*For categories not labeled in this figure, see Appendix 1 for percent range of officer time per category.*

### Highlighted CFS Categories

We performed analyses focused on specific incident categories with opportunities for civilianization or alternative response. These incident categories were identified as potential areas for alternative responses after consulting with other Advisory Boards, soliciting community feedback, and after reviewing our own CFS analyses. The following subsections describe each of these categories in more detail:

- Alarms:** Between 8,720 and 13,269 OPD officer hours were spent responding to residential and commercial intrusion alarms CFS in 2019, which represents **1.7% - 2.2%** of overall officer time spent on service calls. This analysis was used to support the recommendation from our working group regarding OPD response to verified alarms only. See recommendation for [Verified Response Ordinance](#) to reduce OPD time responding to false alarms.
- Anti-homelessness Ordinances and Encampments:** The only incident code that is specific to anti-homeless ordinance and encampments is (ENCMP) HOMELESS ENCAMPMENT. This code had 732 to 1,025 hours of OPD officer time assigned to it in 2019. Other calls related to homeless encampments or unsheltered persons may be buried within general welfare checks, disturbing the peace, or disorderly conduct; however, without access to the RMS data, we cannot identify those calls.
- Blight:** This consists of dumping waste, vandalism, and abandoned autos. Between 7,423 to 8,903 OPD officer hours, **1.1% - 1.9%** of overall officer time.



- **Child Abuse & Child Welfare:** This includes failure to provide adequate care for a minor, child abandonment, crimes against a child, and runaway juvenile. Between 4,852 and 8,535 hours, or **1.1% to 1.2%** of the CFS-related time. See [graph of child-related CFS flow](#)<sup>4</sup> for more information about the dispositions for these calls..
- **Disturbing the Peace:** This consists of noise complaints related to customers, drunk people, neighbors, roommates, protestors, and loud automobiles. Also included in this category are homeless encampments and sideshows. Disturbing the Peace calls for service account for 20,729 to 36,074 hours of OPD officer time which comprises **4.6% - 5.3%** of all CFS-related officer time.
- **Domestic Violence:** This includes spousal abuse, custody violations, cruelty to a dependant, noise disturbances involving a partner or family member, and emergency protective orders. Between 21,510 and 50,416 hours, representing about **5.5% - 6.4%** of the total officer time. For disposition flow, see [graph of domestic violence-related CFS flow](#).
- **Drugs:** CFS related to dealing and possession of drugs, totalling between 304 to 470 hours, or **0.1%** of the overall officer time. See: [graph of drug-related CFS](#)
- **Events:** OPD is hired by outside agencies to work security and traffic routing for certain events, such as sports games or shows at the Oakland Coliseum and Arena. In 2019, between 1,704 to 5,206 OPD officer hours were spent working events. This represents about **0.4% - 0.7%** of the CFS-related officer time. Although the City is reimbursed for this service, it still represents a drain on OPD resources that could be spent on crime resolution.
- **General Welfare:** This includes overdoses, checking on people sleeping in public, and welfare checks. Welfare Checks constitute 5,871 to 11,190 hours of OPD officer time which is **1.4% - 1.5%** of CFS-related officer time. The majority of this time is spent on general welfare checks.
- **Mental Health:** This consists of calls regarding persons with possible mental illness (both violent and non-violent incidents), suicide and suicide attempts, transportation to the John George Pavillion mental health facility, and evaluations. The category accounts for 16,517 to 38,461 OPD officer hours, comprising **4.2% - 4.9%** of all CFS-related officer time. Approximately 90% of this time deals with suicide, evaluation and other non-violent mental illness calls. It should be noted that in practice there is a mental health component to many other types of calls, typically those involving responding to the unsheltered population, that may not be categorized as mental health in this analysis due to the limitations in the CFS data we were provided. See also: [graph of mental health-related CFS flow](#)<sup>5</sup>.
- **Sex Work:** The only incident code that relates specifically to sex work is (647B) PROSTITUTION/DISORDE which represents 409 to 532 OPD officer hours in 2019. Other calls related to sex work may be buried within the other CFS; however, without access to the RMS data, we cannot identify these calls.
- **Sexual Assault:** This includes rape, incest, and sexual battery and consists of between 2,550 to 5,765 hours, or **0.7%** of the overall officer time in 2019. It should be noted that sexual assault is often highly under-reported. See: [graph of sexual assault CFS flow](#)

<sup>4</sup> These graphs show "flows" of CFS activity, from initial incident code nodes, through incident --> disposition links, and then from one disposition to the next. See Appendix 2 for a link to the code that was used to develop these figures.

<sup>5</sup> In the mental health graph, nodes and links of highest frequency have been highlighted.

- **Traffic Enforcement:** This includes all traffic stops (walking stops, bicycle stops, and car stops), parking enforcement in tow away zones, traffic closures, and stalled vehicles. OPD spent between 21,070 to 36,060 OPD patrol officer hours enforcing traffic regulations. This constitutes **4.6% - 5.4%** of all CFS-related officer time.
- **Traffic Incidents:** This includes reckless driving, hit and runs, DUIs, speeding, and collisions. OPD spent between 15,774 to 39,159 hours responding to traffic incidents. This represents **4% - 4.9%** of all CFS time.

In addition to the caveats listed above, the amount of time OPD spends on each of these categories may be underreported as On View calls are not categorized in a usable way in the CFS CAD system.

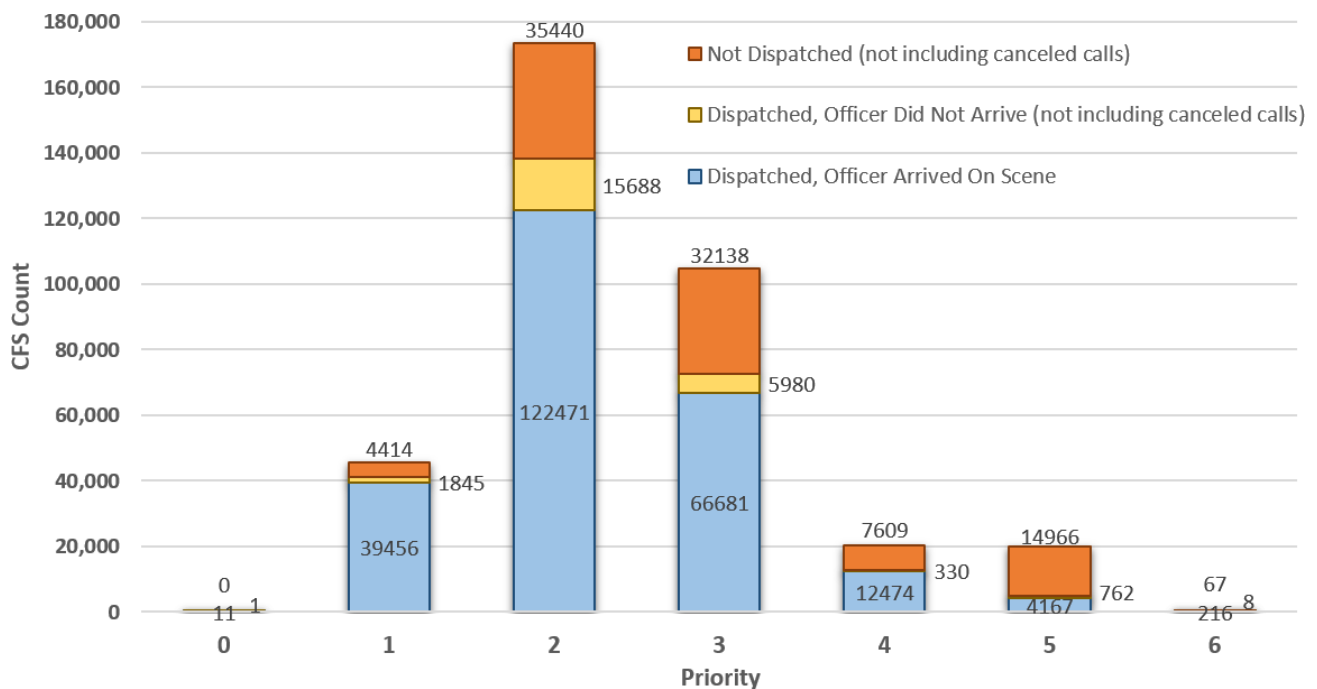
### Uncategorized CFS

A significant percentage of OPD patrol officer time is spent on calls that cannot be categorized from the CFS data alone. The codes in question are (OV) ON VIEW calls and (CODE33) EMERGENCY TRAFFIC ON. This represents between **11.6% - 13.6%** of all CFS in 2019. Access to the RMS data is needed to categorize the time spent on these calls as there is not enough information in CAD to categorize them. OPD should consider stronger policies on ensuring On View and CODE33 calls are re-categorized upon completion of the incident in the CAD data to facilitate better record keeping.

### Priority vs Response

As discussed previously, not all CFS were dispatched or had an officer arrive on scene. In some cases, a CFS was canceled before it was dispatched or between dispatch and an officer arriving on scene. The following figure shows the breakdown of calls by priority (calls that were canceled before an officer arrived on-scene have been filtered out of the following graph). As shown, a significant number of priority 2 through priority 6 CFS are not dispatched and/or do not have an officer arrive on-scene.

CFS Priority vs Patrol Officer Response



## Frequent CFS Addresses

A very large number of CFS refer to a very small set of the same addresses. Some of these simply reflect apparent reporting procedures. For example, 13,871 CFS use “400 7TH ST” which is OPD’s headquarters, as their address. Other addresses, however, seem to indicate specific locations with repeated events requiring OPD attention. 695 distinct addresses are mentioned 100 or more times. Distinguishing addresses used in CFS reporting as a clerical short-hand vs. those that reflect consistent demands on OPD services is necessary to determine if additional services are needed for specific neighborhoods or addresses.

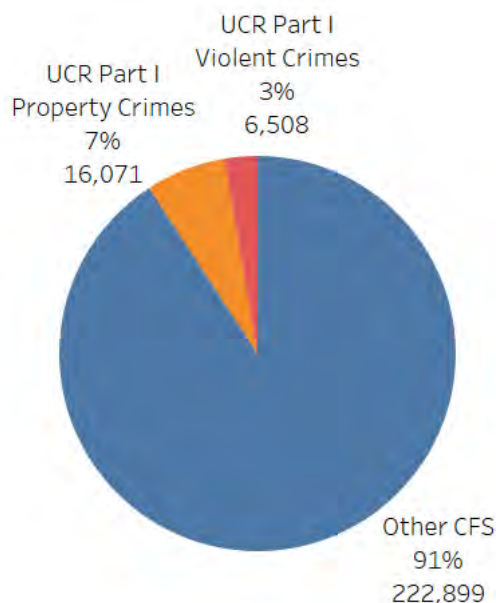
## Clearance Rates for Uniform Crime Reporting (UCR) Part I Crimes

The clearance rate for crimes is a useful metric for understanding how effectively OPD is using their time. OPD keeps statistics, including number of incidents reported and cleared, on specific violent crimes and property crimes committed in the city as part of the FBI’s Uniform Crime Reporting (UCR) database<sup>6</sup>. These statistics are sent to California’s Department of Justice (oac.ca.gov) which forwards them to the FBI each year. The FBI uses data provided by law enforcement agencies across the United States to produce annual crime statistics publications. Statistics are kept on eight crime categories, known as Part I Crimes:

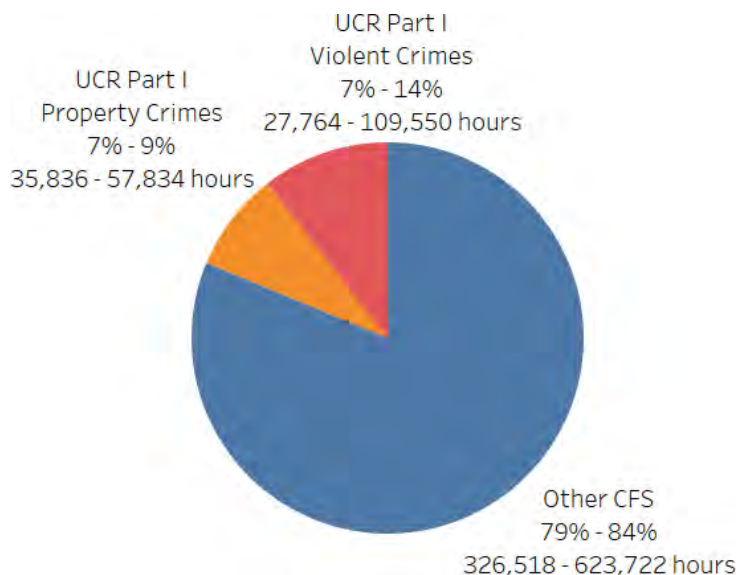
- Violent Crimes:
  - Aggravated Assault, Criminal Homicide, Forcible Rape, Robbery
- Property Crimes:
  - Arson, Burglary (excluding auto burglary), Larceny-Theft, Motor Vehicle Theft

The breakdown of the Part I crimes committed in 2019 is presented below in comparison to the CFS call volume and the range of overall officer time:

**UCR Part I Crimes  
Total Number of Calls  
(Percentage and Call Volume)  
per Category**



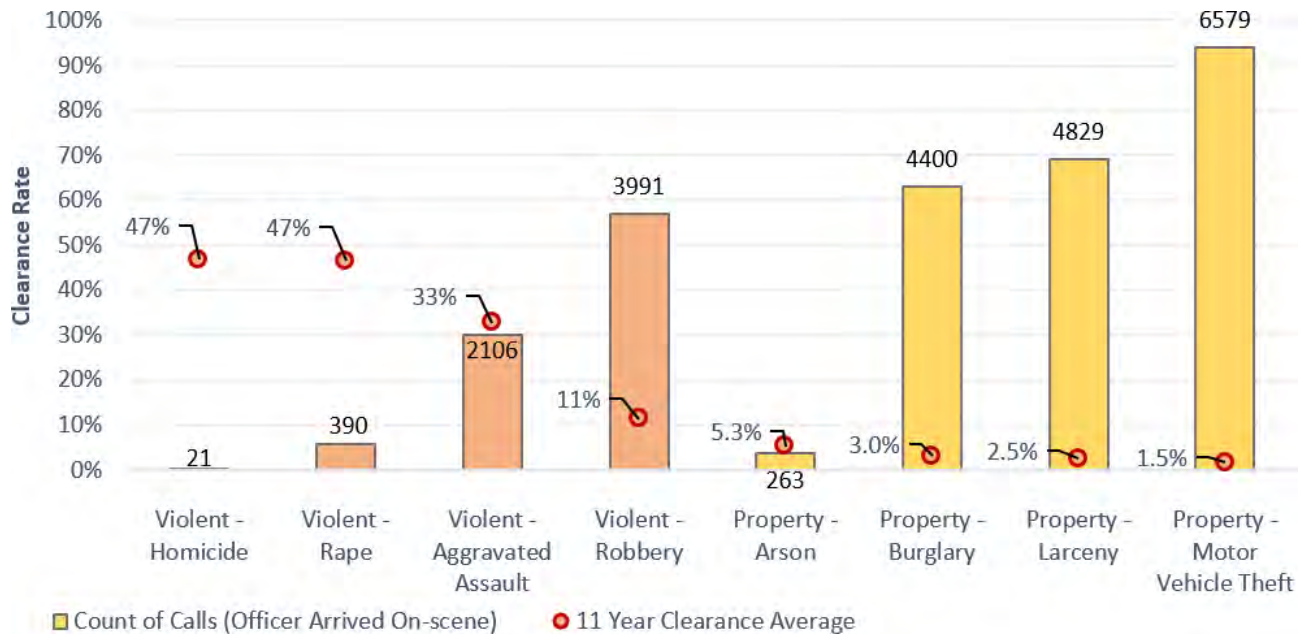
**UCR Part I Crimes  
Range of Overall Officer Time  
(Percentage and Total Hours)  
per Category**



<sup>6</sup> <http://www2.oaklandnet.com/oakcal/groups/police/documents/webcontent/oak060339.pdf>

Crimes are cleared per the FBI UCR either by 1) an arrest or 2) exceptional means. See Appendix 3 for more details about the process of clearing a crime. FBI website shows the breakdown of the Part I violent and property crime clearance rate statistics<sup>7</sup>. The quantity of CFS where an officer arrived on-scene was compared to the 11-year average. For additional data points and more information, see Appendix 4.

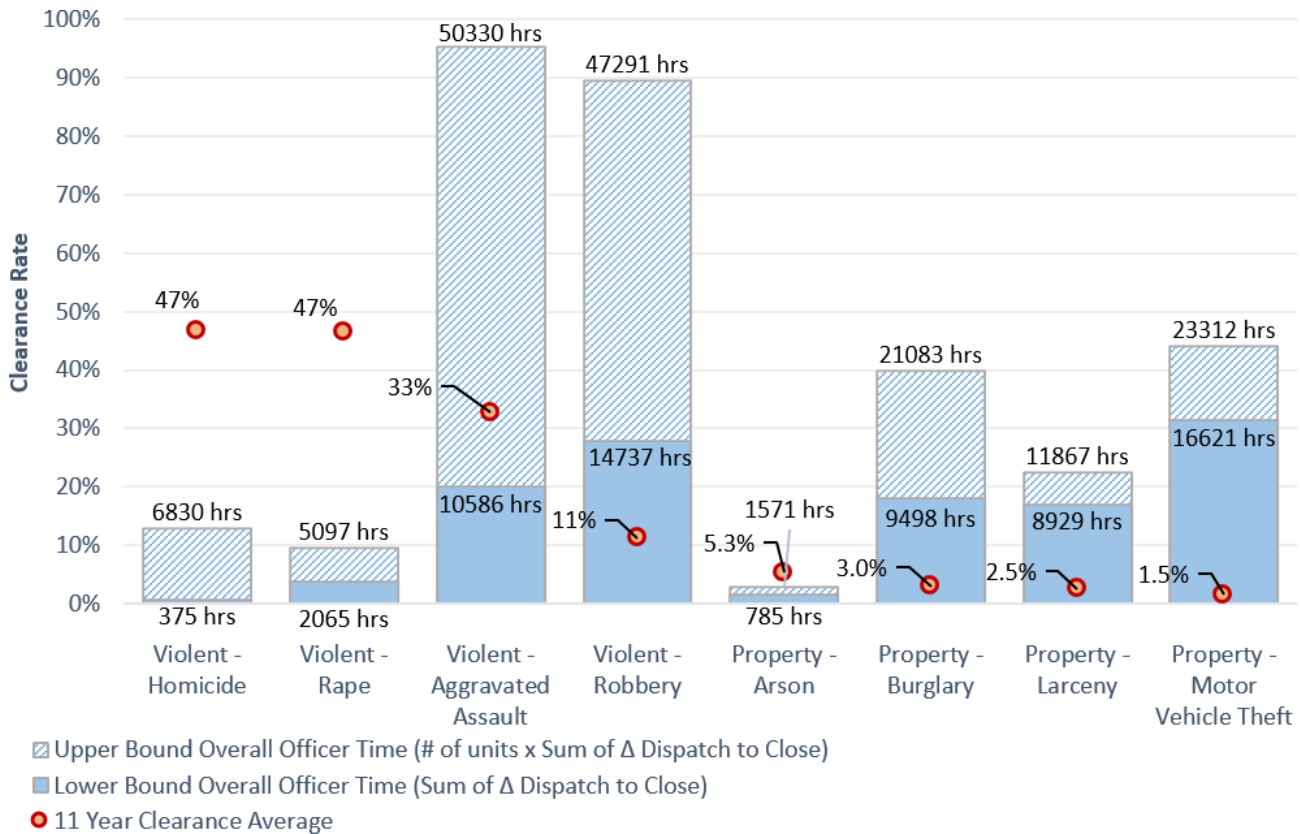
UCR Part I Crimes Count of Calls vs Clearance Rate



As shown in the figure above, the clearance rates for Part I property crimes are very low (only 1.5% - 5.3% of crimes cleared) while the call volume (both the number of CFS and incidents reported to the FBI) for those types of crimes is high. Similarly, when the overall officer time was compared to the 11-year average clearance rates, it is apparent that a large amount of OPD time is spent on crimes that are never cleared. Alternative responses and civilianization of certain types of CFS may free up OPD resources that could be spent on crime prevention and resolution.

<sup>7</sup> FBI reported crimes and clearance rates for the past 11 years are located on the FBI website here: <https://crime-data-explorer.fr.cloud.gov/explorer/agency/CA0010900/crime>

## UCR Part I Crimes Overall Officer Time vs Clearance Rate



### Critique of CPSM Report

The CPSM Police Data and Analysis Report analyzed a 2019 CFS data set similar to that we evaluated, but with a different goal and objective: the report is a workload analysis of OPD patrol operations. In order to prepare the report, OPD provided data to CPSM that was withheld from the 2019 CFS data set provided to the RPSTF (see Appendix 1 for a discussion of the two OPD data management systems). For example, CPSM had access to the Records Management System (RMS) which includes information such as how many officers responded to a call. This is a key variable in evaluating OPD activity, in particular CFS resources and officer time spent, that we were not able to accurately incorporate into our analysis. Because we did not have access to this information, we used the average number of *responding units* for each incident code shown in Table 27 of the CPSM Report.

CPSM also classified incident codes into a two-level system of “Figure” and “Table” categories. (See Table 27, page 52); however, there are some important differences in CPSM's classification of incidents relative to our own. For example, the CPSM report lumps crimes against a person, property crimes, and on-view all together under the category “investigation”. Additionally, their subcategories are very broad so do not allow for a detailed understanding of how OPD spends their time. The CPSM report also includes an analysis of calls which might be suitable for an alternative response (see CPSM Report Appendix D) using the disposition to determine whether a call could have had an alternative response to come up with a percentage of each call type that could have been responded to by non-sworn personnel. This appendix feels like an afterthought to the report and believe this approach is lacking in the task of reimagining what calls OPD should not be responding to.

## **Challenges**

Our work encountered a number of obstacles:

- Despite multiple requests, OPD did not provide any of the needed CFS data until December 1, 2020.
- OPD only provided data for one calendar year: 2019.
- OPD's CFS data (especially CFS disposition information) is confusing and incomplete.
- The provided CFS data did not include identification numbers and other information that would have permitted a significantly more robust analysis..
- It was difficult to interpret the CFS records, especially as we lacked a key from OPD to define the various codes and terms.
- We were unable to determine the number of officers dispatched on CFS, even though this data was provided to CPSM for their report.
- The schedule of the RPSTF was excessively ambitious resulting in limited time for analysis.

## **Conclusions and Observations**

In the course of our analysis, we identify several key observations:

- OPD must prioritize effective IT procurement, staffing, and procedures to strengthen data collection, analysis, and transparency. See recommendation on [OPD Data Collection & Analysis Staffing and Mechanisms](#)
- OPD must become more transparent in its data collection and reporting. See recommendation on [OPD Data Transparency](#).
- All three components of CFS data, incident type, incident frequency, and total time to service CFS must be considered in any decision making about reimagining public safety.
- Our CFS report is but one of many Advisory Board reports and it should be understood within the context of all other reports.
- The CFS data is insufficient to assess the efficacy and equity of the existing 35 policing beats that were designed in the early 1970's (Based upon 1960's CFS data) when the population of Oakland was 361,000 and dropping. The system has had no adjustments for the current and growing population of 425,000. Any reorganization proposed by the RPSTF must address the following questions and more, to assure that the reorganization provides equity in the services provided by OPD.
  - What is the impact of population density changes over the last 50 years?
  - How has the CFS data changed over this time, by area of the city?
  - What changes need to be made to ensure equity in service for the next 50 years?

## Appendix 1: Calls for Service Categorization

Call Type	Call Category	Count of Calls Not Dispatched	Count of Calls Dispatched, but No Officer Arrived	Count of Calls with Officer Arrival	Total Count of Calls	Lower Bound of Overall Officer Time (Sum of Δ Dispatch to Close)*	Average of Number of Responding Units**	Upper Bound of Overall Officer Time (# of units x Sum of Δ Dispatch to Close)	Percent of Total Time
Admin	Admin Tasks	24,022	73	4,527	<b>28,622</b>	7,665 hrs	3.9	28,134 hrs	2% - 3.6%
	Out of Service	2,020	357	4,462	<b>6,839</b>	2,755 hrs	1.1	3,028 hrs	0.7% - 0.4%
General	911 Hang Up	32,208	2,578	8,276	<b>43,062</b>	4,497 hrs	1.2	5,548 hrs	1.2% - 0.7%
	Assist Citizen	645	390	2,251	<b>3,286</b>	3,552 hrs	2.2	8,491 hrs	0.9% - 1.1%
	Assist Officer	135	120	880	<b>1,135</b>	2,044 hrs	2.7	6,995 hrs	0.5% - 0.9%
	Assist Outside Agency	1,154	317	1,699	<b>3,170</b>	2,235 hrs	1.9	4,392 hrs	0.6% - 0.6%
	Event	128	31	315	<b>474</b>	1,704 hrs	3.7	5,206 hrs	0.4% - 0.7%
	Evidence	1,085	104	831	<b>2,020</b>	2,602 hrs	1.1	2,863 hrs	0.7% - 0.4%
	Hazard	8,989	855	3,474	<b>13,318</b>	4,185 hrs	1.6	6,634 hrs	1.1% - 0.8%
	Miscellaneous	12624	2637	3,811	<b>19,072</b>	7,592 hrs	1.8	16,372 hrs	1.9% - 2.1%
	Possible Dead Person	22	20	574	<b>616</b>	1,761 hrs	2.7	4,754 hrs	0.5% - 0.6%
	Public Justice	12	4	205	<b>221</b>	251 hrs	1.3	397 hrs	0.1% - 0.1%
	Security	912	774	17,535	<b>19,221</b>	17,360 hrs	1.2	23,742 hrs	4.4% - 3%
	Special Assignment	216	259	2,533	<b>3,008</b>	14,302 hrs	1.5	20,627 hrs	3.7% - 2.6%
Specialized Unit	76	107	294	<b>477</b>	2,049 hrs	1.1	2,255 hrs	0.5% - 0.3%	
Person	Aggravated Assault	273	144	2,106	<b>2,523</b>	10,586 hrs	4.6	50,331 hrs	2.7% - 6.4%
	Animal Welfare	72	115	624	<b>811</b>	1,184 hrs	1.5	1,776 hrs	0.3% - 0.2%
	Child Abuse	60	25	282	<b>367</b>	1,443 hrs	2.1	3,099 hrs	0.4% - 0.4%
	Domestic Violence	1,759	924	10,872	<b>13,555</b>	21,510 hrs	2.3	50,416 hrs	5.5% - 6.4%
	Hate Crime	1	1	10	<b>12</b>	40 hrs	1.4	56 hrs	0% - 0%
	Homicide	0	0	21	<b>21</b>	375 hrs	18.2	6,831 hrs	0.1% - 0.9%
	Indecent Exposure	126	78	417	<b>621</b>	435 hrs	1.7	740 hrs	0.1% - 0.1%
	Kidnapping	55	24	237	<b>316</b>	742 hrs	3.1	2,320 hrs	0.2% - 0.3%
	Mayhem	1	1	2	<b>4</b>	2 hrs	1.7	4 hrs	0% - 0%
	Robbery	379	304	3,991	<b>4,674</b>	14,738 hrs	3.1	47,292 hrs	3.8% - 6%
	Sexual Assault	122	78	585	<b>785</b>	2,550 hrs	2.1	5,765 hrs	0.7% - 0.7%
	Simple Assault	1,039	440	5,642	<b>7,121</b>	11,096 hrs	2.4	26,222 hrs	2.8% - 3.3%
	Stalking	49	35	177	<b>261</b>	447 hrs	1.4	630 hrs	0.1% - 0.1%
Threats	649	488	2,964	<b>4,101</b>	6,274 hrs	1.5	9,583 hrs	1.6% - 1.2%	

Property	Arson	34	26	263	<b>323</b>	786 hrs	2.0	1,571 hrs	0.2% - 0.2%
	Burglary	5,177	914	8,194	<b>14,285</b>	15,550 hrs	1.9	30,160 hrs	4% - 3.8%
	Embezzlement	12	10	43	<b>65</b>	269 hrs	1.5	402 hrs	0.1% - 0.1%
	Extortion	3	5	8	<b>16</b>	51 hrs	1.5	77 hrs	0% - 0%
	False Personation	23	11	68	<b>102</b>	124 hrs	1.3	156 hrs	0% - 0%
	Forgery	22	23	422	<b>467</b>	449 hrs	1.1	537 hrs	0.1% - 0.1%
	Larceny	1,535	442	4,931	<b>6,908</b>	9,036 hrs	1.3	12,048 hrs	2.3% - 1.5%
	Recovery	341	445	4,568	<b>5,354</b>	9,695 hrs	1.5	14,635 hrs	2.5% - 1.8%
	Trespass	675	395	3,042	<b>4,112</b>	3,530 hrs	1.7	6,001 hrs	0.9% - 0.8%
	Vehicle Theft	1,246	844	6,579	<b>8,669</b>	16,622 hrs	1.4	23,312 hrs	4.3% - 2.9%
Statutory	Alarm	5,938	1,742	10,745	<b>18,425</b>	8,720 hrs	1.5	13,269 hrs	2.2% - 1.7%
	Alcohol	163	101	704	<b>968</b>	723 hrs	1.8	1,318 hrs	0.2% - 0.2%
	Animal Control	1,253	572	2,939	<b>4,764</b>	10,365 hrs	1.6	18,523 hrs	2.7% - 2.3%
	Blight	1,462	102	6,852	<b>8,416</b>	7,423 hrs	1.2	8,903 hrs	1.9% - 1.1%
	Disorderly Conduct	857	536	3,185	<b>4,578</b>	3,151 hrs	2.2	7,436 hrs	0.8% - 0.9%
	Disturbing the Peace	15,048	3,015	18,353	<b>36,416</b>	20,729 hrs	1.7	36,074 hrs	5.3% - 4.6%
	Drugs	1,023	138	237	<b>1,398</b>	304 hrs	1.5	470 hrs	0.1% - 0.1%
	Suspicious	1,554	1,001	5,763	<b>8,318</b>	5,583 hrs	1.7	9,722 hrs	1.4% - 1.2%
	Traffic Enforcement	4,743	1,658	18,109	<b>24,510</b>	21,070 hrs	1.7	36,060 hrs	5.4% - 4.6%
	Traffic Incident	12,637	1,121	7,768	<b>21,526</b>	15,774 hrs	2.3	39,159 hrs	4% - 4.9%
Weapon	1,400	709	6,457	<b>8,566</b>	11,071 hrs	2.7	31,151 hrs	2.8% - 3.9%	
Uncategorized	CODE33	2	7	917	<b>926</b>	4,873 hrs	6.9	33,624 hrs	1.2% - 4.3%
	On View	84	40	36264	<b>36,388</b>	48,276 hrs	1.2	57,931 hrs	12.4% - 7.3%
Welfare	Ambulance	22,359	101	797	<b>23,257</b>	1,045 hrs	2.5	2,666 hrs	0.3% - 0.3%
	Child Welfare	167	217	1,272	<b>1,656</b>	3,409 hrs	1.6	5,436 hrs	0.9% - 0.7%
	General Welfare	926	553	4,731	<b>6,210</b>	5,871 hrs	1.9	11,190 hrs	1.5% - 1.4%
	Mental Health	1,963	1,319	11,411	<b>14,693</b>	16,676 hrs	2.3	39,780 hrs	4.3% - 5%
	Missing Person	366	187	1,259	<b>1,812</b>	2,969 hrs	1.7	4,994 hrs	0.8% - 0.6%
<b>Grand Total</b>		<b>169,846</b>	<b>27,517</b>	<b>245,478</b>	<b>442,841</b>	<b>390,119 hrs</b>		<b>791,107 hrs</b>	

\*Call durations capped at 24 hrs.

\*\*Average number of responding officers is listed in the CPSM Report Table 27 by incident code. Assumes 1.0 for no data. For calculation purposes, the multiplier for the specific incident code from the CPSM report was used. The averages listed in this table are for reference only.

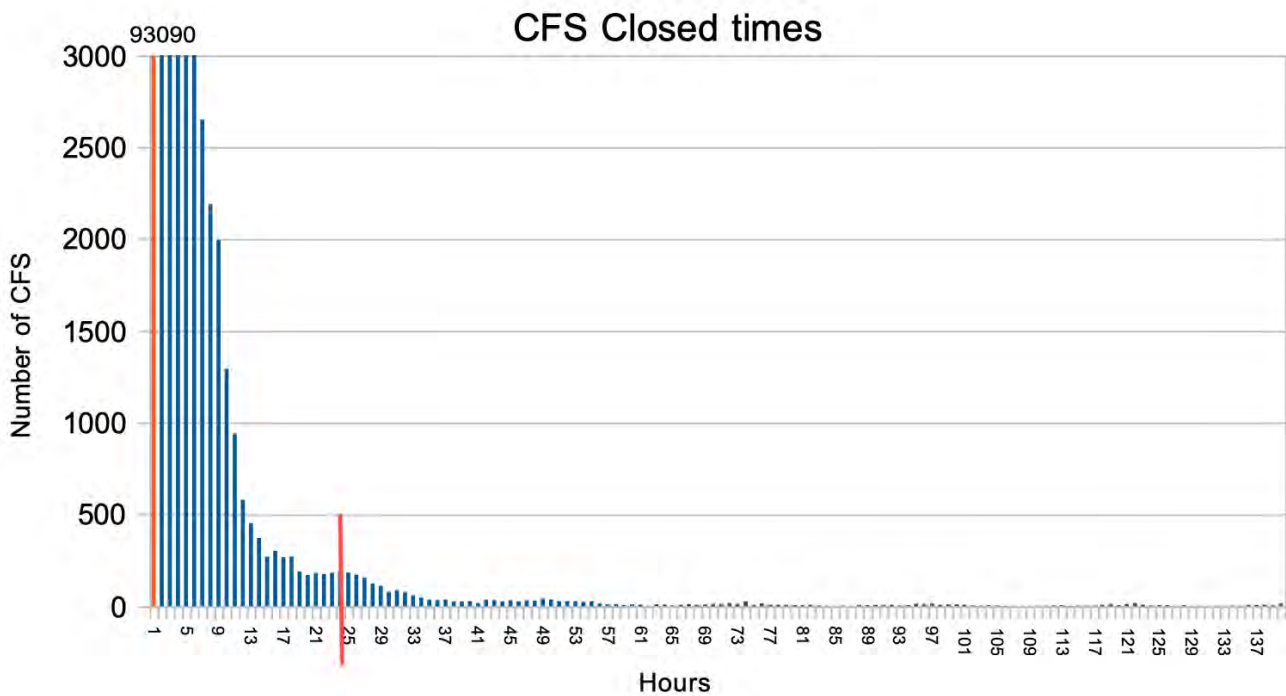


## Appendix 2: Methodology Details

The spreadsheets and source information supporting the analyses presented in this report is [available here](#). Python code supporting the analyses is [available here](#). Complete results for some CFS categories identified in the Highlighted CFS Categories section are available [in this folder](#).

### Time to Close CFS

A small fraction of CFS were not closed in a timely manner, apparently due to clerical errors. The figure below shows the distribution of closure times for all CFS. By far the majority of CFS are closed within an hour or two; these have been truncated in this figure. For example, the number of CFS closed within one hour (highlighted in red) was 93,090. The red bar at 24 hours shows the tail of the distribution “chopped” by our imposition of a 24 hour maximum.



### **Appendix 3: Crime Clearance Process**

Crimes are cleared per the FBI UCR either by 1) an arrest or 2) exceptional means. Although OPD may clear a crime administratively, it does not mean it is cleared per the FBI UCR standards unless it meets the conditions outlined below.

1. Crimes cleared by arrest: the following conditions have to be met for a crime to be cleared by an arrest when reporting clearance rates to the FBI:
  - the individual is arrested;
  - charged with an offense; and
  - are turned over to the court for prosecution (whether directly after an arrest, court summons, or police notice).
2. Crimes cleared by exceptional means: in certain situations, elements beyond law enforcement's control prevent the agency from arresting and formally charging the offender (for example an individual suspected of a crime has died, the victim refuses to cooperate in the prosecution, or there is a denial of extradition, etc). When this occurs, the agency can clear the offense exceptionally. The following conditions must be met to clear a crime by exceptional means:
  - the individual is identified;
  - enough evidence has been gathered to support an arrest, make a charge, and turn over the offender to the court for prosecution;
  - the individual's exact location has been identified so that the suspect could be taken into custody immediately; and
  - a circumstance outside the control of law enforcement prohibits the agency from arresting, charging, and prosecuting the offender

## Appendix 4: UCR Part I Crimes Analysis

UCR Part 1 Crimes	Incidents Reported to UCR in 2019	UCR Incidents Cleared 2019	Count of Calls (Officer Arrived On-scene)	Lower Bound Overall Officer Time (Sum of Δ Dispatch to Close)	Upper Bound Overall Officer Time (# of units x Sum of Δ Dispatch to Close)	Lower Bound Average Officer Time (Avg Δ Dispatch to Close)	Upper Bound Average Officer Time (# of units x Avg Δ Dispatch to Close)	11 Year Clearance Average	5 Year Clearance Average	2019 Clearance Rate
Violent - Homicide	78	41	21	375 hrs	6830 hrs	17 hr 52 min	325 hr 16 min	47%	49%	53%
Violent - Rape	372	61	390	2065 hrs	5097 hrs	5 hr 17 min	13 hr 04 min	47%	49%	16%
Violent - Aggravated Assault	2211	249	2106	10586 hrs	50330 hrs	4 hr 53 min	23 hr 53 min	33%	31%	11%
Violent - Robbery	2859	160	3991	14737 hrs	47291 hrs	3 hr 41 min	11 hr 50 min	11%	11%	6%
Property - Arson	167	3	263	785 hrs	1571 hrs	2 hr 59 min	5 hr 58 min	5.3%	5.4%	1.8%
Property - Burglary	2599	56	4400	9498 hrs	21083 hrs	2 hr 09 min	4 hr 47 min	3.0%	3.0%	2.2%
Property - Larceny	20228	85	4829	8929 hrs	11867 hrs	1 hr 50 min	2 hr 27 min	2.5%	2.1%	0.4%
Property - Motor Vehicle Theft	5041	9	6579	16621 hrs	23312 hrs	2 hr 31 min	3 hr 32 min	1.5%	1.5%	0.2%
Other CFS	N/A	N/A	222899	326518 hrs	623722 hrs	1 hr 28 min	2 hr 47 min	N/A	N/A	N/A
<b>Grand Total</b>			<b>245478</b>	<b>390119 hrs</b>	<b>791107 hrs</b>					

Note: FBI reported crimes and clearance rates for the past 11 years are located on the FBI website here: <https://crime-data-explorer.fr.cloud.gov/explorer/agency/CA0010900/crime>

# Role of Local, State, and Federal Partners Research FINAL Report

## February 12, 2021

**Members:** Rik Belew, Heather Bromfield, Robyn Levinson and Erika Vjih<sup>1</sup>

**Contacts:** [Heather Bromfield](#) & [Robyn Levinson](#)

### **Executive Summary**

1. Budgets are moral documents and reflect our priorities as a society, including how we choose to neglect or address systemic racism. Utilizing all funding sources possible to ensure there are adequate safety nets for groups that have been historically marginalized is a critical way of promoting racially just outcomes. The programs discussed in this section will all improve needed services for Black and brown residents of Oakland while addressing upstream causes of policing.
2. Implementing alternatives to policing **and** addressing the root causes of violence needs to be done in partnership with the County, which controls critical financial resources and has legal responsibility to provide residents social services, including for behavioral health. (Pgs 2-6).
3. There are both direct and indirect ways in which the County can reduce Oakland Police Department calls for service, either through immediate investments in alternate responses or long-term investments that address root causes of violence (Pgs. 2-6).
4. Oakland has a disproportionate share of the County's share of vulnerable residents and, where County funding is distributed geographically, Oakland should receive funding according to its share of vulnerable populations. While Oakland represents 25% of the County population, it has 50% of the countywide population that's below the federal poverty line and 50% of the county's unhoused residents. (Pgs. 6-7)
5. In considering the advisory boards' recommendations on homelessness and behavioral health, Task Force members should be aware that new state funding sources will soon be available, and that City dollars are often critical for generating funding "matches" from the federal, state, and/or county to meet Oakland residents' needs, especially for homelessness and behavioral health funding (Pgs. 9-10 and 17-18):
  - \$1 reallocated from police can result in \$2 of mental health funding for Medi-Cal recipients through the Federal Medical Assistance Percentage (Pg. 8-9).
  - Two state Medi-Cal initiatives will be available beginning 2022 to support the well-being of residents without relying on City funding (Pg. 9-10).
  - The 2021-22 State budget and several state bills may provide (or are providing) funding for behavioral health and/or homelessness (P. 11 and 15).
  - The Community Assessment and Transport Team (CATT) Program relies on state Mental Health Services Act (MHSA) funding along with county Measure A funding, exemplifying how programs combine funding streams from different levels of government to deliver services. (Pg. 13)
  - Alameda County Measure W sales tax revenue for homelessness, which was authorized through a ballot initiative in Nov. 2020 and could generate up to \$150 million per year, should have half its revenues allocated to Oakland

---

<sup>1</sup> Acknowledgments: Several community members and public agency staff provided crucial input in shaping the direction and information presented in this report. Special thanks go out to Brooke Levin (Budget & Data Analysis advisory board) and Naomi Schiff (Shelter Oak).

because half of the County's unhoused residents live in Oakland, as called for in the ballot measure. Efforts need to be made to ensure this funding is not diverted for uses other than homelessness during the COVID-19 budget crisis (pg 15).

6. For state grant programs for which both Oakland and Alameda County are eligible recipients, both entities should apply for funding and Alameda County should direct funding to Oakland commensurate with its level of need for services.

### **What we explored:**

This memo has three goals:

1. Demonstrate what County, state, and federal funding streams are responsible for providing crucial support services for Oakland residents
2. Highlight how key program areas require non-City funding
3. Identify additional funding streams the City can leverage to implement the Task Force recommendations.

We encourage the Task Force and City Council to remember there are additional funding streams available in addition to money reallocated from the OPD budget to better meet the needs of Oakland residents. This report focuses on funding sources for behavioral health and homelessness, and explores key county, state, and federal funding opportunities available. These two program areas are the focus of this report because their funding and services are generally provided by a governmental entity other than the City of Oakland, there is widespread community agreement about the need, and there is significant impact on police time utilization, resulting in a large budgetary impact. Additionally, these program areas have obvious implications for racial justice, as the issues of behavioral health and homelessness disproportionately impact people of color, and the inadequate provision of these kinds of services routinely leads to inappropriate and often harmful interventions by the police. Furthermore, homelessness and behavioral health are related to each other: 22% of Alameda County residents who were unhoused according to a 2019 point-in-time survey cited a behavioral health reason as their cause of homelessness.<sup>2</sup> This report also provides brief descriptions of the City, County, and State service responsibilities and budget configurations so Task Force members understand where they differ and where they intersect.

Lastly, we provide brief descriptions of the City, County, and State service responsibilities and budget processes so Task Force members understand where they differ and where they intersect. We hope this document can be used as a tool to help consider the proposed recommendations set forth by our Advisory Board colleagues.

### **Background Information: County and State Budget Context**

Oakland will be most successful at reimagining public safety if it has the support of county, state, and federal partners. This section provides context for Task Force members to better

---

<sup>2</sup> Alameda County Home Together plan.

<https://homelessness.acgov.org/homelessness-assets/docs/Home-Together-Plan.pdf>

understand the information provided in this research report regarding the behavioral health and homelessness funding and services.

**The County:** Utilizing revenue generated primarily through property taxes, Alameda County is responsible for providing critical safety net services to residents in Oakland, such as: unemployment benefits, foster care, CalFresh (food stamps), Women, Infants & Children Supplemental Nutrition program (WIC), and mental and physical health services through Medi-Cal. Thus, the City will need to work closely and collaboratively with Alameda County to improve these services for Oakland residents. For example, according to the Legislative Analyst's Office (LAO), "the state directs about 80 percent of total funding for public community mental health services to county behavioral health agencies."<sup>3</sup> If the Task Force aims to increase funding for behavioral health crisis response in Oakland, buy-in from the County's Behavioral Health Department, which controls those funds, will be required to implement the changes sought.

While three different members of the County Board of Supervisors represent parts of Oakland, each of these three members also have jurisdiction over multiple other cities and no single member of the County Board of Supervisors is responsible for representing the interests of residents of Oakland. District lines cross city borders with the specific intention of making Board members think about how county funds can be used across cities.<sup>4</sup> Because of this fragmented representation, Oakland residents' control over County budget decisions is limited and it may be hard to redistribute significant funding to Oakland. However, thoughtful arguments and consistent pressure on the supervisors who do represent Oakland can go a long way in creating change that benefits the City.

As of the writing of this report (February 2021), the County Board of Supervisors is highly preoccupied with a budget crisis induced by the COVID-19 pandemic. The County will face challenges in providing substantial resources for new social services in the short-term if it does not dramatically change its own resource allocation across County program areas. Efforts to reallocate money away from policing and incarceration at the county level (Sheriff and Santa Rita jail) are needed to provide more adequate resources for addressing the County's -- and Oakland's -- needs for social services. That being said, the County will be receiving new revenue to address homelessness in the coming months through the voter-approved Measure W, which would benefit Oakland residents if it is rolled out according to the language that was presented to voters in November. For more information about issues with Measure W, see page 15 in the Homelessness section.

**The state of California:** The State General Fund (SGF) is primarily responsible for funding two key areas: public education (36% of the total SGF) and health and human services (33% of the

---

<sup>3</sup> Legislative Analyst's Office (August 21, 2019). "Overview of Public Community Mental Health Services Funding and the Mental Health Services Act." Accessed here on 2/6/2021:

<https://lao.ca.gov/handouts/health/2019/Mental-Health-Services-Funding-082119.pdf>

<sup>4</sup> Alameda County Board of Supervisors District Map available here:

<https://www.acgov.org/board/documents/districtmap.pdf>

total SGF).<sup>5</sup> State Assembly Members Rob Bonta and Buffy Wicks, alongside State Senator Nancy Skinner, are responsible for representing Oakland’s interests and values through the State budget process. It is important to note that Senator Nancy Skinner presides over the State Senate Budget and Finance Committee, which is responsible for developing, evaluating, and modifying the budget on behalf of the State Legislature.

## Relationship Between City, County, and State Budgets

This section provides a brief overview of how Oakland typically receives resources from Alameda County and the state of California. While Oakland also receives funding from the federal government, federal government resources are not a focus of this section.

There are three main mechanisms through which Oakland receives state and county resources:

- The **County** provides direct services to Oakland residents alongside other Alameda County residents (for example, administering Medi-Cal or providing behavioral health treatment at County-run psychiatric facilities).
- The **County** funds community-based organizations (for example, providing contracts to Bonita House, Roots Community Clinic, and St. Mary’s Center). If Oakland-based CBOs receive more county funding, they could focus on upstream preventative services and community-based solutions that reduce violence and increase public safety.
- The **State and County** provide grants or subsidies for specific City programs. These resources are almost always non-discretionary and are restricted for specific purposes, so they do not enter into the City’s General Fund.<sup>6</sup> Total grants and subsidies provided by the state and county accounted for about \$81.5 million in the FY 2019-2020 budget, or 4.7% of the total Oakland budget.<sup>7</sup>

Note also that the state offers certain grant programs that both cities and counties are eligible to apply for. For example, Project Homekey, the state program for acquiring hotels and motels during the pandemic for conversion into permanent housing for homeless individuals, is a program from which both Alameda County and the City of Oakland have received funding.

While counties and cities generally have distinct responsibilities, there is overlap as shown in the table below. There are certain program areas where increased County investments would directly reduce the workload that the Oakland Police Department is currently managing. For

---

<sup>5</sup> Graves, Scott (December 2019). Dollars and Democracy: A Guide to the State Budget Process. California State Budget and Policy Center, accessed here on February 9, 2021:

<https://calbudgetcenter.org/resources/dollars-and-democracy-a-guide-to-the-state-budget-process-2019/>

<sup>6</sup> Every city operates a budget with two major types of expenditures: Discretionary expenditures and Non-Discretionary expenditures. Discretionary expenditures make up the portion of the budget that the City Council and Mayor have *discretion* over, meaning they can choose where it goes and what it funds. Discretionary funds are administered through the General Fund. The General Fund can be understood as a “General purpose fund,” or the fund to cover all functions the City has responsibility to run. The General Fund is roughly 40 percent of Oakland’s overall budget. There are also Non-Discretionary funds, which make up the remainder of the city budget. Non-Discretionary funds include money that must be used for a specific department or program. This is money generated for, and restricted to, Special Purpose Funds.

<sup>7</sup> FY 2019-2021 Oakland Budget Book.

<https://cao-94612.s3.amazonaws.com/documents/FY-2019-21-Adopted-Budget-Policy-Book-FINAL-WEB-VERSION.pdf>

example, improving the quality and scale of resources for treating serious mental illness for residents of Alameda County would mean that fewer people with mental illness become subject to policing. Additionally, scaling up the County’s programs for mental health crisis response (such as the MET and CATT programs, discussed in greater detail on page 14) would reduce the OPD’s load of service calls.

**Services Provided to Oakland Residents by Service Provider**

City of Oakland	Alameda County
Police Protection	Courts of Law
Fire Suppression	Jails & Juvenile Hall
Recreation Programs	Coroner & Medical Examiner
Oakland Public Libraries	Probation
Violence Prevention Services	Registrar of Voters
Planning & Building	Property Tax Assessment & Collection
Economic Development	Public Defender
Head Start	District Attorney
Senior Centers and Services	Medi-Cal (Medicaid)
KTOP (Local government cable channel)	CalFresh (Food Stamps)
Housing development and referral services	CalWORKS (TANF)
Rent arbitration	Health Programs
Emergency medical response	Public Health Services
Children and youth services	Child Support and Protection
Parking management	Mental Health Services
Sewers and storm drains	Emergency Medical Transport (Ambulance)
Transportation planning	
Street and sidewalk maintenance (local)	
Parks, trees, and public spaces	
Street lights and traffic signals	
Recycling and solid waste	
Workforce and job training	

Note: Some program areas are managed by both the county and the city. Where this is the case, this table reports the primary service provider.

Source: City of Oakland FY19-21 Budget Book



## **Why should Oakland get more in resources and services from Alameda County?**

The previous section explains the different ways in which Oakland's budget interacts with Alameda County's. It is important to note that some County resources are distributed geographically, generally by sub-regions within the County, while other services are shared among all County residents regardless of where they live, such as mental healthcare services for people with severe mental illness. In both cases, the County can make changes that would positively affect both Oakland residents and the County's own financial outlook.

**There is significant data showing that Oakland has a disproportionate amount of the Countywide need for community-based services, justifying County prioritization of funding community-based services in Oakland.** The data presented in this section indicate that in terms of its poverty rates, share of the homeless population, and the share of residents on Medi-Cal, Oakland residents have a very high level of need and are disproportionately users of public healthcare and social service infrastructure. **However, multiple knowledgeable interviewees who have worked for the city and county have remarked that Oakland does not receive funding commensurate with its level of need relative to overall countywide need.**

**For County services that are not geographically distributed, the overall level of resources and quality of services provided is more important than where facilities or services are located.** For example, the County currently provides inadequate resources for behavioral health, a problem which affects Oakland residents acutely because the City's residents disproportionately rely on public services, as shown by the data in the next section. When people with mental illness are unable to receive adequate treatment, they are more likely to experience crises that lead to involvement with the criminal justice system. **Providing adequate funding for behavioral healthcare services could lead to a reduction in the number of service calls OPD responds to.**

**Alameda County's additional investments in social services in Oakland could have a strong positive impact on the County's financial outlook.** Currently about half of the Alameda County's discretionary budget goes towards criminal justice-related services, including the Sheriff's Department, District Attorney, and the Probation Department. Because the presence of an adequate social safety net is **the** critical upstream factor for preventing violence and crime, directing grants to Oakland or directly providing social services in Oakland -- where need is greatest -- means that Alameda County would save itself money in the long run that would otherwise be funneled into the county's criminal justice system.

## **Key Data on Oakland's Need for Services Relative to Countywide Need**

- **Despite having only a quarter of the County's population,<sup>8</sup> Oakland is home to nearly half of the total households living in poverty in Alameda County.** Of approximately 24,000 households with incomes below the federal poverty line in Alameda County, approximately 11,500 of them live in the City of Oakland. For reference, the federal poverty limit was \$25,750 for a household of four people in 2019, meaning that these figures do not capture a large number of households whose incomes are still well below

---

<sup>8</sup> There were 425,079 people living in Oakland as of 2019 and 1,671,000 living in Alameda County.

a living wage. The number of households below the poverty line in Oakland is five times greater than in any other city in Alameda County.<sup>9</sup>

- **Oakland has the highest rate of poverty out of any city or unincorporated area in Alameda County.** 12.9% of Oakland households were living in poverty in 2019, more than any other city or unincorporated area in Alameda County.<sup>10</sup>
- **Oakland had 50% of the County’s unhoused residents according to the 2019 Homelessness Point-in-Time survey.** 4,071 out of 8,022 unhoused Alameda County residents lived in Oakland in 2019. The City and County numbers have both likely increased significantly since 2019 due to the continued regional housing crisis and the economic fallout of the COVID-19 Pandemic.<sup>11</sup>
- **Nearly 40% of the total Medi-Cal enrollees in Alameda County live in Oakland, indicating that Oakland residents rely heavily on county-administered services for behavioral healthcare.**<sup>12</sup> Almost 30 percent of Oakland residents (120,000 people) are enrolled in Medi-Cal. Medi-Cal users who are diagnosed with severe mental illness rely on County psychiatric services run through Alameda County Behavioral Health.

**Mental Health** *A note on terminology: the term “behavioral” health encompasses both mental health and substance use treatment. The term “Mental health” refers to diagnoses or conditions related to a person’s psychological and emotional well-being.*

People with mental health concerns face increased risk of experiencing violence at the hands of the police. Since 2015, the Washington Post reports that “at least 25% of people shot and killed by police displayed signs of mental illness.” Further, “people who are experiencing mental illness or a disability are 16 times more likely to die during an encounter with police.”<sup>13</sup> Thus, better addressing the mental health needs of Oakland residents is directly connected to reimagining and improving public safety. While there is significant behavioral health need across communities in California, there is very little access to behavioral health services. In FY 2018-2019, only 43% of eligible Medi-Cal enrollees with any mental illness actually received services in California.<sup>14</sup> Within Managed Care Plans, which are responsible for providing mild to moderate mental health services for adults, white enrollees received significantly more mental health services than Black, Latinx, Asian-Pacific Islander, Native American, or multiracial enrollees.<sup>15</sup> By dedicating more discretionary funding to improving access and availability of

---

<sup>9</sup> American Community Survey, 2019

<sup>10</sup> American Community Survey, 2019

<sup>11</sup> The biannual homelessness point-in-time survey is an undercount of homelessness because it does not capture people who are staying with friends or friends on a temporary basis, or people who sleep or dwell in very hidden locations. While the point-in-time survey for 2021 has been postponed for at least one year due to COVID-19 health concerns for both unhoused residents themselves and for volunteers who participate in the count.

<sup>12</sup> American Community Survey, 2019.

<sup>13</sup> Fatal Force. Washington Post, accessed here on February 12, 2021:

<https://www.washingtonpost.com/graphics/investigations/police-shootings-database/>

<sup>14</sup> California Pan-Ethnic Health Network (November 17, 2020). “Mental Health Disparities by Race and Ethnicity for Adults on Medi-Cal.” California Health Care Foundation.

<sup>15</sup> California Pan-Ethnic Health Network (November 17, 2020). “Mental Health Disparities by Race and Ethnicity for Adults on Medi-Cal.” California Health Care Foundation.

behavioral health services, the Task Force can improve the safety and wellbeing of residents as well as reduce racial disparities in care.

## **What we know about police cost and time**

Recent data analyzed by other Budget & Data Advisory Board members shows that in 2019, there were 14,653 calls for service involving behavioral health-related codes, requiring 23,445 hours of OPD officer time.<sup>16</sup> Research shows that a police response is generally more expensive than a community-based behavioral health worker response. The Center for American Progress estimates that “between 33 and 68% of police calls for service could be handled without sending an armed officer to the scene; between 21 and 38% could be addressed by Community Responders; and an additional 13 to 33% could be dealt with administratively without sending an armed officer to the scene.”<sup>17</sup> Focusing funds on behavioral health intervention at the community level instead of incarcerating residents with mental illness or substance use disorder can generate significant cost savings. The Stanford Justice Advocacy Project reports that while “the annual cost of incarcerating an average state prisoner in California is over \$70,000 (not including behavioral healthcare costs), the cost of treating a person with mental illness in the community is approximately \$22,000.”

Not only is a police response more expensive, but it is also the not appropriate response to meet the needs of mental health calls for service. In fiscal year (FY) 2015-16, the California Department of Health Care Services reported that Alameda County had the highest rates of involuntary 5150 detentions in the State, and over half of the total 5150 holds were from Oakland. According to the Marshall Project, “Black people make up over a third of those brought to the hospital’s emergency psychiatric ward, but just a tenth of the county population overall.”<sup>18</sup> Upon closer look at the 5150 hold transferred to the psychiatric emergency services unit (PES), it was reported that “75-78% did not meet medical necessity criteria for inpatient acute psychiatric services.”<sup>19</sup> In FY 2015-2016 these 5150 transports made up 11% of all ambulance transports. As of July 2019, the cost for an ambulance transport in Alameda County starts at a base rate of \$2,295.00, \$51.78 per mile and \$171.45 for oxygen.<sup>20</sup> Reducing reliance on 5150 holds that are often called in by police can lead to significant cost savings to the County and better responses by appropriate alternative emergency personnel.

There is also evidence from other cities that shows replacing police responders with behavioral health and crisis response specialists generates significant cost savings. The Center for American Progress reports that an estimated \$8.5 million in taxpayer dollars is saved every year

---

<sup>16</sup> Belew, R., Binning, L., Mente, J., and Tulloch, C. Calls for Service Data Working Group, Budget and Analysis Advisory Board, City of Oakland Reimagining Public Safety Task Force. February 2021.

<sup>17</sup> (Irwin and Pearl, Center for American Progress, October 2020)

<sup>18</sup> Thompson, Christie (November 8, 2020). “When Going to the Hospital Is Just as Bad as Jail.” Marshall Project, accessed here on February 11, 2021:

<https://www.themarshallproject.org/2020/11/08/when-going-to-the-hospital-is-just-as-bad-as-jail>

<sup>19</sup> Alameda County MHSA INN Plan FY 2019-2023. Pg. 4

<sup>20</sup> Alameda County Health Care Services Ambulance Transport Provider Agreement (October 17, 2018). Accessed here on February 8, 2021:

[http://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_10\\_23\\_18/HEALTH%20CARE%20SERVICE/Regular%20Calendar/HCSA\\_272126.pdf](http://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_10_23_18/HEALTH%20CARE%20SERVICE/Regular%20Calendar/HCSA_272126.pdf)

in Eugene, Oregon from replacing police response with the CAHOOTS program, the model for Oakland's own MACRO program. In Denver, the Support Team Assistance Response (STAR) program consisting of dedicated behavioral health professionals cost \$208,141 to launch and is expected to save millions of dollars in cost savings.<sup>21</sup>

## **Key Funding Streams and Legislation to Watch**

Many of the Advisory Board recommendations focus on preventing mental health crises, de-escalating mental health crises, or responding to mental health crises in a trauma-informed way. These efforts may be eligible for funding support from the county, state, and/or federal government. Below are key funding streams Task Force members can consider when evaluating the efficacy of recommendations that focus on the mental health of Oakland residents:

### ***Medi-Cal Funding***

Medi-Cal, the State's medicaid healthcare program for individuals experiencing poverty, is responsible for mental health service provision for almost half of Oakland's population. Medi-Cal is paid for by a combined source of funding: a non-federal contribution and a federal match. The Federal Medical Assistance Percentage (FMAP) is the percentage amount the federal government guarantees it will match the states for qualifying Medicaid expenditures. States are guaranteed at least \$1 in federal funds for every \$1 in state spending on the program.<sup>22</sup> For any qualified Medicaid expenditure, the federal government match is limitless- if there is an increase in the non-federal share put in, then there will be an increase in the amount the federal government contributes. Sometimes the federal government will implement an enhanced FMAP to provide additional funding to states for Medicaid services. For example, as part of the Coronavirus Aid, Relief, and Economic Security Act (CARES Act) of 2020, the FMAP was increased by 6.25% in response to the COVID-19 pandemic.<sup>23</sup>

Federal law does require that at least 40% of the non-federal share come from state funds. A vast majority of this non-federal Medi-Cal contribution from the state is from the State General Fund (SGF), meaning that it is discretionary funding. While most Medi-Cal dollars funneled to the County are from the federal and state government, jurisdictions can also fund the non-federal share of Medicaid with "other state funds" which may include funding from local governments or revenue collected from provider taxes and fees. This freedom is a crucial area in which we can see a redirection of funds away from law enforcement and into public safety that is focused on the wellbeing and health of Oakland residents.

To increase mental health services through recommendations proposed by the Task Force, the City can partner with Alameda County Behavioral Health and draw funding that is eligible for the federal match. Both the City and County may also take advantage of the new Medi-Cal billing structure proposed by the California Department of Health Care Services Advancing and

---

<sup>21</sup> (Irwin and Pearl, Center for American Progress, October 2020)

<sup>22</sup> Snyder, L and Rudowitz, R (May 20 2015). Medicaid Financing: How Does it Work and What Are the Implications? Kaiser Family Foundation, accessed here on February 10, 2021:

<http://files.kff.org/attachment/issue-brief-medicaid-financing-how-does-it-work-and-what-are-the-implications>

<sup>23</sup> Pub. L. 116-136 (March 27, 2020), <https://www.congress.gov/116/bills/hr748/BILLS-116hr748enr.pdf>

Innovating Medi-Cal (Cal AIM) initiative to utilize an Intergovernmental Transfer (IGT) to increase funding for mental health services. This would be eligible for the federal match as long as the original funding source was not federal in origin. An IGT would allow the City to redirect funds traditionally allocated to police to help fund the non-federal Medi-Cal contribution, which in turn will double the amount available for Medi-Cal services when the federal match is added. In this way, **each \$1 re-allocated from police can result in \$2 in mental health funding.**

### ***California Advancing and Innovating Medi-Cal (Cal AIM) Initiative***

Set to roll out on January 1, 2022, Cal AIM is a multi-year initiative led by the California Department of Health Care Services to implement reforms to the Medi-Cal program to improve care, service delivery, and the Medi-Cal financing system. Areas of particular interest to the Task Force are In Lieu of Services (ILOS) and Enhanced Care Management (ECM).<sup>24</sup>

#### ***In Lieu of Services (ILOS)***

In lieu of services (ILOS) are flexible wrap-around services provided to a Medi-Cal recipient to substitute or avoid other more costly and intensive services Medi-Cal covers, such as a hospital or psychiatric facility admission. The current list of covered ILOS include services specific to addressing behavioral health needs, housing insecurity, and homelessness, such as: housing navigation services, housing deposits, housing tenancy and sustaining services, short-term post-hospitalization housing, recuperative care (medical respite), day rehabilitation programs, meal assistance and delivery, respite services and sobering centers.<sup>25</sup> The ILOS proposal will be available to Medi-Cal recipients deemed at high levels of risk, which include individuals who are high service utilizers, individuals experiencing homelessness or are at risk of homelessness, and individuals who have behavioral health needs.

Medi-Cal Managed Care providers in Oakland, such as Kaiser Permanente, will be responsible for implementing and delivering ILOS to Medi-Cal recipients. The City can partner with these Managed Care plans to receive ILOS funding for Task Force recommendations that may replace or avoid more intensive medical services. Potential Task Force recommendations that may be eligible for ILOS include: expanding the MACRO program, creating a Behavioral Health Unit, developing additional supports for survivors of commercial sexual exploitation (CSE) and domestic violence, and creating a community-led behavioral health crisis hotline.<sup>26</sup>

#### ***Enhanced Care Management (ECM)***

Through Enhanced care management (ECM), certain Medi-Cal target populations will be eligible to receive intensive and comprehensive care management services. This benefit helps clients address both clinical and non-clinical needs that affect their health

---

<sup>24</sup> Department of Health Care Services California Advancing and Innovating Medi-Cal webpage, accessed here on February 11, 2021: <https://www.dhcs.ca.gov/provgovpart/Pages/CalAIM.aspx>

<sup>25</sup> Department of Health Care Services (January 8, 2021). California Advancing and Innovating Medi-Cal Executive Summary and Key Changes. State of California, Health and Human Services Agency. Accessed here on February 10, 2021: <https://www.dhcs.ca.gov/provgovpart/Documents/CalAIM-Executive-Summary-1-8-21.pdf>

<sup>26</sup> Recommendations summarized from Draft Advisory Board Recommendations as of January 15, 2021.

and wellbeing. This can include housing instability, exposure to trauma, unmet behavioral health needs, and limited employment opportunities. In Alameda County, the ECM benefit will be implemented by Managed Care Plans, building upon the Alameda County Care Connect pilot.<sup>27</sup>

As written by DHCS in the most recent Cal AIM proposal, target populations include:

- Children or youth with complex physical, behavioral, developmental and oral health needs (including youth in foster care).
- Individuals experiencing homelessness, chronic homelessness or who are at risk of becoming homeless.
- High utilizers with frequent hospital admissions or emergency room visits.
- Individuals at risk for institutionalization, children with serious emotional disturbance (SED) or substance use disorder (SUD) with co-occurring chronic health conditions.
- Individuals transitioning from incarceration who have significant complex physical or behavioral health needs

In 2018, the budget for Alameda County Care Connect was \$28.4 million in annual federal funds, matched by Alameda County Health Care Services Agency (HCSA). Through Cal AIM, we can expect both the budget and access to this program to expand. The City of Oakland can work with Managed Care Plans in Oakland to ensure Oakland residents get equitable access to this new benefit, without utilizing the City's own general purpose funds.

### ***Mental Health Services Act (MHSA)***

Using MHSA funds, the County allocates funding specifically to prevention efforts to address trauma and improve the likelihood that the behavioral health needs of children and youth are met. These preventative services can help reduce the number of Oakland residents who will experience mental illness and can promote public safety for youth who are eligible for treatment, but may not get access to it unless provided through a community-based organization. MHSA funding is flexible and intended to fund prevention and innovation. HCSA, the entity that distributes MHSA funding, will often create a pilot program in one city before scaling it through the County. Thus, it is highly likely that MHSA funding could be allocated for programs dedicated to preventing or addressing behavioral health needs, including the following Task Force recommendations: supporting youth and young adults impacted or at risk of commercial sexual exploitation; increasing the number of counselors, violence interrupters, and social workers at school sites; staffing community-led crisis hotlines, or expanding MACRO.

### ***The Governor's FY 2021-22 Budget***

Governor Newsom has proposed an allocation for \$400 million in the FY 2021-22 budget, "to address the behavioral health needs of our students, especially as a consequence of trauma and the pandemic." Newsom claims that these funds will be prioritized for students

---

<sup>27</sup> Whole Person Care Alameda County brief (July 12, 2018). California Association of Public Hospitals and Health Systems. Accessed here on February 11, 2021:

<http://caph.org/wp-content/uploads/2018/07/alameda-wpc-pilot-7.12.18.pdf>

“disproportionately impacted by the pandemic, with funds strongly weighted toward schools serving students from low-income families, foster youth, homeless students, English learners and others disproportionately impacted by the pandemic.”<sup>28</sup> During the 2018-2019 school year, the Oakland Unified School District (OUSD) enrolled 53,118 students, of which 73% were eligible for free and reduced lunch and 31.2% were identified as English learners.<sup>29</sup> Only 10.1 % of OUSD students identified as White; 46.6% identified as Latinx, 23.1% of OUSD students identified as Black or African American, and 12.9% identified as Asian or Filipino, and 4.2% identified as multiracial. These demographic statistics clearly align with who this budget allocation intends to serve. The Task Force should utilize this funding to help fund recommendations such as: 1) supporting the healing from traumas experienced by commercially sexually exploited youth and 2) increasing the number of counselors, violence interrupters, and social workers at schools dedicated to health and wellness needs of students.

### **Background: How services are funded and require other levels of government**

Mental health services are mostly funded through a complex combination of federal and state funds, often making health care hard to access for Medi-Cal recipients in need.

---

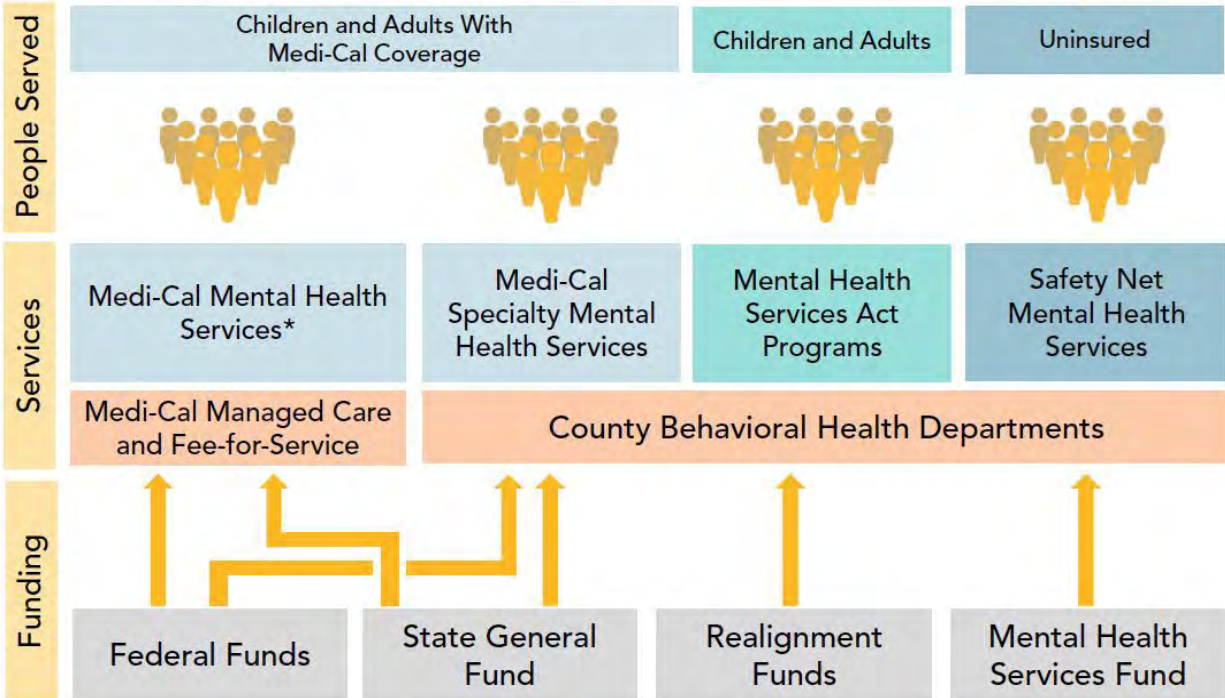
<sup>28</sup> Office of Governor Gavin Newsom (January 8, 2021). “Governor Newsom Proposes 2021-22 State Budget.” Accessed here on February 12, 2021:

<https://www.gov.ca.gov/2021/01/08/governor-newsom-proposes-2021-22-state-budget/>

<sup>29</sup> Education Data Partnership, accessed here on February 12, 2021:

<http://www.ed-data.org/district/Alameda/Oakland-Unified>

## Elements of California's Public Mental Health System



\* Medi-Cal managed care plans provide services to adults age 21 and older with mild-to-moderate conditions. For children and youth under age 21, Medi-Cal managed care plans must provide medically necessary non-specialty mental health services regardless of the severity of the impairment. Note: Graphics are not scaled proportionately to the number of people served or to the amount of funding in each category.



California Budget & Policy Center | 67

In Alameda County, the Behavioral Health Services (ACBHS) budget was \$556.97 million dollars, or roughly 58% of the total Health Care Services Agency (HCSA) overall budget. 17% of the total HCSA budget comes from the County's general fund. Key County programs aimed at serving residents in crisis are funded through the Mental Health Services Act, including the Mobile Evaluation and Crisis Response Team (MET) and Community Assessment and Transport Team (CATT).

### **Mobile Evaluation and Crisis Response Team (MET)**

Beginning in 2014, behavioral health providers have teamed up with OPD officers to establish Mobile Evaluation Teams (MET) to reduce unnecessary 5150 holds. METs respond to mental health crisis calls and provide crisis intervention, conduct behavioral health assessments, and refer residents to services. Since implementation in 2014, METs have been established in other county jurisdictions, including Fremont, Hayward, and



San Leandro. According to OPD, the METs in Oakland respond to 25-30 calls a day.<sup>30</sup> Alongside MHSA funding, the MET program also utilizes county Measure A funding.<sup>31</sup>

### *Community Assessment and Transport Team (CATT)*

Launched in July 2020, the CATT Program currently operates in Fremont, Hayward, Oakland, and San Leandro to reduce the time law enforcement and ambulances spend on addressing psychiatric emergencies. The CATT program also connects people who are not eligible for psychiatric services to other resources they are eligible for. The CATT team includes a behavioral health provider and an EMT in an unmarked, non-emergency vehicle that can transport the resident to the appropriate support, such as a respite center, sobering center, or medical facility. The project currently staffs twelve teams from 7am until 11pm, seven days per week, in accordance with the times of day that the majority of 5150s are placed in Alameda County.<sup>32</sup> Alongside MHSA funding, the CATT program also utilizes county Measure A funding.

## **Homelessness**

**This section focuses on how more permanent or temporary housing could be provided for people who are experiencing homelessness. These are investments that rely heavily on County and state resources. Although the County also plays an important role in providing funding for homeless services and programming, this section does not include extensive information about street-level services and programs.**

As of 2019 there were an estimated 4,071 unhoused people in Oakland out of 8,022 unhoused people in Alameda County.<sup>33</sup> Unfortunately, this number is likely significantly higher at the time of the publication of this report due to the COVID-19 crisis and the dramatic uptick in economic insecurity that have increase many residents' housing insecurity.

Addressing homelessness through adequately funded housing solutions is a racial justice issue. According to a 2019 homelessness survey, 70% of Oakland's unhoused residents were black. 13% were mixed-race, and 4% were Native American, even though Native Americans only

---

<sup>30</sup> Amalya Dubrovsky and Natalia Gurevich (December 18, 2019). "Combining clinicians and cops, Oakland's response program helps those in mental crisis." Oakland North, accessed here on February 12, 2021: <https://oaklandnorth.net/2019/12/18/combining-clinicians-and-cops-oaklands-response-program-helps-those-in-mental-crisis/>

<sup>31</sup> Mobile Evaluation Team Project Update. Accessed here on February 12, 2021: [http://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_9\\_26\\_16/HEALTH%20CARE%20SERVICES/Regular%20Calendar/BHCS\\_Oakland\\_Policy\\_Dept\\_Mobile\\_Evaluation\\_Team\\_9\\_26\\_16.pdf](http://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_9_26_16/HEALTH%20CARE%20SERVICES/Regular%20Calendar/BHCS_Oakland_Policy_Dept_Mobile_Evaluation_Team_9_26_16.pdf)

<sup>32</sup> Alameda County Behavioral Health Care Services Community Announcement. Accessed here on February 12, 2021: [http://www.acbhcs.org/Providers/News/2020/Announcement%20-%20New%20ACBH%20Programs%20\(CATT%20and%20%20Pre\\_Trial%20Pilot%20FINAL\).pdf](http://www.acbhcs.org/Providers/News/2020/Announcement%20-%20New%20ACBH%20Programs%20(CATT%20and%20%20Pre_Trial%20Pilot%20FINAL).pdf)

<sup>33</sup> Source:

<https://www.oaklandca.gov/news/2020/city-of-oakland-seeks-applicants-for-new-homeless-advisory-commission#:~:text=The%202019%20point%2Din%2Dtime,%23%23%23>

constitute 1% of Oakland’s total population.<sup>34</sup> (This survey did not report the share of the unhoused population that was Latinx). Black and brown Oaklanders are therefore disproportionately impacted by the collective failure of governing officials to address the City’s crisis of homelessness and housing affordability more broadly.

## What we know about impact on police time

**Investing in housing solutions to address homelessness could lead to a significant reduction in several different categories of police service calls by providing stability for a highly vulnerable and heavily policed population.** Although the share of OPD calls for service that are related to homelessness are not easy to interpret from the available data, many health issues that are common among the homeless population -- especially behavioral health issues<sup>35</sup> -- lead to a large volume of calls for service every year and are extremely difficult to address while individuals are unhoused. In recent years a growing body of evidence has shown that formerly homeless people who are housed through “Housing First” programs are less likely to become involved in the criminal justice system or be hospitalized.<sup>36</sup>

## Key Funding Streams and Legislation to Watch

### *Alameda County*

In November of 2020 Alameda County voters passed Measure W, a sales tax measure that is anticipated to generate \$150 million per year for various types of homeless services, potentially including permanent supportive housing.<sup>37,38</sup> **The ballot measure called for distributing resources geographically based on the number of unhoused individuals in each jurisdiction. Because Oakland had half of the county’s homeless population in 2019, half of Measure W revenues would theoretically be spent in Oakland.**<sup>39</sup>

There are concerns among several Oakland homelessness advocates that Measure W funding may not be utilized in the manner it was marketed to voters. This risk exists because Measure W was passed as a “general revenue measure,” meaning that the funding will be directed into the County’s General Fund rather than into a restricted fund. The Board of Supervisors may

---

<sup>34</sup> City of Oakland Homeless Count and Survey, 2019.

[https://everyonehome.org/wp-content/uploads/2019/12/2019HIRDReport\\_Oakland\\_2019-Final.pdf](https://everyonehome.org/wp-content/uploads/2019/12/2019HIRDReport_Oakland_2019-Final.pdf)

<sup>35</sup> Nearly one quarter of people experiencing homelessness in Oakland in 2019 stated that they became homeless because of a mental illness or substance abuse disorders. Others who are homeless may additionally have a mental illness or substance abuse disorders, even if it was not the primary reason that they became homeless.

[https://everyonehome.org/wp-content/uploads/2019/12/2019HIRDReport\\_Oakland\\_2019-Final.pdf](https://everyonehome.org/wp-content/uploads/2019/12/2019HIRDReport_Oakland_2019-Final.pdf)

<sup>36</sup> National Alliance to End Homelessness, 2016, “Housing First Fact Sheet.”

<https://endhomelessness.org/wp-content/uploads/2016/04/housing-first-fact-sheet.pdf>

<sup>37</sup> For more information, see <https://www.spur.org/voter-guide/oakland-2020-11/measure-w-county-sales-tax>

<sup>38</sup> Permanent supportive housing refers to housing projects for households that require an ongoing housing subsidy, often because of a physical or mental disability or history of homelessness, and they incorporate services that are specific to the population living in these housing projects.

<sup>39</sup> Originally, allocation of resources was expected to have been determined according to the homelessness point-in-time survey for 2021, but the 2021 survey was canceled due to COVID-19 safety concerns. According to County staff, the measure W resources will instead be approximately allocated based upon PIT counts for 2019.

have high incentives to divert the funding to address the County's budget shortfalls because County revenues are far below usual as a result of the COVID-19 crisis. **Task Force members and Oakland residents may need to pressure the County Board of Supervisors to ensure that Measure W funding will be (a) directed to homelessness services, rather than being diverted for other financial needs during the COVID-19 crisis, and (b) distributed geographically according to the level of need, as described in the County homelessness plans.**

One other source of potential future County funding described in the Home Together plan,<sup>40</sup> the County's plan for homelessness, calls for the creation of an **"Innovation and Acceleration Fund."** Oakland should pressure the county to create this fund and should apply for funding from this program for permanent supportive housing innovations if and when it is established.

Other ways that the County could help create more housing options to address homeless in Oakland include:

- **Apply for additional Project Homekey-funded projects that are located in Oakland.** Project Homekey is the state program that has been used to rapidly acquire properties to provide housing solutions for unhoused people during the pandemic. Both Oakland and Alameda County are eligible to apply for this competitive funding program, which is funded using state resources and federal COVID-19 relief funds. The state government has announced that there will be another round of Project Homekey grants this year, with \$1.75 billion available statewide.
- **Explore allowing temporary encampments on County-owned land.** This would address the policing of homelessness in particular by ensuring that unhoused Oaklanders because police are regularly called in to forcibly move unhoused people from one location to another. While this is not a long-term solution to the homelessness crisis and legal barriers still need to be examined, making land available would represent a non-monetary contribution that would result in less policing.

### ***State of California***

Several noteworthy bills have been introduced that would provide significant funding for homelessness. These are important bills to monitor and Task Force members and Oakland residents should encourage the organizations that they represent to support these bills in the coming months:

- AB 71, The Bring California Home Act, would create the state's first on-going source of funding for homelessness by taxing corporations earning more than \$5 million annually
- AB 328, Re-entry Housing Program, would provide funding for housing and services to homeless individuals who were recently incarcerated in state prisons, or who will soon be released from state prisons and are at high risk of homelessness. This funding would be administered through counties and continuums of care.
- SB 234, The SUPPORT Act, would allocate \$100 million to fund new housing for homeless youth, foster youth, and youth exiting the criminal justice system.

---

<sup>40</sup> See <https://homelessness.acgov.org/homelessness-assets/docs/Home-Together-Plan.pdf>

## **Background: How Services are Funded and Require Other Levels of Government**

**City and County funds can be used to “attract” additional resources from the state and federal governments.** Housing is extremely expensive to build and as a result, Oakland, like all other California cities, relies heavily on county, state, and federal resources to build affordable housing<sup>41</sup> and permanent supportive housing.<sup>42</sup> When the City and County apply for funding from state and federal housing programs, they are more likely to receive awards from these programs if they have their own funding set-aside to “match” funding available from the state and/or federal governments. The percent match varies by program.

### **Typical development costs and Project Homekey Development Costs**

Units in new affordable housing projects cost an average of \$600,000 per unit to build in the Bay Area but per units development costs are generally even higher in Oakland.<sup>43</sup> During the COVID-19 crisis, both the City and the County were able to purchase hotels/motels and other existing buildings through the state Project Homekey program and convert them to permanently supportive housing units for people who were at high risk of serious illness and who were impacted by COVID-19.<sup>44</sup> Because this program converted existing buildings, the per unit costs were significantly lower than the usual cost to develop affordable housing. In Oakland, the City has used Homekey funds to convert 174 housing units - all of which will be “single-room occupancy” (SROs) - for a total cost of between \$94,000 - \$282,000 per unit.<sup>45,46</sup> The range in costs per unit is wide because the project sites vary in their acquisition costs and other site-specific attributes. Note that the City of Oakland contributed up to 35% of the total development cost shown above. On top of the development costs, permanent supportive housing projects typically have annual operating costs of between \$10,000-\$13,000 per unit. One of the Project Homekey projects is a pilot program with annual operating costs of \$3,000 per unit, but this should not be viewed as typical.

---

<sup>41</sup> We are using the definition of “affordable housing” utilized by major federal and state housing programs, which are housing units reserved for households with incomes below a specified threshold. This limit is calculated in relationship to the County median income. Many major housing programs require that a share of units are reserved for households with incomes below 60% of the County median income and a share of units are reserved for households below 80% of the County median income. While the median income is recalculated every year, as of 2020 60% of the median income translated into an annual income of \$78,300 and 80% was \$104,400 for a family of four people in Alameda County. We acknowledge that these income thresholds are significantly higher than what most people would consider appropriate for “affordable housing.”

<sup>42</sup> Permanent Supportive Housing (PSH) refers to housing with wrap-around voluntary support services typically provided to individuals who are chronically homeless.

<sup>43</sup> The \$600,000 figure accounts for all Bay Area counties, including those where the cost of building housing is much lower. For more information see

[https://ternercenter.berkeley.edu/wp-content/uploads/2020/08/LIHTC\\_Construction\\_Costs\\_2020.pdf](https://ternercenter.berkeley.edu/wp-content/uploads/2020/08/LIHTC_Construction_Costs_2020.pdf)

<sup>44</sup> For more information, see <https://hcd.ca.gov/grants-funding/active-funding/homekey.shtml>

<sup>45</sup> Source: Christina Mun, City of Oakland Department of Housing and Community Development

<sup>46</sup> While the cost of converting hotels and motels to single-room occupancy units (SROs) is less expensive than developing other types of affordable housing, it is important to note that SROs may not be an appropriate housing type for all of Oakland’s unhoused residents, especially for larger families. The \$600,000 per unit figure may be a more realistic benchmark for how much it costs to develop housing for households with multiple family members.

### **The role of reallocated OPD budget**

The resources needed to house all of the City's homeless are far greater than what the City is paying to police homelessness. The Oakland Police Department's budget for its homelessness unit of three officers is \$900,000 per year (although this does not represent all homelessness-related police response). Multiplying this \$900,000 figure by 30 years (the standard period of affordability for many publicly-financed housing projects) the total money that would become available by reallocating police funding to housing is \$27 million. In contrast, Alameda County estimates that it needs \$820 million to zero out the countywide homeless population and provide needed services. Assuming that half of this money would be spent to address homelessness in Oakland, where half of the County's homeless population lives, \$410 million would be needed to create sufficient housing solutions for Oakland's unhoused residents. As a result, while Oakland and the County both have an important role to play in setting aside housing funding that can attract "match" funding from the state, it is important to recognize that Oakland on its own does not currently have the financial capacity to single-handedly end homelessness within its city limits, even if funding is reallocated from OPD.

One further challenge to using the police budget to significantly address homelessness is that police budgets are funded by taxes and revenues that are generated on an annual basis, but housing requires that investments be made up front, at the time of acquisition or construction. **In short, while police budget dollars could be reallocated to creating housing units (and there are notable national examples of this occurring<sup>47</sup>), the number of units that this reallocated budget would be able to create is small relative to Oakland's level of need.**

---

<sup>47</sup> For an example, see

<https://www.statesman.com/story/news/2021/01/27/austin-city-council-set-buy-hotel-house-homeless/4285813001/>

# APPENDIX F

## OPD History

# OPD, A TROUBLED HISTORY, AND EFFORTS TO IMPROVE<sup>1</sup>

The Oakland Police Department (OPD or the Department) has a long, troubled history: in many of our lifetimes alone we have experienced the murder of little Bobby Hutton in 1968, the terrorism of the Riders in West Oakland and subsequent federal court intervention spanning two decades, a horrific sex scandal, and the killing of Joshua Pawlik in 2018.

During a discussion of the Task Force at a Council meeting in February 2021, Vice Mayor Rebecca Kaplan succinctly summarized the challenges of the OPD: it both over-polices and under-protects. In her remarks the Vice Mayor noted that there was a recent case of a Black man whose arm was broken by a police officer arresting him for jaywalking. During the same period, a Black family raised repeated concerns about OPD not responding to their missing child report.

## Oakland Police, A Troubled History

### Black Panther Party for Self-Defense

After numerous incidents of police brutality against Black people in Oakland and throughout the Bay Area, two college students, Huey P. Newton and Bobby Seale, founded the Black Panther Party (BPP) for Self-Defense in 1966.

In addition to **successful community services**, like the renowned Free Breakfast program and the Oakland Community School, the Black Panthers set up armed patrols in Black neighborhoods, or Copwatch, to deter and document excessive use of force by OPD officers.

The BPP grew rapidly in the Bay Area and across the country. By 1970, the Black Panther Party

had opened offices in 68 cities nationwide. Law enforcement targeting, covert infiltration, and disruption increased concomitant with this expansion.

On April 6, 1968, two days after the assassination of Dr. Martin Luther King Jr., three carloads of BPP members were pulled over in West Oakland. Numerous squad cars responded to the scene and officers focused on BPP leader Eldridge Cleaver. The police opened fire as Black Panther Party members took cover and hid. Little **Bobby Hutton**, a 17-year-old BPP member, eventually came out from under cover, stripped down to his underwear and clearly unarmed. Police shot him twelve times, killing him.

A letter to the editor of the SF Chronicle, signed by a list of notables including James Baldwin, compared Hutton's death to the murder of Martin Luther King Jr., saying "Both were acts of racism against persons who had taken a militant stand on the right of black people to determine the conditions of their own lives. Both were attacks aimed at destroying this nation's black leadership."<sup>2</sup>

### Riders Case

Known for bringing record numbers of "reputed drug dealers" off the streets of West Oakland in 2000, the "Riders" were "considered the best and brightest veterans."<sup>3</sup> The truth behind the officers' successes came to light when Keith Batt, a rookie OPD officer, just 10 days on the force, resigned and reported his former co-workers' activities to OPD's internal affairs division. He also filed a civil lawsuit against the City of Oakland, and claimed that OPD supervisors should have been aware of and able to stop the practices of the officers involved.<sup>4</sup>

<sup>1</sup> This Appendix prepared by NICJR.

<sup>2</sup> Black against Empire: the History and Politics of the Black Panther Party, by Joshua Bloom and Waldo E. Martin, University of California Press, 2016, p. 120.

<sup>3</sup> <https://www.washingtonpost.com/archive/politics/2003/01/26/oaklands-police-riders-on-trial/f03ccb4f-9810-446f-94b8-ca929f71fcd/>

<sup>4</sup> <https://www.washingtonpost.com/archive/politics/2003/01/26/oaklands-police-riders-on-trial/f03ccb4f-9810-446f-94b8-ca929f71fcd/>

The most serious known case involved the beating of Delphine Allen, then 21, on June 27, 2000. Officer Francisco “Choker” Vasquez challenged Allen to a physical fight; Allen declined. This angered Vasquez who then planted drugs on Allen and directed him to get into a patrol car. Mr. Allen, cuffed behind his back, became agitated. Officers Vasquez and Siapno then pulled the handcuffed Allen halfway out of the car. Vasquez then pepper-sprayed, punched, and kicked Allen as Siapno struck him with a metal club on his bare feet. Vasquez and Siapno subsequently drove Allen to the intersection of Seventh and Wood Streets in West Oakland, and beat him in the face, stomach, back and legs.<sup>5</sup>

Clarence “Chuck” Mabanag, 37; Jude Siapno, 34; and Matthew Hornung, 31, were charged with a total of 26 criminal counts, including kidnapping, the beating of falsely arrested “suspects”, and submitting falsified police reports. Officer Vasquez, considered the Riders’ ringleader, fled the country before prosecutors were able to take him to trial; he is currently being sought by the FBI.<sup>6</sup> All four officers were fired and charged. The three that remained in the country were brought to trial twice; they were acquitted both times.

*The collapse of the case ended one of the biggest scandals in city history, an allegation of police corruption that cost Oakland a \$10.5 million civil settlement in a lawsuit filed by 119 people, left the Police Department under a court-ordered federal consent decree and deeply damaged the department’s reputation throughout much of the city.<sup>7</sup>*

### Negotiated Settlement Agreement

Delphine Allen filed a lawsuit against the City of Oakland. His case was ultimately consolidated with other civil rights lawsuits against the Oakland Riders, including a total of 119 different plaintiffs, a large majority of whom were Black.<sup>8</sup> In 2003, Oakland entered into a Negotiated Settlement Agreement (NSA) that required a payout of nearly \$11 million to the 119 plaintiffs and compliance with a reform plan

comprising 51 conditions. The NSA required reforms in several areas including internal affairs, supervision of officers, police use of force, training, personnel practices, and community policing. An independent monitoring team was appointed by the U.S. District Court for the Northern District of California (court) to ensure that OPD complied with the settlement.

OPD struggled with compliance, and, nine years later, in 2012, the court appointed a Compliance Director who was tasked with addressing the deficiencies that had led to noncompliance and developing a plan for facilitating sustainable compliance with all outstanding tasks.<sup>9</sup>

Two of the requirements of the NSA focused on eliminating racial profiling practices in the OPD and required officers to document why they were stopping pedestrians and motorists. In order to comply with these provisions, OPD began to collect stop data in 2004 and expanded efforts in this regard in 2013. OPD’s preliminary stop data analysis **report** provided data from over 14,000 stops that took place between April 1 – November 30, 2013. This data reflects that Black people were disproportionately stopped during that time period: Black people accounted for 62 percent of all stops, followed by Latinx peoples at 17 percent and White people at 12 percent.<sup>10</sup>

The data also showed that, while Black and Latinx people were being stopped at higher rates than White and Asian people, they were no more likely to be found in possession of contraband than either of those groups. In fact, stops resulting in the discovery of contraband occurred about 23 percent of the time, across all racial groups.<sup>11</sup> In 2014, OPD hired Stanford University Professor Jennifer Eberhardt to conduct a more thorough analysis of OPD stop data. Professor Eberhardt’s analysis found that OPD officers stopped, searched, handcuffed, and arrested more Black than White people, a finding that remained significant even after controlling for neighborhood crime rates and demographics; officer race, gender, and experience; and other factors.<sup>12</sup>

5 <https://www.sfgate.com/bayarea/article/OAKLAND-Riders-lied-brutalized-man-2629441.php>

6 <https://www.washingtonpost.com/archive/politics/2003/01/26/oaklands-police-riders-on-trial/f03ccb4f-9810-446f-94b8-ca929f71fcdf/>

7 <https://www.sfgate.com/bayarea/article/With-charges-dismissed-Oakland-Riders-want-jobs-2451392.php>

8 <https://www.washingtonpost.com/archive/politics/2003/01/26/oaklands-police-riders-on-trial/f03ccb4f-9810-446f-94b8-ca929f71fcdf/>

9 [https://cao-94612.s3.amazonaws.com/documents/InfoReport\\_NSA\\_11.13.19.pdf](https://cao-94612.s3.amazonaws.com/documents/InfoReport_NSA_11.13.19.pdf)

10 <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak046187.pdf> Page 2

11 <http://www2.oaklandnet.com/oakca1/groups/police/documents/webcontent/oak046187.pdf>

12 <https://stanford.app.box.com/v/Strategies-for-Change>



Since entering into the NSA 18 years ago, OPD has experienced turnover of 10 police chiefs and 500 officers and has yet to fully comply with the terms of the agreement.<sup>13</sup> A report filed in court on December 19, 2020, found OPD either out of compliance or in partial compliance with four out of the 51 conditions.<sup>14</sup> The Department's failure to comply with the NSA has cost the City of Oakland at least \$17 million.

### Lovelle Mixon Shootings

Less than three months after the killing of Oscar Grant, on March 21, 2009, Lovelle Mixon, 26, fatally shot two officers who had stopped him in East Oakland. Mixon fled the scene and was found in his sister's apartment nearby. During a raid of the apartment, Mixon killed two more officers and injured another before he was killed.<sup>15</sup>

Mixon had reportedly been stopped because he was suspected of violating the terms of his parole. In interviews with local media, Mixon's grandmother said he had tried several times to reach his parole agent, who never responded. According to family members, Mixon struggled to find employment, and feared going back to prison.

In an expression of the extremely strained relations between OPD and the community, some people held signs outside of the downtown police headquarters that read "Us 4, Them 1" (referring to the murder of Oscar Grant), in response to the Mixon killings.

### Sex Scandal

On September 25, 2015, OPD Officer Brendan O'Brien committed suicide. He **left a suicide note** admitting his sexual relationship with an underage girl and the names of several fellow officers who also sexually exploited the teenager. Officer O'Brien killed himself just over a year after his wife was found dead in an apparent suicide that many speculate was actually a murder committed by the Officer.

The investigations that followed Officer O'Brien's death revealed that more than 20 OPD officers had some type of sexual relationship with a teenager, Celeste Guap, the daughter of an OPD dispatcher. Officers in many surrounding cities as well as investigators within the Alameda County District Attorney's Office were also implicated in exploiting Guap.

Four OPD officers were ultimately fired and found to have committed one or more of the following offenses: attempted sexual assault, engaging in lewd conduct in public, assisting in the crime of prostitution, assisting in evading arrest for the crime of prostitution, accessing law enforcement databases for personal gain, being untruthful to investigators, and failing to report a violation of law or rules by not reporting allegations of a minor having had sexual contact with OPD officers. Seven other officers were suspended without pay and provided with remedial training.<sup>16</sup> Two officers resigned and three police chiefs resigned in just eight days.

### The Killing of Joshua Pawlik

In 2018, Joshua Pawlik was found asleep on the ground in between two houses, with his hand resting on a firearm. Police were called to the scene and when they arrived, Pawlik awoke to officers yelling conflicting commands at him, to both not move and to raise his hands. As Pawlik awoke, he instinctively moved the hand that was resting on the firearm in order to help himself sit up, when five officers began shooting at him. One officer fired beanbag rounds, and four officers shot rounds from assault rifles, which resulted in Pawlik's death.<sup>17</sup>

OPD's monitor, Mr. Robert Warshaw, appointed by the court pursuant to the Riders litigation, and members of Oakland's Police Commission, which is charged with overseeing OPD's policies, practices, reviewed the body-worn camera footage of the shooting, and determined that Pawlik was not an immediate threat.<sup>18</sup> Warshaw additionally concluded that Police Chief Kirkpatrick's discipline of the

<sup>13</sup> <https://www.slalom.com/case-studies/city-oakland-creating-police-transparency-and-trust-data>

<sup>14</sup> <https://www.ktvu.com/news/federal-monitor-oakland-police-fail-to-properly-activate-body-cameras-nearly-20-of-the-time>

<sup>15</sup> <https://www.nytimes.com/2009/03/25/us/25parolee.html>

<sup>16</sup> <https://www.kqed.org/news/11078483/oakland-seeks-to-fire-4-police-officers-discipline-7-in-sexual-exploitation-scandal>

<sup>17</sup> <https://www.mercurynews.com/2019/07/18/oakland-police-monitor-police-commission-calls-for-firing-of-five-officers-in-pawlik-shooting/>

<sup>18</sup> <https://www.sfchronicle.com/crime/article/Oakland-police-failed-to-adequately-probe-fatal-13669327.php>

officers involved in Pawlik's death deviated from her senior commanders' recommendations, and that their punishments should have been harsher.<sup>19</sup> Two year after Pawlik's death, the City agreed to pay Pawlik's mother a \$1.4 million settlement, after she filed a lawsuit against OPD.<sup>20</sup>

### The Killing of Demouria Hogg

In 2015, OPD responded to a call regarding a man, Demouria Hogg, sleeping in a car near the Lakeshore Avenue off-ramp of Interstate Highway 580. OPD stated that they tried for an hour to wake Hogg, but he was unresponsive. Officers claimed that when Hogg regained consciousness he lunged towards his gun. In response, one officer shot him with a taser and the other officer shot him twice with her firearm, killing him.<sup>21</sup>

### 2020 Report on Systemic Racism in OPD (Hillard Report)

A 2019 **open letter** written to then-Police Chief Anne Kirkpatrick, Mayor Libby Schaaf, and City Administrator Sabrina Landreth, by the Oakland Black Police Officers Association (OBOA), highlighted racial inequities within the OPD. The letter asserted that OPD made unfair personnel decisions, including overlooking qualified Black officers for assignments and positions, conducted biased Internal Affairs investigations, and levied unfair discipline.

In response to these and other concerns raised regarding racial disparities in hiring, promotions, and discipline, OPD commissioned an independent audit of its operations. Hillard-Heintze LLC, a company with experience auditing police departments, conducted an assessment of OPD's internal investigations and discipline processes, including a review of recruits released while in training. Often referred to as the Hillard report, the final **Police Discipline Disparity Study**<sup>22</sup> was published in April 2020.

The report included eight key findings:

1. OPD is generally consistent with quality practices in conducting internal affairs investigations, making disciplinary determinations, and ensuring fairness in its recruit training efforts.
2. Black officers are more likely to have an allegation against them result in a sustained finding, however race does not appear to affect disciplinary findings after a complaint is sustained.
3. Class One and Two complaints are more likely to be sustained for Black officers.
4. Racial and gender disparities exist in regard to probationary releases from the Academy and Field Training Programs.
5. The Internal Affairs Division policy that allows sergeants to be 'fact finders' and adjudicators has the potential to be biased, and limits investigators' ability to be neutral.
6. The inclusion of an employee's disciplinary history in IAD case files beyond a five-year time period could produce biases and interfere in consistent progressive discipline.
7. More training is needed for field sergeants assigned to division-level investigations (DLIs), in order for DLI supervisors to conduct investigations more effectively and enhance the supervision they provide officers in the field.
8. The DLI Unit is understaffed for the size of its caseload.

Hillard-Heintze conducted a survey of OPD personnel as part of its assessment. More than 300 OPD staff, primarily sworn officers, responded to the survey. A majority of respondents, 58 percent, said they either disagreed or strongly disagreed with the statement: OPD employees are treated with

19 <https://www.mercurynews.com/2019/07/18/oakland-police-monitor-police-commission-calls-for-firing-of-five-officers-in-pawlik-shooting/>

20 <https://www.kqed.org/news/11814522/oakland-to-pay-1-4m-to-mom-of-homeless-man-killed-by-police>

21 <https://www.nbcbayarea.com/news/local/man-shot-and-killed-by-oakland-police-idd/117019/>

22 <https://www.documentcloud.org/documents/6891575-Hillard-Heintze-Report-for-the-Oakland-Police.html>

dignity and respect during internal investigations. An astonishing 81 percent indicated that the disciplinary process was not fair.

### City of Oakland Settlement Payouts

The City of Oakland has paid out more than \$23 million in settlement payments stemming from OPD officer incidents from January 1, 2015 to August 31, 2020.<sup>23</sup>

### Former OPD Officer in DC Capitol Riots

A former Oakland police officer, Jurell Snyder, took part in the insurgency on the Capitol in Washington, DC on January 6, 2021. Snyder was interviewed by a local news outlet where he openly supported the mob and defended right-wing conspiracy theories.<sup>24</sup>

Snyder served on Oakland's police force from 2006 to 2015.

On his Facebook account, entitled "Eat Pray Kill," Snyder posted about storming the Capitol; these posts received "likes" and supportive comments from current and former OPD officers.<sup>25</sup> A September 23, 2020 post by Snyder calling for the release of Kyle Rittenhouse, the 17-year-old who shot three people during a Kenosha, Wisconsin, protest in August, was liked by Jack Kelly, a former OPD officer who was fired by the OPD for falsifying warrants.<sup>26</sup>

Snyder was also involved in two fatal shootings when he was employed as a police officer. Snyder and another officer fatally shot 26-year-old Valvatin Villa while on duty on December 21, 2007 during a vehicle stop in East Oakland.<sup>27</sup>

On May 29, 2013, Snyder was assigned to OPD's Crime Reduction Team, a specialized unit that focuses on violent crimes, when he and several other

officers attempted a vehicle stop on 77th Avenue. Reports suggest that three people fled from a car, including a man named Bernard Peters, who fell, turned and pointed a firearm at Snyder. Snyder then shot and killed him.<sup>28</sup>

## OPD Reforms and Successes

### Early Adopter of Body Cameras

The Oakland Police Department (OPD) has been using body-worn cameras (BWC) since 2010. OPD was the largest department at the time to adopt a BWC requirement. Since the implementation of BWC, OPD has seen a decrease in the number of incidents involving use of force.<sup>29</sup>

While laudable, the use of BWC has not been a cure-all for police accountability and transparency however. Professor Jennifer Eberhart's 2014 study, outlined above, analyzed OPD BWC footage and concluded that officers tend to speak less respectfully to Black people than to White people during traffic stops.<sup>30</sup> Black men were also four times more likely to be searched than White people during traffic stops, and were more likely to be handcuffed, even if they were not under arrest.<sup>31</sup> A different problem was identified in Monitor Warshaw's December 2020 report: Warshaw found that officers fail to activate BWC 20 percent of the time.<sup>32</sup>

### Procedural Justice Training (PJT)

The Oakland Police Department's Procedural Justice Training (PJT) was developed in 2014, in partnership with Ceasefire Oakland, the Chicago Police Department, and the California Partnership for Safe Communities (CPSC). PJT is a mandatory training for all new staff and OPD Academy students.<sup>33</sup>

23 <https://cao-94612.s3.amazonaws.com/documents/OPD-Litigation-Claims-Settlement-Payments-2015-2020.pdf>

24 <https://www.sfgate.com/bayarea/article/dc-trump-protests-former-oakland-cop-jurell-snyder-15853235.php>

25 <https://oaklandside.org/2021/01/07/former-oakland-police-officer-defends-capitol-mob-and-spreads-conspiracies-earning-likes-from-opd-officers/>

26 <https://oaklandside.org/2021/01/07/former-oakland-police-officer-defends-capitol-mob-and-spreads-conspiracies-earning-likes-from-opd-officers/>

27 <https://www.eastbaytimes.com/2007/12/25/oakland-man-26-fatally-shot-by-police-identified/>

28 <https://oaklandside.org/2021/01/07/former-oakland-police-officer-defends-capitol-mob-and-spreads-conspiracies-earning-likes-from-opd-officers/>

<http://www2.oaklandnet.com/oakca1/groups/police/documents/pressrelease/oak041310.pdf>

<https://www.mercurynews.com/2013/06/07/oakland-police-identify-man-fatally-shot-by-officer/>

29 <http://www2.oaklandnet.com/oakca1/groups/ceda/documents/pressrelease/oak050703.pdf>

30 <https://www.governing.com/archive/Body-Cam-Study-Finds-Oakland-Police-Speak-Less-Respectfully-to-Black-People.html>

<https://stanford.app.box.com/v/Strategies-for-Change> Pg. 14-19

31 <https://stanford.app.box.com/v/Strategies-for-Change> 9-13

32 <https://www.ktvu.com/news/federal-monitor-oakland-police-fail-to-properly-activate-body-cameras-nearly-20-of-the-time>

33 <https://www.oaklandca.gov/resources/procedural-justice-and-police-legitimacy>

Procedural Justice is based on the idea that, when police interact with community members in a procedurally just way, the quality of community-police interactions and therefore public safety, will improve. The goal of PJT is to give the Oakland community a voice, ensure police procedures are fair, unbiased and trustworthy, and ensure that police are respectful to individuals in the communities they serve.<sup>34</sup>

### Stanford Study Translates to Action

Professor Eberhardt's study included recommendations regarding the collection, analysis, and use of data, and developing relationships with the community in order to drive cultural change. Professor Eberhardt was in the beginning stages of conducting her research when OPD began to implement the Procedural Justice Trainings, which Professor Eberhardt acknowledged could create positive change within OPD. OPD, in conjunction with several other police departments, partnered with Professor Eberhardt to expand the PJT to include specific instruction on implicit bias and police legitimacy.<sup>35</sup>

### Ceasefire – Gun Violence Reduction Strategy

Ceasefire is a data-driven community policing and violence reduction strategy that involves a collaboration between OPD, faith-based leaders, social service providers, victim advocates, and the Oakland community. The main goal of Ceasefire is to reduce gang/group-related shootings and homicides, reduce recidivism, and improve police-community relationships.<sup>36</sup>

Ceasefire was established in 2012, when the City's homicide rate was 6.8 times higher than the national average; Ceasefire was fully implemented in 2013.<sup>37</sup> The City of Oakland worked closely with the OPD to understand the underlying causes of gun violence in Oakland and partnered with the California Partnership for Safe Communities (CPSC)

in order to help with the design and implementation of the program; Procedural Justice Trainings were incorporated into the Ceasefire strategy as a way to strengthen police-community relationships.<sup>38</sup>

### Obama Administration Praises OPD Reforms<sup>39</sup>

In 2015, the Obama Administration publicly commended the OPD's efforts to mend the relationship between the community and the police. Specifically highlighted in the recommendation were the OPD's use of community leaders to talk to officers about community-police relationships, reforms aimed at avoiding violent, and/or fatal interactions between community members and the police, such as the implementation and requirement of BWCs, a ban on officers chasing people who jump backyard fences, and a "pipeline project" that reserves 40 seats in the cadet program for people who graduate from Oakland public schools.<sup>40</sup>

The OPD also shared strategies and best practices with President Obama's Task Force on 21st Century Policing, highlighting the Ceasefire Violent Crime Reduction Strategy as part of that discussion.<sup>41</sup>

### Collective Healing

In 2018, the International Association of Chiefs of Police (IACP), the Office of Victims of Crime (OVC), and the U.S. Department of Justice (DOJ) collaborated together to launch a national initiative to address the needs of people directly affected by police harm, and community-police tension. The IACP provided the City of Oakland with funding for three years, from April 1, 2018 to September 30, 2020, for the Collective Healing Initiative (CHI).

CHI is designed to help communities develop both a preventative and a reparative focus to reduce tensions, maximize communication, ensure that victims receive a just and meaningful victim centered response, address officer health and well-being, and promote problem-solving between law enforcement

34 <https://www.oaklandca.gov/resources/procedural-justice-and-police-legitimacy>

35 Letter To: DC LeRonne Armstrong From: Barbara De Salvo, Ceasefire Strategy/Collective Healing re: Retrospective of OPD Procedural Justice Project, 2014-2020 (pdf) pg. 1

36 <https://www.oaklandca.gov/topics/oaklands-ceasefire-strategy>

37 <https://cao-94612.s3.amazonaws.com/documents/Oakland-Ceasefire-Evaluation-Final-Report-May-2019.pdf>

38 <https://www.oaklandca.gov/resources/procedural-justice-and-police-legitimacy>

39 <https://www.sfgate.com/bayarea/article/Obama-official-says-Oakland-s-police-department-6483838.php>

40 <https://www.sfgate.com/bayarea/article/Obama-official-says-Oakland-s-police-department-6483838.php>

41 <https://www.sfgate.com/bayarea/article/Obama-official-says-Oakland-s-police-department-6483838.php>

and the communities they serve.<sup>42</sup> During the three year funding period, OPD implemented vicarious trauma training for all sworn staff, victim assistance training, and listening sessions and focus groups with Oakland community members. The OPD also established an officer Wellness Unit and strengthened and formalized a Peer Support Program.<sup>43</sup>

OPD has had difficulty sustaining CHI initiatives in light of expired program funding, the COVID-19 pandemic, the national protests against police violence, and changes in leadership/instability within the Department.<sup>44</sup>

### Major Reduction in Stops of Black People and in Overall Arrests

Although there are still disproportionate numbers of Black people being stopped by the OPD, the disparity has improved. From 2017 to 2018, the overall percentage of Black people stopped decreased by 6 percent, from 61 to 55 percent of all stops, the lowest overall percentage of Black people stopped since 2014.”<sup>45</sup>

In the mid-1990’s OPD arrested around 30,000 people a year, and believed that this large number of arrests equated to success; in 2014, the number of arrests declined to 11-12,000 people a year.<sup>46</sup>

42 <https://www.theiacp.org/projects/law-enforcement-and-the-communities-they-serve-supporting-collective-healing-in-the-wake>

43 Oakland Collective Healing Initiative: Final Report, p.1. J. Jannetta, C. Marcellin, & S. Esthappan. The Urban Institute, 2020

44 Oakland Collective Healing Initiative: Final Report, p. 2. J. Jannetta, C. Marcellin, & S. Esthappan. The Urban Institute, 2020 (PDF)

45 <https://cao-94612.s3.amazonaws.com/documents/OPD-Racial-Impact-Report-2016-2018-Final-16Apr19.pdf>

46 <https://www.sfgate.com/bayarea/article/Obama-official-says-Oakland-s-police-department-6483838.php>

# APPENDIX G

## Full List Of Recommendations and Recommendation Development Template

Full List of Recommendations	Authoring Advisory Board
<u>1. Create an Oakland Specific Crowd Control Ordinance</u>	OPD Org. and Culture
<u>4. Create a Law Enforcement Mutual Aid Plan for 21st Century Public Safety Operations</u>	OPD Org. and Culture
<u>6. Eliminate or Reduce the Use of OPD's Helicopter</u>	OPD Org. and Culture
<u>7. Achieve Compliance with the NSA</u>	OPD Org. and Culture
<u>8. Remedies for Misconduct</u>	OPD Org. and Culture
<u>9. Train all OPD officers to respect the 1st Amendment rights of members of the press covering protests</u>	OPD Org. and Culture
<u>21. Changes to Recruiting and Hiring</u>	OPD Org. and Culture
<u>22. Update OPD Promotion Process</u>	OPD Org. and Culture
<u>23. Community Audit of Civilian Police Academy</u>	OPD Org. and Culture
<u>24. Train Officers on the History, Engagement of Black and Brown Communities in Oakland, as well as unique Community Sensitivities and Engagement with Youth</u>	OPD Org. and Culture
<u>25. Vulnerable Population Communication</u>	OPD Org. and Culture
<u>29. Look for Trends in Officers with Misconduct</u>	OPD Org. and Culture
<u>31/84. Transfer most of IAD to CPRA</u>	OPD Org. and Culture
<u>32. Update Manual of Rules &amp; Discipline Matrix</u>	OPD Org. and Culture
<u>34. Coordinate City and County Services to Respond to Special Populations</u>	OPD Org. and Culture
<u>36/97. Restructure Oakland Department of Public Safety</u>	OPD Org. and Culture
<u>37. Institute Cross Functional Team to Approach Crisis Response</u>	OPD Org. and Culture
<u>38. Eliminate the BearCat Armored Vehicle ASAP</u>	OPD Org. and Culture
<u>39. Make Neighborhood Services the focus of community problem solving, freeing CROs to be assigned to policing activities</u>	OPD Org. and Culture
<u>40. Increase Community Engagement</u>	OPD Org. and Culture
<u>41. Reorganizing OPD's Internal Structure</u>	OPD Org. and Culture
<u>43. Demilitarize Police Department</u>	OPD Org. and Culture
<u>44. Renegotiate OPOAs MOU in 2021 instead of 2024</u>	OPD Org. and Culture
<u>45. Implement a Youth Centered Participatory Budgeting Process</u>	Budget, Data and Analysis
<u>46. Investment in Early Literacy (3rd grade and Below)</u>	Budget, Data and Analysis

<u>47. Implementing a Second Phase of Reimagining Public Safety (amended on 3/17/21 to include the following language: “Facilitation of the second phase must be rooted in community practice, such as being trauma-informed to interrupt sexism and racism, so that the process does not perpetuate the harm we’re seeking to undo.”)</u>	Budget, Data and Analysis
<u>48. Hiring Additional Facilitators/Partner Organizations</u>	Budget, Data and Analysis
<u>49. Streamlining and Making Public Multiple Forms of Data from OPD</u>	Budget, Data and Analysis
<u>50. Reallocate and Reinvest Funds from the OPD Budget into Other Areas that Increase Public Safety</u>	Budget, Data and Analysis
<u>51. The City Prioritizing the Renegotiation of the OPOA MOU</u>	Budget, Data and Analysis
<u>52. Build on the Task Force’s Guiding Principle #2</u>	Budget, Data and Analysis
<u>53. Adopt “Verified Response” Standard for Dispatch of Patrol Officers to Burglary Alarms</u>	Budget, Data and Analysis
<u>54. Data Management</u>	Budget, Data and Analysis
<u>55. Data Transparency</u>	Budget, Data and Analysis
<u>56. Create a citywide Behavioral Health Unit</u>	Alternate Responses, Programs, and Investments
<u>57. Immediately make long-term investment in MACRO</u>	Alternate Responses, Programs, and Investments
<u>58. Fund/create community hotlines and transfer 911 call center out of OPD</u>	Alternate Responses, Programs, and Investments
<u>59. Move most traffic enforcement to OakDOT</u>	Alternate Responses, Programs, and Investments
<u>60. Create a civilian Community Ambassadors program to respond to nonviolent, non-mental health incidents</u>	Alternate Responses, Programs, and Investments
<u>61. Dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach</u>	Alternate Responses, Programs, and Investments
<u>62. Reinvest Housing Authority Police budget through Participatory Budgeting</u>	Alternate Responses, Programs, and Investments
<u>63. Identify neighborhoods where OPD roving patrol can be reduced</u>	Alternate Responses, Programs, and Investments
<u>64. Repeal laws criminalizing homelessness and poverty</u>	Alternate Responses, Programs, and Investments
<u>65. Provide a public health response to addiction/substance abuse</u>	Alternate Responses, Programs, and Investments
<u>66. Stop enforcement of laws that criminalize sex trade between consenting adults</u>	Alternate Responses, Programs, and Investments
<u>67. Build a restorative justice web of support</u>	Alternate Responses, Programs, and Investments



<u>68. Provide more comprehensive reentry support</u>	Alternate Responses, Programs, and Investments
<u>69/107. Expand restorative justice diversion for youth and young adults</u>	Alternate Responses, Programs, and Investments
<u>70. Invest more in programs, services, and spaces for young people</u>	Alternate Responses, Programs, and Investments
<u>71. Expand and fund existing harm reduction services</u>	Alternate Responses, Programs, and Investments
<u>72. Increase funding to gender-based violence response services</u>	Alternate Responses, Programs, and Investments
<u>73. Expand flexible funding for survivors of gender-based violence</u>	Alternate Responses, Programs, and Investments
<u>74. Adequately fund gender-based violence prevention</u>	Alternate Responses, Programs, and Investments
<u>75. Permit/invest in a community-led sideshow space</u>	Alternate Responses, Programs, and Investments
<u>76. Pay unhoused community members to guide solutions to housing crisis</u>	Alternate Responses, Programs, and Investments
<u>77. Create immediate housing solutions</u>	Alternate Responses, Programs, and Investments
<u>78. Revitalize commercial corridors</u>	Alternate Responses, Programs, and Investments
<u>79. Transform unused vacant lots</u>	Alternate Responses, Programs, and Investments
<u>80. Create a Workforce Equity Fund</u>	Alternate Responses, Programs, and Investments
<u>81. Make all Oakland Community Colleges free for local residents</u>	Alternate Responses, Programs, and Investments
<u>82. Launch a basic income program</u>	Alternate Responses, Programs, and Investments
<u>83. Increase access to affordable and nutritious food</u>	Alternate Responses, Programs, and Investments
<u>85. Transfer forensics crime lab out of OPD</u>	Legal and Policy Barriers and Opportunities
<u>86. Transfer special event duties out of OPD</u>	Legal and Policy Barriers and Opportunities
<u>87. Transfer some sworn officer positions to part-time</u>	Legal and Policy Barriers and Opportunities
<u>89. Cap OPD overtime</u>	Legal and Policy Barriers and Opportunities

<u>90. Commit \$8 million set-aside funds to Task Force recommendations</u>	Legal and Policy Barriers and Opportunities
<u>91. Engage community to amend Measure Z</u>	Legal and Policy Barriers and Opportunities
<u>92. Mandate that OPD officers possess college degree/are over 25</u>	Legal and Policy Barriers and Opportunities
<u>93. Mandate a diverse OPD hiring panel</u>	Legal and Policy Barriers and Opportunities
<u>94. Mandate community recommendation for OPD recruits</u>	Legal and Policy Barriers and Opportunities
<u>95. Establish Public Works Street Team/Custodial Stewards</u>	Legal and Policy Barriers and Opportunities
<u>96. Establish overarching Community Safety administrative structure</u>	Legal and Policy Barriers and Opportunities
<u>97. Establish a Department of Public Safety</u>	Legal and Policy Barriers and Opportunities
<u>98. Establish NCPC Community Safety Stewardship Program</u>	Legal and Policy Barriers and Opportunities
<u>99. Implement racial profiling ordinance to deter false calls for service</u>	Legal and Policy Barriers and Opportunities
<u>100. Reach annual alignment on NSA tasks</u>	Legal and Policy Barriers and Opportunities
<u>101. Reexamine role of public safety boards</u>	Legal and Policy Barriers and Opportunities
<u>102. Expand County-Provided Mental Health Services</u>	Legal and Policy Barriers and Opportunities
<u>103/88. Increase Police Commission staff</u>	Legal and Policy Barriers and Opportunities
<u>104. Improve the Police Commission Selection Panel process</u>	Legal and Policy Barriers and Opportunities
<u>105. Impose Discipline on OPD Managers/Supervisors for Discriminatory Policing</u>	Legal and Policy Barriers and Opportunities
<u>106. Improve Outcomes in the Next OPOA MOU</u>	Legal and Policy Barriers and Opportunities
<u>108. Create school attendance stipend</u>	Legal and Policy Barriers and Opportunities
<u>109. Create school-site based violence prevention and crisis intervention teams</u>	Legal and Policy Barriers and Opportunities
<u>110. Provide enhanced public and mental health access to underserved communities</u>	Legal and Policy Barriers and Opportunities

<u>111. Create a civilian Department of Cannabis</u>	Legal and Policy Barriers and Opportunities
<u>112. Invest in equitable development of cannabis industry</u>	Legal and Policy Barriers and Opportunities
<u>113. Lower the cannabis business tax</u>	Legal and Policy Barriers and Opportunities
<u>114. Establish a Community Reparations Commission</u>	Legal and Policy Barriers and Opportunities
<u>122. Increase Investment in OYAC &amp; OPC-YLC</u>	Youth Advisory Board
<u>125. Civillian team to respond to calls where no threat or harm</u>	Youth Advisory Board
<u>137. Accountability #1 (Qualified Immunity)</u>	OPD Org. and Culture
<u>138. Accountability #2 (Train officers on MOR)</u>	OPD Org. and Culture
<u>139. Accountability #3 (Change the burden of proof)</u>	OPD Org. and Culture
<u>140. Accountability #4 (Review misconduct for lateral transfers)</u>	OPD Org. and Culture
<u>141. Accountability #5 (Remove bias when sustaining cases and determining disciplinary action)</u>	OPD Org. and Culture
<u>142. Accountability #6 (SLAs for completing misconduct investigations)</u>	OPD Org. and Culture
<u>143. Amend city charter on police discipline</u>	Alternate Responses, Programs, and Investments
<u>144. Invest in Community Workers and Violence Interrupters</u>	Alternate Responses, Programs, and Investments
<u>145. Eliminate County Court and Jail Fees and Provide Stipend for Re-entry</u>	Legal and Policy Barriers and Opportunities
<u>146. Enhance the Gun Buy-back Program in Oakland</u>	Legal and Policy Barriers and Opportunities
<u>147. Address Food Insecurity</u>	Budget, Data and Analysis
<u>148. Establish Department of Children, Youth and Families</u>	TF member Brooklyn Williams
<u>149. Prioritize funding violence prevention strategies that address gender-based violence, shootings and homicides (plus “youth services” per TF amendment on 3/17/21)</u>	TF member Carol Wyatt

<p>150. The Oakland Reimagining Public Safety Task Force urges the elected and administrative leaders of Alameda County and the City of Oakland to immediately begin talks to implement delivery of behavioral and mental health services, including mobile crisis response, using County health funding streams, to all Oakland residents in need of such services, especially the unhoused. (amended on 3/17/21 to include the following language: “The Task Force urges City leaders to advocate to County leaders and budget managers that all available resources for behavioral health that can serve Oakland residents be utilized, and to establish agreements with County officials to reduce or eliminate the presence of law enforcement in mobile crisis response for mental and behavioral health calls.”)</p>	<p>TF member Pat Kernighan</p>
<p>151. Any new civilian jobs or positions created from the Oakland RPSTF should continue to be valued as they shift to BIPOC workers in communities which have been disproportionately impacted by policing and violence. These jobs must be funded and paid as valued work that creates a skilled, diverse, and experienced workforce that can serve their communities long term and live in Oakland. The starting salary should be no less than \$70K per year plus full benefits. All jobs must avoid creating unnecessary barriers to employment.</p>	<p>TF member Mariano Contreras</p>
<p>152. Eliminate the OPD mounted horses unit</p>	<p>TF member Reygan Cunningham</p>
<p><u>153. Service Call Data Analysis Report Summary</u></p>	<p>Budget, Data and Analysis</p>
<p><u>154. Role of Local, State, and Federal Partners Report Summary</u></p>	<p>Budget, Data and Analysis</p>
<p><u>155. City Budget Analysis Report Summary</u></p>	<p>Budget, Data and Analysis</p>

# RECOMMENDATION DEVELOPMENT TEMPLATE

Research/Work Groups:

RECOMMENDATION:

MATRIX SUMMARY: Explain if (y/n) and how recommendation accomplishes the following	
Increase safety in Oakland? Over what timeframe?	
Shift responsibilities away from police and reduce scale of policing?	
Address root causes of crime and violence?	
Utilize a harm reduction, restorative, and trauma informed approach?	
Address public safety needs of system involved youth and transitional age youth?	
Have proof of concept in U.S. or internationally?	
Create <u>immediate</u> , measurable impact?	
RACIAL EQUITY	
Address racial equity disparities in stops, arrests, and use of force (data), specifically for Black communities in Oakland? Are there unintended new negative impacts?	

<p>Address disparities in provision of public safety services and infrastructure (based on data), specifically for Black communities in Oakland?</p>	
<p>Foster community leadership, build community power, agency and self-determination, especially within BIPOC communities?</p>	
<p><b>BUDGET AND DATA ANALYSIS</b></p>	
<p>What is the estimated cost?  Is the cost one-time lump sum or annual/ recurring?</p>	
<p>What are the budget implications for this recommendation?</p>	
<p>Where would funds come from? Is this currently a city- or county-level line item?</p>	
<p>Cost-Benefit Analysis and Return on Investment (ROI)? (i.e., Current cost of police action/ involvement versus proposed action?)</p>	
<p>What types of programming or budgetary changes are needed at the County and/or state levels to better meet Oakland’s needs related to the proposed recommendation?  What opportunities are there to leverage county and state funding streams?</p>	

LEGAL AND POLICY OPPORTUNITIES AND BARRIERS	
<p>What legislation/policies are necessary to implement the recommendation?</p> <p>What policies or legal barriers currently exist that need to be changed in order to better serve the community and/or implement the recommendation?</p> <p>Provide detailed analysis, including policy models implemented elsewhere that can inform implementation in Oakland.</p>	
OPD ORGANIZATIONAL TRANSFORMATION	
<p>What will OPD no longer be responding to as a result of this recommendation?</p> <p>Estimated staffing reduction resulting from redirecting proposed responsibility out of OPD?</p>	
<p>How should OPD restructure to account for the proposed recommendation?</p>	
<p>Does the proposed recommendation create any opportunity for OPD to shift personnel and resources toward addressing violent crime especially in black communities that are underserved? If so, how?</p>	

Further questions/research required:

List local organizations, groups, experts who may already be involved in advocating for proposed recommendation and/or are partners to consult in further building out recommendation:

# APPENDIX H

## 88 Recommendations: Vote Tally and Descriptions



# FINAL RECOMMENDATIONS

## VOTE TALLY

RECOMMENDATION	YES	NO
50	17	0
57	17	0
60	17	0
67	17	0
125	17	0
144	17	0
148	17	0
152	16	0
22	15	1
94	15	1
99	15	1
100	15	1
112	15	0
138	15	1
149	15	0
122	14	3
137	14	3
140	14	3
145	14	3
147	14	3
151	14	3
44/51/106/143	14	0
1	14	3
	13	

# FINAL RECOMMENDATIONS

## VOTE TALLY

RECOMMENDATION	YES	NO
7	13	3
8	13	3
21	13	3
24	13	3
29	13	3
32	13	3
34	13	3
40	13	3
41	13	3
46	13	3
49	13	3
52	13	3
53	13	3
54	13	3
55	13	3
56	13	3
61	13	3
68	13	3
70	13	3
72	13	3
73	13	3
74	13	3
77	13	3
79	13	3
81	13	3
82	13	3

# FINAL RECOMMENDATIONS

## VOTE TALLY

RECOMMENDATION	YES	NO
83	13	3
86	13	3
93	13	3
95	13	3
97	13	3
98	13	3
104	13	3
105	13	3
109	13	3
110	13	3
114	13	3
142	13	3
31/84	13	3
36/97	13	3
103/88	13	3
107/69	13	3
38	13	3
59	12	3
65	12	2
78	12	5
111	12	4
43	12	1
	11	3
		4

# FINAL RECOMMENDATIONS

## VOTE TALLY

RECOMMENDATION	YES	NO
64	11	5
80	11	2
102	11	0
113	11	6
139	11	5
150	11	0
76	10	3
91	10	1
37	9	4
47	9	4
58	9	4
66	9	5
71	9	7
89	6	4

## RECOMMENDATION #50:

### Recommendation Summary:

In order to meaningfully reallocate and reinvest funds from the OPD budget into other areas that increase public safety, we believe that there are four options the Task Force / the City will need to evaluate and consider:

1. Reduce the number of sworn officers.
2. Reduce the cost of sworn officers (salary, benefits, retirement, overtime, or allowances).
3. Replace sworn officers with non-sworn staff, and consider what functions done by non-sworn staff could be located in other Departments.
4. Reduce overtime, specifically the charging of un-budgeted overtime.

### Background and Statement of Need:

Sworn officers drive the costs in the Department. The cost of sworn staff makes up more than 65% of the Department spending, including salaries, benefits, retirement, and overtime. There are 886 sworn positions and 332 non-sworn positions. The cost of a sworn position is on average 1.8 times the cost of non-sworn positions.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost information unavailable at this time.

### Contact Information:

Maureen Benson, maureenbenson@gmail.com,  
Budget, Data and Analysis, Budget Staffing WG

## RECOMMENDATION #57:

### Recommendation Summary:

The City should immediately make a long-term investment in MACRO (Mobile Assistance Community Responders Oakland) through:

- a) Expediting creation of staff MACRO responder positions within the Fire Department;
- b) Funding a 3-phase expansion of MACRO to cover most areas of Oakland within 3 years and a minimum of 20% of low-level nonviolent 911 calls;
- c) Recruiting and hiring impacted BIPOC residents to serve their communities as MACRO responders and EMTs. Creation of city staff positions and expanding MACRO service city wide will create hundreds of living wage jobs for BIPOC communities.

In addition to immediate investment to scale up MACRO, the City should also calculate annual cost savings from continued reductions in 911 calls responded to by OPD, and transfer a minimum of 50% of savings from those calls toward funding ongoing MACRO expansion.

### Background and Statement of Need:

Residents from vulnerable populations such as the unhoused, have a significantly higher risk of being harmed during interactions with police. For example, people with mental illness are 16 times more likely to be killed by police. In Oakland, BIPOC residents comprise the vast majority of vulnerable populations. MACRO is currently proposed as a small pilot program in selected areas of East and West Oakland staffed by an external contractor. For over 30 years, the CAHOOTS program, which MACRO is modeled after, has demonstrated immense success in deploying teams comprised of one EMT and one crisis counselor trained in de-escalation and harm reduction to respond to nonviolent emergency calls often involving crises associated with mental health issues and/or being unsheltered.

MACRO should not be implemented as currently proposed – an underfunded short term pilot program highly vulnerable to being discontinued. Oakland is facing multiple worsening crises including skyrocketing homelessness, mental illness, and

drug abuse, underpinned by a budget crisis. Police are being overwhelmed by emergency calls, but 60% are low-level and nonviolent. While every city has its own unique context, MACRO is based on a long- proven model and the extremely urgent need in Oakland to save lives and money, and free up OPD which currently only spends 7% of its time addressing violent crime, can be immediately alleviated. Additionally, MACRO costs a fraction of policing and can save the city a significant amount of money.

High violent crime in Oakland does not preclude immediately making MACRO an established city-wide service. Service will be phased in over three years and responders will strictly be taking low-level nonviolent calls. Like CAHOOTS, responders receive extensive safety training and can call for assistance on police radios. In over 30 years, no CAHOOTS team member has ever been hospitalized with an injury despite facing similar drug abuse, mental health, and homelessness challenges as Oakland. Importantly, 99.4% of calls have not required police back up.

### Estimated Timeframe:

Immediately designate city department best positioned to administer MACRO, and allocate funding for permanent staff positions to be phased per three-year scale up detailed in full recommendation:

- Year 1: East and West Oakland per pilot areas;
- Year 2: Increase number of teams in East and West Oakland; establish Fruitvale, Downtown teams per DVP priority areas;
- Year 3: Add teams to areas based on call volume and benchmark of handling 20% of all 911 calls.

### Estimated Cost:

Year 1: \$3 million; Year 2: \$17 million; Year 3: \$25 million.

### Contact Information:

Liam Chinn, Liamchinn@hotmail.com

[Link to more information.](#)

## RECOMMENDATION #60:

### Recommendation Summary:

Create a civilian Community Ambassadors program to respond to non-violent, non-mental-health incidents: 1.) in Oakland's public spaces, namely public parks, facilities, streets/sidewalks; and 2.) to respond to non-emergency calls focused on residents' and business corridors' quality of life challenges. Key examples include complaints of loud music/amplified noise, firecrackers, unpermitted vending, unpermitted large gatherings, minor encroachments and obstructions, and non-violent disturbances or code violations.

We recommend 14 non-emergency call codes to be considered for Ambassador response (in the absence of display of violent behavior), which together made up 11% of call activity in 2019. They include: 415 Disturbing the Peace; 415A Disturbance – Auto; 415E Loud Music; 415FC Firecrackers; 415CU Disturbance – Customer; 415LT Disturbance – Landlord; 415N Disturbance – Neighbor; 647 Disorderly Conduct (such as public intoxication, urination/defecation, aggressive panhandling); and OMC Oakland Municipal Code Violation. Ambassadors could also be dispatched through communication infrastructure such as non-911 community hotlines (see Recommendation #58).

Guiding values for the program should include: a staffing strategy that prioritizes BIPOC Ambassadors; service delivery that prioritizes low-income BIPOC neighborhoods; encouraged compliance (rather than punitive enforcement); restorative justice; and community stewardship.

### Background and Statement of Need:

This solution would significantly reduce the likelihood of Black and Brown residents receiving burdensome and often crippling fines and citations for petty violations of Oakland Municipal Code, which would reduce pipelines to incarceration and homelessness that often result from excessive financial distress. This solution provides a non-armed civilian response to calls regarding non-violent quality of life challenges, significantly decreasing or completely eliminating the likelihood of police violence/use of force for these calls. It

would reduce the scope of officer responsibilities, removing the administrative and workload burdens of responding to petty code violations and disturbances, and freeing up officer capacity to focus on investigations and homicides. This solution offers a response that is not designed to punish or incarcerate, but to encourage compliance using a trauma- and culturally-informed approach that builds trust, relationships, and community stewardship, thus increasing overall safety and service provision in BIPOC neighborhoods. It would build economic stability and increase safety by prioritizing the hire of Black and Brown Oakland natives, longtime residents, and formerly incarcerated individuals, with Ambassadors serving as credible messengers in the BIPOC neighborhoods they're intimately familiar with, and where they have strong existing relationships with neighbors, youth, faith organizations, community leaders/groups, and local businesses.

### Estimated Timeframe:

To transition and scale this solution, we recommend the city begin by immediately implementing a pilot of Community Ambassadors this summer 2021 at Lake Merritt and an identified high-use stretch of Bancroft Avenue. Learnings from the 2021 pilot can be used to expand citywide in 2022, with priority service for low-income BIPOC neighborhoods.

### Estimated Cost:

Cost will depend on the number of Ambassadors needed. For reference, around 30 Ambassadors' salary and fringe benefits would cost \$2 million to \$3 million per year. Funds could come from labor cost reductions (overtime and/or staffing) in OPD's Bureau of Field Operations, specifically Area Patrol and 911 Response, Community Resource Officers, and Foot Patrol.

### Contact Information:

Tiffany Kang  
Chiamaka Ogwuegbu

[Link to more information.](#)

## RECOMMENDATION #67:

### Recommendation Summary:

With support from the Defund Coalition, youth and community members, we call on the City of Oakland to start developing a Restorative Justice Transformative Justice (RJTJ) web of support (*la red de justicia*) made up of RJTJ centers, community organizations, service providers, school restorative justice hubs and community healing spaces.

### Background and Statement of Need:

Right now, our Black, Indigenous and People of Color communities are under-served and over-policed. Organizations that aim to address their needs are not well resourced and connected. We come together as a Restorative & Transformative Justice community to offer a vision for Oakland as

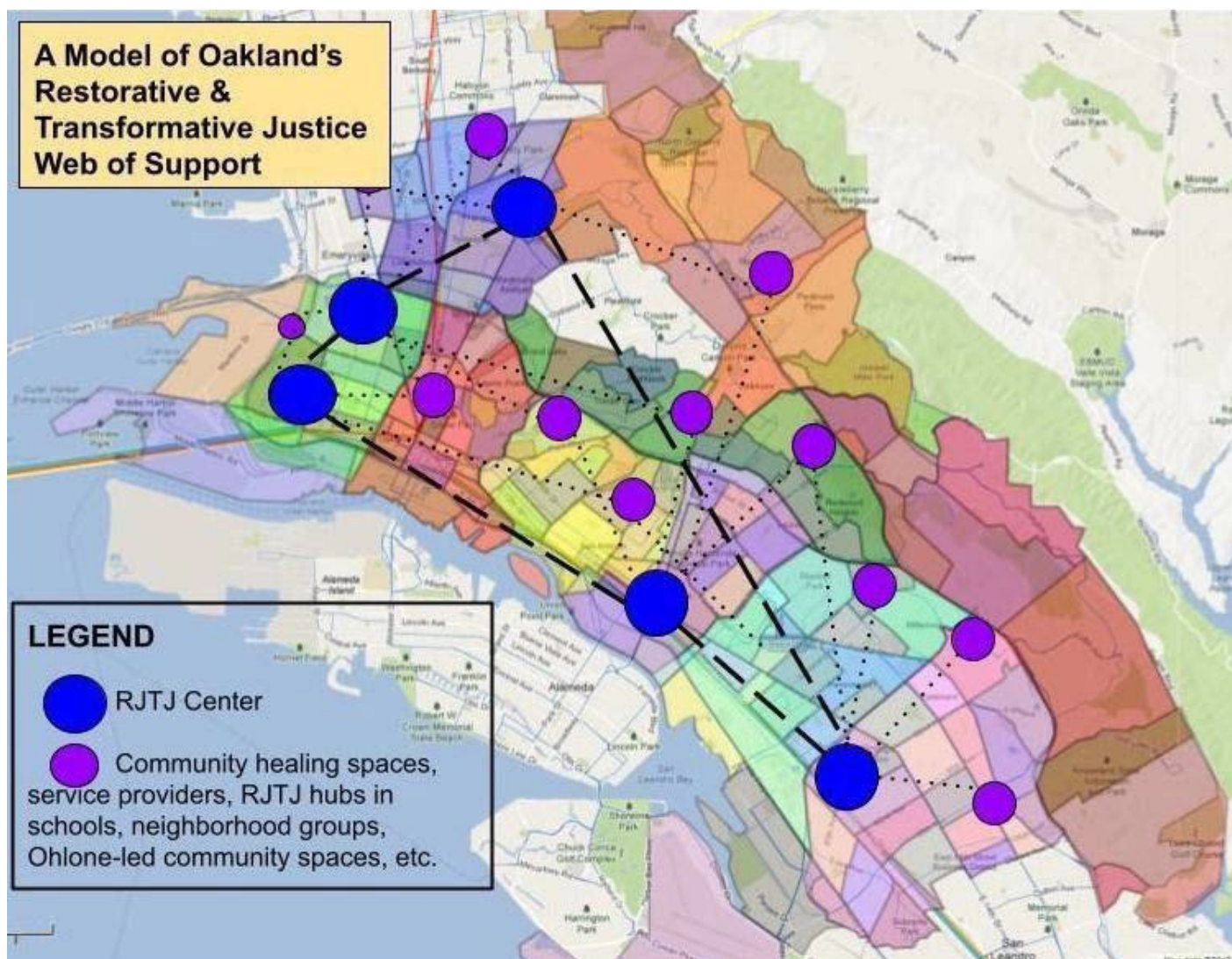
a restorative city (aka healing city) that meets the needs of all of its residents, starting with those most impacted by violence. We propose forming a web of support made up of RJ Centers and existing orgs—first in Districts 3, 6, and 7—that serves to meet our communities’ material needs, prevent violence, repair harm, and enhance public safety.

For the full recommendation template, including matrix, see pp. 5-19 [on this document](#). For additional background on how Oakland can become a restorative city, see [this paper](#).

### Estimated Timeframe:

This is an umbrella recommendation with components that can be implemented sequentially:

- Organize community listening circles and informal chats, led by youth RJ leaders and system-impacted community members, to better identify needs in key neighborhoods.





- Build a phone app that maps out existing service providers and how to access them.
- Use city property or purchase spaces that can become RJTJ Centers (like **Restore Oakland**), offering on-site RJTJ conflict resolution, job training, small business incubation and connections to critical services, including housing, jobs or mental health counseling. RJTJ Centers can also host **community outreach workers, violence interrupters** and a **community crisis hotline**, while also being safe spaces to hang out.
- Fund and expand access to community healing spaces which use culturally- relevant modalities (music, dance, art, therapy, capoeira) to help people heal from harm.
- Collaborate with the **Sogorea Te' Land Trust** & support the demands of the Chochenyo Ohlone peoples for repatriation of land, including land for prayer, community gardens, and traditional healing practices.
- Establish a new city agency—The Office of Restorative Justice Transformative Justice —made up of RJTJ practitioners, community members and indigenous leaders to facilitate the rollout of this web of support as part of the RJTJ ecosystem/ infrastructure.

#### Estimated Cost:

Estimated initial costs vary are \$560,000-1,500,000, depending on whether existing city-owned property can be repurposed for a RJTJ Center. Ongoing costs per RJTJ Center are \$400,000 - \$800,000. In a 2017 **report**, EBC recommended investing 35% of the city's public safety budget into the expansion of RJ initiatives because RJ has been shown to be effective in **reducing recidivism**, improving victim/survivor satisfaction, and preventing cycles of harm.

#### Contact Information:

Yoana Tchoukleva, ioanaq@gmail.com,  
Alternatives Advisory Board

## RECOMMENDATION #125:

### Recommendation Summary:

A civilian team should be used to deal with misdemeanors and investigate post-incident when the threat of harm is gone to reduce unnecessary contact with the criminal justice system. Specifically, non-sworn responders should respond to calls for Animal Control; Burglary, Larceny and Vehicle Theft (except when it is a crime in progress); to Recovery (of property, vehicles, etc.); and to Blight. This recommendation covers the elements of original recommendation #125 that are not addressed by recommendations 56, 57, 58, 59, and 60.

### Background and Statement of Need:

The original YAB recommendation #125 reads: "Create a civilian team to deal with noise complaints, misdemeanors, non-violent traffic violations, and investigate post-incident when the threat of harm is gone to reduce unnecessary contact with the criminal justice system." It was merged with recommendation #59. However, recommendation #59 only covers the traffic violations.

Recommendations #56, #57 and #58 address Mental Health, General Welfare and Disorderly Conduct calls. Recommendation #60 addresses Disturbing the Peace calls. There are many other calls that the YAB believes do not require a badge and a gun to respond, and where having a sworn officer respond is wasteful, inequitable and even dangerous. The following estimates come from the Calls for Service Budget Explorer Tool developed by the Budget, Data and Analysis Advisory board:

- Currently 6% of OPD patrol time per year is spent on OPD response to animal control calls. This ends up costing about \$17 million. For \$17 million, you can pay for roughly 38 officers. Instead, we recommend moving some of these funds out of OPD to pay for Animal Control responders with the rest as a cost savings.
- Currently 1.4% of OPD patrol time per year is spent on OPD response to calls about Blight. This ends up costing about \$4 million. Instead, we recommend using some of these funds to pay for Public Works to respond to these calls, with the rest as cost savings.

- Currently 3.73% of OPD patrol time per year is spent on OPD response to Burglary, and 1.5% on Larceny, and 2.9% on Vehicle Theft. Altogether, this ends up costing about \$17.5 million dollars. The current expected call response time (85<sup>th</sup> percentile) to these calls is 7 hours later for Burglary, 9 hours later for Vehicle Theft, and 10.5 hours later for Larceny. This shows that many of these calls are not urgent and do not require a badge and a gun. We recommend redirecting half of these calls to non-sworn staff such as Police Service Technicians, with the rest as cost savings.

### Estimated Timeframe:

This can be implemented after the alternative responders are in place, within the 2 year budget cycle.

### Estimated Cost:

This recommendation would actually save approximately \$13 million to \$18 million.

### Contact Information:

Youth Advisory Board, oakland\_yab@gmail.com

## RECOMMENDATION #144:

### Recommendation Summary:

The City should invest in Community Workers and Violence Interrupters, and provide financial support to individuals at risk of engaging in crime or violence. This would include:

- Hiring formerly incarcerated individuals and other system-impacted folks to serve as community outreach workers who proactively work to address the needs of vulnerable members of our community by connecting them with job opportunities, mental health services, housing, etc. They are sometimes called credible messengers or neighborhood change agents.
- Funding violence interruption programs, giving community members working as violence interrupters training and salaries comparable to those of police officers.

### Background and Statement of Need:

Police are often called into situations that could have been resolved without them and only serve to add potential for more violence. There is also a systemic/historical lack of trust which exists between “law enforcement” and Black & Brown Indigenous Communities. We call on the City of Oakland to develop and trust in a system of greater community accountability and safety.

Developing more solidarity and capacity for members of the community to rely on each other to resolve conflicts will create less reliance on the police as conflict interrupters. As stated in recommendation 60, “this [type of] solution offers a response that is not designed to punish or incarcerate, but to encourage compliance using a trauma- and culturally-informed approach that builds trust, relationships, and community stewardship, thus increasing overall safety and service provision in BIPOC neighborhoods.”

### Estimated Timeframe:

In alignment with all requests that the city be in ongoing dialogue/negotiation/deference with the Ohlone Peoples about the implementation of any recommendations coming out of this report, this recommendation should be rolled

out in coordination with movements towards recommendations 58, 60 & 67. As more RJTJ Hubs/Centers are established throughout the city, with direct consultation on the land-based needs & rights of the Chochenyo & Muwekma Ohlone peoples, an appropriate number of community outreach workers should be hired to support the growth of the Restorative Justice Transformative Justice web of support.

### Estimated Cost:

The average salary of an OPD Officer is \$68,000. Providing folks with salary, benefits, and adequate programming and training resources to be successful as community change agents would cost at least \$150,000 to \$175,000 annually per community outreach worker total. Number of total workers needed would be determined by regional data/density in alignment with recommendation 67 call for a web of Community RJTJ Centers. This could be achieved simply by reallocating a portion, or all, of OPDs staffing/training budget and would not require any additional “fundraising.” Further, as cost savings from a decrease in arrests and jail costs accrue to the county, the county should also provide funding for both community outreach workers and violence interrupters.

### Contact Information:

Melissa Charles, melcharles21@gmail.com

## RECOMMENDATION #148:

### Recommendation Summary:

Effective targeting, planning, coordination, resource alignment, cost-effectiveness, and performance management must be enabled in the scaling up of culturally-responsive, trauma-informed positive youth development strategies. The Oakland Fund for Children & Youth, Oakland Parks, Recreation & Youth Development, Head Start & Early Head Start, Summer Food Service Program, and Summer Youth Employment Program should be integrated into a single Department of Children, Youth, & Families (DCYF).

### Background and Statement of Need:

Currently, youth related services are spread out across several departments in the City. This fragmentation creates silos and barriers to achieving collective impact. Centralizing youth and family services and programs into DCYF facilitates the creation of a city wide youth development strategy and leverages resources within the City of Oakland. A department with a specific focus on youth and families will increase the investment in youth development and support efforts to mitigate root causes of poverty, lower life expectancy, and social and racial inequities. There are sixteen Task Force recommendations that focus on increased investments in youth services (linked below). DCYF will not only support the implementation of RPST recommendations, but will support the success of current initiatives and strategies. Additionally, creating a focused DCYF facilitates the ability for the City to partner with Alameda County, OUSD, Peralta Colleges, and other entities by having a single department to engage.

[Link to more information.](#)

### Estimated Timeframe:

The recommendation can be implemented within three to five years.

### Estimated Cost:

There is no cost information associated with this recommendation.

### Contact Information:

Brooklyn Williams, [msbrooklynwilliams@gmail.com](mailto:msbrooklynwilliams@gmail.com)

## RECOMMENDATION #22:

### Recommendation Summary:

Update the promotion process for Oakland officers.

- The promotion process should be standardized across all officers. Meaning, each and every candidate should require an interview and a community policing memorandum. It should no longer be at the discretion of the Chief of Police or his/her designee to decide if the candidate requires one or the other (or both).
- Promotion packets should include an officer's discipline history over their entire career (not just five years back). If the officer was involved in something significant over five years ago, it should still be reviewed, along with the discipline that came as a result. The one reviewing can determine if enough time has gone by and if the situation was handled properly enough to approve their promotion.
- Promotion packets should include a high emphasis on training that an officer completed over their career that make them qualified for a promotion. There should be a list of required training an officer must take for each role in order to be qualified for promotion. If there are any gaps in training that will prepare them for the promotion, they must complete it beforehand.
- Implement all recommendations from the Black Police Officers Association that address disparities in the promotion process.
  - <https://www.postnewsgroup.com/oakland-black-officers-challenge-racist-culture-at-opd/>
  - <https://www.documentcloud.org/documents/6891575-Hillard-Heintze-Report-for-the-Oakland-Police.html>

[Link to more information.](#)

### Background and Statement of Need:

The best and most qualified officers will be filling leadership roles and demonstrating best practices for their team. As long as there is bias in which officers get promoted, there will be bias in how the Black community is served. Officers who are more deserving of promotion will be serving Black communities. BIPOC communities will see that officers who have a history of major disciplinary

action, no matter how long ago it happened, will not be promoted into leadership positions where they can cause even more harm.

### Estimated Timeframe:

The sooner we start this, the sooner we have better procedures in place to ensure the right people are getting promoted.

### Estimated Cost:

No additional cost.

### Contact Information:

Christina Petersen, [christina.r.petersen@gmail.com](mailto:christina.r.petersen@gmail.com),  
OPD Organization and Culture, Recruitment, Hiring,  
Training & Promoting

## RECOMMENDATION #94:

### **Recommendation Summary:**

The City should Mandate that prospective officers receive a written recommendation from any member of the community they hope to serve, excluding a family member or close friend.

### **Background and Statement of Need:**

On the City of Oakland's steps to become a police officer, there is no listed requirement that police officers provide letters of recommendation, or references of any kind. In order to build stronger ties with the communities that officers are sworn to protect, our working group recommends that the City of Oakland requires at least one written recommendation from a member of the community that they hope to serve, excluding a family member or close friend.

### **Estimated Timeframe:**

This should be implemented as soon as possible.

### **Estimated Cost:**

There is no cost information available at this time.

### **Contact Information:**

Langston Buddenhagen, l.buddenh@gmail.com

## RECOMMENDATION #99:

### **Recommendation Summary:**

Implement a racial profiling ordinance to deter people from summoning the police or other agencies to purported scenes of crimes or wrongdoing, when no reasonable suspicion of such exists. Malicious 911 calls and other discriminatory based reports, made by people who cloak their prejudices in feigned concern about BIPOC, could all potentially be designated as hate crimes. A civil cause of action is also included.

### **Background and Statement of Need:**

Illegitimate “suspicious person” reports to law enforcement, code enforcement, the 311-call center, or through online social media apps like Nextdoor, can cause someone to be inappropriately detained, arrested, or to lose their life. Too often these types of reports are used as a tool to fabricate false accusations about people with a BIPOC background. OPD would not have to respond to calls of this nature any further which would give them more time to address actual crimes. This also preserves the civil rights of the folks targeted.

[Link to more information.](#)

### **Estimated Timeframe:**

This ordinance could be implemented immediately once the draft is complete and is approved by the City Council. A draft based off of best practices from 12 different ordinances or bills is in the works.

### **Estimated Cost:**

There is no cost associated with this recommendation. If anything, it will save officer hours spent on frivolous and discriminatory based calls.

### **Contact Information:**

Omar Farmer, ofarmer@hotmail.com,  
Existing Structures WG, Legal & Policy AB.

## RECOMMENDATION #100:

### Recommendation Summary:

Establish a process to reach an annual alignment among the Mayor, City Administrator, and Police Commission on metrics for evaluating the Chief of Police and OPD's performance achieving compliance with constitutional policing. One way to do this would be by establishing a set of Key Performance Indicators (KPIs) to evaluate OPD's progress in fulfilling (or maintaining) the 51 tasks established by the Negotiated Settlement Agreement. These KPIs should incorporate best practices identified in the Recommendation for Achieving NSA Compliance. Reaching alignment on KPIs should both help the City get into compliance with NSA requirements and help the public ensure that the City of Oakland remains devoted to eradicating racist practices such as the ones that led to the NSA on its force even after compliance with the NSA is achieved.

### Background and Statement of Need:

The Chief of the Oakland Police Department reports to four different authorities: the Mayor, the City Administrator, the Police Commission, and the Independent Monitor who oversees compliance with the tasks of the Negotiated Settlement Agreement. The first three City of Oakland entities have not set unified, clear key performance indicators to evaluate the Chief or the Department's performance. Because the three City authorities do not necessarily work together or have shared objectives, the Chief of Police often receives conflicting directives as to the expectations and priorities for the Department. Such conflicting directives have several negative effects: 1) they lead to confusion and lack of focus within the Department on what goals to prioritize; 2) they erode public trust in OPD; and 3) they sap morale within OPD's command, who must struggle to please all four authorities. Ultimately, a unified commitment from City leadership to the ideals of constitutional policing represented by the NSA will increase public safety and racial equity.

[Link to more information.](#)

### Estimated Timeframe:

The Mayor, City Administrator, and Police Commission should work toward establishing KPIs so the recommendation can be implemented in July 2021. It may take up to a year to reach agreement on the KPI's among the three entities.

### Estimated Cost:

We estimate that the cost for this will likely be in time from the unpaid, volunteer Police Commissioners and in paid staff time from the Mayor and City Administrator's office.

### Contact Information:

Megan Steffen, [meganamandasteffen@gmail.com](mailto:meganamandasteffen@gmail.com)



## RECOMMENDATION #112:

### Recommendation Summary:

Redirect resources away from OPD and towards workforce development and business ownership in the new legal cannabis industry for those low income black and brown communities harmed by current, ongoing, and historical War on Drugs enforcement by OPD (and by the City generally, including City Attorney property forfeiture, etc.).

### Background and Statement of Need:

Equitable development of the newly legalized cannabis industry is one approach to redressing and repairing the harm caused by Oakland's decades of prosecuting the war on drugs to the detriment of individuals, families, and entire communities. Supporting and creating new business and employment opportunities will increase public safety by reducing economically motivated crime and advance racial equity in the cannabis industry and the economy generally. Additionally, this opportunity to encourage transition from the underground cannabis market to the aboveground will also support these goals.

For many reasons, one being high taxes, the unregulated underground cannabis industry in Oakland is profitable and growing -- unlike the aboveground legal industry which is struggling. This threatens the sustainability of the legal cannabis industry, especially the City's investment in its cannabis social equity business ownership program. The illegal cannabis operations that are nonviolent, yet problematic to the Oakland cannabis industry, should be shut down by civil and administrative procedures, not by criminal procedures.

In addition, over 300 cannabis operators currently exist in Oakland with over half being social equity operators. Most operators are struggling in general, considering COVID-19-related issues, the high taxes, and the multiple armed invasion robberies during recent civil unrest. The City should invest as much in ensuring the sustainability of the cannabis industry for the benefit of the equity businesses as it did in enforcing the drug war. The equity businesses are

benefited by the existence of a thriving ecosystem of a vibrant and diverse industry, both equity and general.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost estimate of establishing a civilian Department of Cannabis Enforcement and Control is given in a separate recommendation.

### Contact Information:

James Anthony, james@anthonylaw.group.

## RECOMMENDATION #138:

### **Recommendation Summary:**

Officers should be trained and tested on the Manual of Rules every two years.

### **Background and Statement of Need:**

Officers should be evaluated on their understanding of how they should conduct themselves with the community. They should know what rules they must follow, and what penalties will come as a result of not following those rules.

### **Link to more information.**

### **Estimated Timeframe:**

Should be implemented immediately.

### **Estimated Cost:**

Minor cost for officers to take a test every 2 years.

### **Contact Information:**

Christina Petersen, christina.r.petersen@gmail.com  
OPD Org and Culture, Accountability/ Discipline WG

## RECOMMENDATION #149:

### Recommendation Summary:

The Task Force seeks to reallocate funds from the Oakland Police Department and to generate new funds to spend on alternate public safety strategies. We recommend that the first priority for identified funds is to allocate \$20 million to the Department of Violence Prevention to fulfill its mission of reducing shootings, homicides, domestic violence and commercial sexual exploitation.

### Background and Statement of Need:

Of the many public safety priorities in Oakland, addressing violence is the most significant in terms of both safety and equity, as violent crime disproportionately impacts BIPOC communities in Oakland's flatlands. This is only made worse by the pandemic as the most recent OPD weekly crime report (March 7) indicates that homicides and firearm assaults are up 125% (more than double!) from a year ago. And yet, the Department of Violence Prevention has a budget roughly equivalent to what the City spends on police response to Animal Control calls (per Budget, Data and Analysis Advisory Board analysis). Several of the recommendations passed by the Reimagining Public Safety Task Force on March 10th address shootings, homicides and gender-based violence specifically or broadly (such as recommendations 68, 72, 73, 74, and 109) and others do not. Many of the approved recommendations do not have cost estimates, but only counting the ones that do, the Task Force has already approved at least \$150 Million in spending recommendations. The purpose of this recommendation is to prioritize addressing violence by directing the Department of Violence Prevention to develop a plan for an initial, additional \$20 Million investment that takes into account the Task Force recommendations related to preventing and reducing gender-based violence, shootings and homicides. This spending plan must include performance metrics aligned with stated outcomes including those outlined in Task Force Principle #2 to indicate what outcomes will be expected and measured. Additionally, due to the significant increase in homicides and firearm assaults in 2020, we request that the funds allocated for gun violence reduction are dedicated

toward effective intervention services focused on people who are at the very highest risk of violence based upon data and evidence. There must also be coordination amongst funded CBO's and DVP to ensure that the right people are receiving the right level of assistance and not falling through the cracks. The DVP will report back to City Council on these metrics on a biannual basis. As it does for existing Measure Z investments, this spending plan would be presented to the Safety and Services Oversight Commission and City Council for approval.

### Estimated Timeframe:

This can be implemented, at least partially, in the upcoming budget cycle, depending on the impact of proposed cost reductions and savings and external factors diminishing the City's revenue.

### Estimated Cost:

This would cost \$20 million. The funding source is reallocation from OPD and any new revenue generated from County or other sources such as ballot initiatives (e.g., a revised or renewed Measure Z).

### Contact Information:

Carol Wyatt, [beat7xreport@gmail.com](mailto:beat7xreport@gmail.com)

## RECOMMENDATION #122:

### Recommendation Summary:

There should be increased investment and alignment in the **Oakland Youth Advisory Commission (OYAC)** and the **Oakland Police and Community Youth Leadership Council (OPC-YLC)** to enable effective resourcing for recruitment, planning, and coordination needed to center and legitimize youth voice related to improving community safety at scale.

### Background and Statement of Need:

The City of Oakland has failed to meaningfully invest in a citywide youth leadership strategy that authentically partners with youth to participate and engage with decision makers at the highest level. The lack of youth leadership focus has negative and severe impacts on children and youth. Facilitating this partnership between OPC-YLC and OYAC would enhance existing strategies and increase capacity and collective power for long term structural change. With increased funding for staffing, operations, and youth stipends, both youth leadership bodies can effectively facilitate strategic implementation of current and future youth led reimagining efforts to hold decision makers accountable to setting policy, practices, and priorities that create the conditions needed for an improved quality of life for the next generation.

[Link to more information.](#)

### Estimated Timeframe:

This recommendation should be implemented as soon as funding is authorized.

### Estimated Cost:

The total annual cost associated with this recommendation is \$532,200.

### Contact Information:

Youth Advisory Board, oakland\_yab@gmail.com  
Oakland Youth Advisory Commission,  
youthcommission@oaklandca.gov  
Oakland Police and Community Youth Leadership  
Council, oakland.opcylc@gmail.com

## RECOMMENDATION #137:

### Recommendation Summary:

Qualified Immunity should end in Oakland in order to keep officers more accountable. The city of Oakland prosecute civil cases regardless of knowing that it will get dismissed in a higher court. The city should be advocating for this at a state and federal level

### Background and Statement of Need:

Qualified Immunity is currently a state and federal law that must be challenged in Oakland. These protections prevent police officers from being prosecuted because they are held to a much lower accountability standard. The Supreme Court even stated that it shields “**all but the plainly incompetent or those who knowingly violate the law.**” This essentially allows officers to violate citizens’ constitutional rights without any ability for these citizens to confront the issue.

**Here’s more information about qualified immunity’s drawbacks.**

**[Link to more information.](#)**

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

The city may incur costs when challenging this in court. It may cost the city to advocate for this at the state and federal level as well.

### Contact Information:

Christina Petersen, christina.r.petersen@gmail.com  
OPD Org and Culture, Accountability/ DisciplineWG

## RECOMMENDATION #140:

### **Recommendation Summary:**

When anyone is looking to do a lateral transfer from another department into OPD, their misconduct/discipline history **MUST** be reviewed. This should be weighed heavily when determining whether someone should be allowed to join Oakland PD.

### **Background and Statement of Need:**

Currently, someone's misconduct and discipline history can be made available when someone requests a lateral transfer, but it is not **REQUIRED** for anyone at OPD to review it as part of the transfer process.

Going forward, every single transfer **MUST** have their misconduct and discipline history reviewed before accepting them into OPD.

[Link to more information.](#)

### **Estimated Timeframe:**

Should be implemented immediately.

### **Estimated Cost:**

None

### **Contact Information:**

Christina Petersen, christina.r.petersen@gmail.com,  
OPD Org and Culture, Accountability/ DisciplineWG

## RECOMMENDATION #145:

### Recommendation Summary:

The City should eliminate the court and jail fees imposed on Oakland residents by the Alameda County criminal justice system. The City should ensure that no Oakland resident may be sent to jail for failure to pay such fees. The City should also provide a monetary stipend for Oakland residents who have served time in Alameda County jail or state prison and since then have had a clean criminal record for at least 1 year. Although certain criminal justice system fees have been mitigated in recent years by State and County legislation, several court and jail-related fees still exist, particularly PC 1203.1a (drug and substance abuse testing) PC 1203.1h (medical exams for victims), PC 1203.45 (record sealing/expungement), and PC 1001.90 (drug diversion programs) and likely several others. In order to eliminate the fees, a few different approaches could be taken. We have listed them in order of our preference:

- A. Alameda County should eliminate all court and jail fees; or
- B. The Oakland City Council should pass an ordinance prohibiting Alameda County from imposing any court or jail fees on Oakland residents; or
- C. The City of Oakland should reach a cost-sharing agreement with Alameda County, where Alameda County will waive 50% of its court and jail fees, and the City of Oakland will pay the remaining 50% on behalf of the Oakland resident, so that the Oakland resident pays no fees at all; or
- D. The City of Oakland should agree to pay 100% of the Alameda County court and jail fees incurred by Oakland residents; or finally
- E. The City of Oakland should agree to pay 100% of the Alameda County court and jail fees for those Oakland residents who have been released from jail and since then have had a clean criminal record for at least 1 year.

### Background and Statement of Need:

Eliminating court and jail fees and providing a stipend for successful reentry would eliminate additional barriers to full integration into society

post-incarceration. Previously incarcerated people already face huge hurdles to employment which strains their ability to provide for themselves or their families, let alone pay fees. By providing a stipend a year post release for successful reentry, Oakland will shift to positive reinforcement instead of a punishment view of crime. Overall, these two efforts will reduce the likelihood of recidivism.

[Link to more information.](#)

### Estimated Timeframe:

This recommendation should be implemented immediately.

### Estimated Cost:

Regarding the fees, Options A-B would not impose any cost on the City. Options C-E would incur some cost, which requires more research. Regarding the stipend, the exact dollar amount of the stipend should be subject to input from the Task Force or City Council.

### Contact Information:

Kevin McDonald, kevinmcdonald7840@gmail.com, Legal and Policy Barriers AB, Police Personnel WG

## RECOMMENDATION #147:

### Recommendation Summary:

This recommendation addresses the theme of Food Insecurity. It is multi-faceted and acknowledges both short- and long-term consequences of inconsistent access to healthy food. We advocate for funds to expand and replicate a number of existing, stable programs. Each organization directly provides healthy food to underserved people and/or under-resourced communities AND focuses program components on opportunities (youth and re-entry skill development, community bonding and engagement, entrepreneurship, business development, food justice, healthy choices) which support individuals and communities to build brighter futures.

ORGANIZATION <sup>1</sup>	RECOMMENDATION
Acta Non Verbal	Expand gardening camp for children and CSA boxes to the community.
City Slicker Farms	Replicate community farm(s) on unused land in East Oakland; replicate garden mentorship program.
Dig Deep Farms	Replicate circular food economy model (grow, distribute, recover) by coordinating existing efforts that focus on partial aspects of the model; replicate the Food as Medicine program. Has expressed interest in a consulting role.
Good Good Eatz	Increase funds for the Fund-A-Lunch program in BiPOC business districts/communities, add the unhoused as a service population.
Mandela Grocery Coop	Replicate coopbusiness model (workers are owners) in East Oakland possibly in empty City-owned property
OUSD	Provide funds to continue school-based Grab-and-Go food programs beyond Covid relief timeframe

### Background and Statement of Need:

Food is the key to life itself. Consistent access to healthy food is a necessary prerequisite to a person's ability to thrive and realize his/her potential. The connection between food and safety is clear and imperative to consider when reimagining the city budget. There is research connecting food security and harm reduction. People who reported recurring hunger during childhood were more likely to be involved in a violent act as adults and good nutrition can help reduce violent behavior in adults.<sup>2</sup> On a local basis, data from Feeding America indicate 15.9% of children in Alameda County are food insecure.<sup>3</sup>

### Estimated Timeframe:

All of these organizations and programs exist now. As soon as funds are available, the Department of Human Services, which has extensive contracting experience (and possibly established relationships with these organizations) can begin immediate planning and discussions to channel funds to the community.

### Estimated Cost:

\$9,313,000 is the total estimate. This constitutes of \$9,233,000 allocation to the Department of Human Services and \$80,000 to the Department of PublicWorks. Figures and allocations are broadly based on early and limited knowledge of budgets and departmental responsibility, and are subject to change.

### Contact Information:

Mae Liu, molcats2@gmail.com

Kara Murray-Badal, kmurraybadal@gmail.com

<sup>1</sup> Not an exhaustive list; other organizations/ programs can also be considered.

<sup>2</sup> The Online Food Pantry: "Hunger Linked to Violence"

<sup>3</sup> Patch: "Hungry Kids: Thousands in Alameda County Don't Have Enough to Eat"



## RECOMMENDATION #44:

### Recommendation Summary:

Renegotiate **OPOAs memorandum of understanding** in 2021, instead of 2024 by either breaching the contract and dealing with the consequences or by determining a fiscal emergency which would also allow layoffs. The re- negotiation process should be in accordance with the **Brown Act**, including committee meetings so the public can also participate or at least watch a video of it.

### Background and Statement of Need:

While amending it, consider including all or some of these cost-cutting and accountability measures:

- To cover costs related to misconduct settlements. Consider automatically deducting funds from the base pay of officers, over a short term period, via their membership dues, or out of an officers retirement savings, until the City is reimbursed. Taxpayers should **not pay any funds for police settlements**. OPOA should also pay their own legal settlement insurance. Shortfalls not covered by insurance are their responsibility.
- Consider changing to longer shifts or compressed workweeks to make up for a smaller budget. Minneapolis PD did this in the past and saw their **overtime bill come in \$2.5M under budget**. A **shift length experiment** by the National Police Foundation has several great examples.
- Cut the pay rate for overtime from 1.5 to 1 times the hourly rate. Employees called back to work after they've completed their shift and left, or who are required to make a job- related court appearance on off-duty hours shall be compensated for 1.5 hours instead of 2.5 hours. Employees required to make job-related court appearances on their scheduled day off shall be compensated for a minimum of 3 hours of overtime instead of 4 hours. Employees required to work on their day off shall be compensated for a minimum of 3 hours vs 5 hours. See **page 14** here for more information.
- Have officers who use tuition assistance, then transfer prior to spending 3 years in the dept, payback those funds.
- Prohibit the practice of financing police misconduct judgments or settlements from

**earnings related to investments in municipal bonds**. That way, people who invest in said bonds won't be allowed to profit from cases related to "police brutality".

- To prevent new contracts from **inappropriately shielding officers from discipline** and to ensure timely and thorough investigations of police misconduct, it should be reexamined for: (1) delays in interviewing officers, (2) limited time periods for imposing discipline for officer misconduct, (3) requirements that complaints be signed or sworn, (4) removal of disciplinary records from police personnel files, (5) the composition of disciplinary hearing boards, (6) the use of vacation or other leave time in lieu of a suspension. **Click here for a guide**. Also, OPOA should be held to the same standards as other city labor contracts in terms of concessions provided.
- The aforementioned (6) ideas in the bullet above, are also aligned with principles that support reaching full compliance with the NSA. So, they could have a positive impact in multiple areas. **Click here** for a full breakdown of how they're applicable to the NSA, as well as a continuation of this list.

### Estimated Timeframe:

Strategy discussed first, then negotiations will start prior to the end of 2021.

### Estimated Cost:

This will save costs.

### Contact Information:

Omar Farmer, ofarmer@hotmail.com, OPD Org and Culture, Interfacing with the Union WG

## RECOMMENDATION #51:

### Recommendation Summary:

The City must renegotiate the OPOA MOU in order to achieve the objectives and recommendations of this Task Force.

### Background and Statement of Need:

Sworn officers drive the costs in the Department. The cost of sworn staff makes up more than 65% of the Department spending, including salaries, benefits, retirement, and overtime. There are 886 sworn positions and 332 non-sworn positions, and the cost of a sworn position is on average 1.8 times the cost of non-sworn positions. There are barriers to reducing the number of sworn officers written into the OPOA MOU (no layoffs, although retirements and discharges can reduce the sworn force) that would need to be addressed to make significant reductions.

Reducing sworn officers only reduces costs if the duties of those officers are not done by another officer using overtime. Therefore, elimination of positions must be accompanied by elimination of certain duties. Some suggestions made by Task Force members, such as eliminating the Juvenile Services Division, fit into this category of budget reduction by eliminating budgeted positions with associated duties. Other recommendations, such as dismissing officers who violate ethics and procedural justice, are a method of reducing officers but do not address the issue of job assignments. We also encourage an analysis of retirement incentives to achieve this type of budget reduction.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost information unavailable at this time.

### Contact Information:

Maureen Benson, maureenbenson@gmail.com,  
Budget, Data and Analysis, Budget Staffing WG

## RECOMMENDATION #106:

### Recommendation Summary:

The Memorandum of Understanding (MOU) between the City of Oakland and the Oakland Police Officers' Association (OPOA) must be significantly changed in 2024, preferably sooner, in order to improve public safety and accountability. We present a series of recommendations for renegotiating the OPOA MOU via two prongs:

1. **Process: Improve the negotiating process to provide more leverage to the City and more transparency to the public during MOU negotiations.** For example, one process recommendation calls for City Council members who accept police union political contributions to recuse themselves from involvement in the MOU process. We strongly urge the City to renegotiate the OPOA MOU immediately, rather than waiting until 2024. More legal analysis is needed, but strategies could include willfully breaching the MOU out of necessity to lay off officers due to the current fiscal emergency; terminating the entire force and then allowing officers to re-apply for vacant positions that remain in the re-imagined OPD; or identifying that the OPOA MOU in its current form is a public safety hazard by shielding repeat offenders of officer misconduct from adequate discipline.
2. **Policy: Make significant changes to the contents of the next OPOA MOU that improve public safety by holding officers accountable.** For example, some policy content recommendations include: a change that makes arbitrators' decisions non-binding (other California cities have done this) and limited to fact-finding, making the Police Commission the final adjudicator in the appeal (one possible avenue for this is via a Ballot Measure); ensuring that future disciplinary decisions are not bound by the precedent set by past disciplinary decisions under the prior MOU; and making unwarranted bodily contact resulting in serious injury a terminable offense. These and more MOU-related recommendations are outlined in the full recommendation document linked below.

### Background and Statement of Need:

Changing the MOU negotiation process will strengthen City negotiators' ability to obtain agreement on new provisions that deliver the changes Oakland residents have long demanded to enhance safety, especially in BIPOC communities. This recommendation also proposes safety enhancing, community strengthening provisions for inclusion in the next MOU. The proposed changes to the MOU will deliver more authority to the Police Commission for discipline of officer misconduct.

### Estimated Timeframe:

We support renegotiating the OPOA MOU as soon as possible.

### Estimated Cost:

Negotiating changes to the next OPOA MOU does not have a direct cost to the City nor an impact on the OPD budget.

### Contact Information:

Nick Slater, n slater333@gmail.com, Kevin McDonald, kevinmcdonald7840@gmail.com, Police Personnel, Legal & Policy Advisory Board.

[Link to more information.](#)

## RECOMMENDATION #143:

### Recommendation Summary:

Several recommendations have been put forward to immediately renegotiate provisions in the OPOA MOU prior to the scheduled 2024 expiration (#44, #51, and #106). To ensure the interest and safety of the public is prioritized, the city council should place on the ballot in 2023 (to be enacted in 2024 when OPOA MOU expires) a charter amendment to designate the Police Commission as the final adjudicator on police officer discipline would effectively alter the hierarchy of the disciplinary process, replacing binding arbitration with non-binding arbitration, limited to a review and finding with respect to the underlying facts.

It is worth noting that two other California cities (Burbank and Cathedral City) have non-binding arbitration in their police contracts. While the exact language will need to be worked out by City Attorneys, the charter amendment would be proposed if OPOA fail to agree to remove their right to binding arbitration, designating the Police Commission as the final adjudicator after officer grieving options have been exhausted.<sup>1</sup>

The Charter amendment should also change how the City selects its arbitrators and or arbitration panels/ associations. Changes should include mandatory recommendations for arbitrators be solicited from the Police Commission and adopted by the City. Selection parameters should ensure arbitrators possess the relevant knowledge and context to effectively serve on behalf of Oakland's residents. This could include not having a prior career in law enforcement, and other similar considerations.

It should be emphasized that the charter amendment would in no way change or impact economic provisions included in the OPOA collective bargaining agreement. The amendment would also not change binding arbitration processes for non-police city employees or non-sworn OPD staff who perform other tasks and are represented by other unions.

### Background and Statement of Need:

Dozens of OPD officers have been fired or suspended for violence, sexual misconduct, dishonestly, and other serious offense, sometimes repeatedly, but reinstated in their jobs after appealing their cases to an arbitrator who overturned their discipline.<sup>2</sup> This is an all-too-common practice that experts in law and in policing say stands in the way of real accountability. In Oakland, binding arbitration for police-discipline cases leaves in place a system that court-appointed investigator Edward Swanson described as "broken." Oakland is still losing a majority of "high-stakes" police arbitrations, defined as a suspension of ten-or-more days for an officer.<sup>3</sup> Under disciplinary provisions negotiated in police union contracts, unions play a role in deciding who that arbitrator is; arbitrators often do not have expertise in police or police accountability work; the proceedings are not transparent, open to the public, or open to the media; and arbitrators can substitute their judgment for that of the police chief who is trying to hold officers accountable.

### Estimated Timeframe:

By the end of 2022, City should begin the process of placing charter amendment on the ballot for November 2023, to be enacted in 2024 when the MOU expires.

### Estimated Cost:

None

### Contact information:

Liam Chinn [Liamchinn@hotmail.com](mailto:Liamchinn@hotmail.com)

<sup>1</sup> Oakland City Charter Article 6, Section 604 (Police Commission), subsection g4 states: "After the findings and imposition of discipline have become final, the subject officer shall have the right to grieve/appeal the findings and imposition of discipline if such rights are prescribed in a collective bargaining agreement."

<sup>2</sup> <https://eastbayexpress.com/why-are-oaklands-city-worker-unions-making-it-harder-to-fire-bad-cops-2-1/>

<sup>3</sup> *ibid*

## RECOMMENDATION #1:

### Recommendation Summary:

Enact an Oakland specific crowd control ordinance that focuses on safety and de-escalation rather than on tactics that are counterproductive and/or may incite the sort of violence they intend to deter. During some Occupy Oakland protests in 2011-12, when crowd control was done by volunteers, there was less vandalism and violence which is also something we want to establish with this proposal. This also has the support of the community and the police officers who participated in the Interfacing with the Union working group, so it could be a seamless transition.

### Background and Statement of Need:

Below are some of the main points this ordinance should include, as well as some of items on [this list](#):

- Restrictions on the use of “less-than-lethal” weapons to be used as a last resort.
- Establishing Mutual Aid agreements with [community groups](#) and residents trained in non-violence and de-escalation.
- Other agencies providing mutual aid must abide by our ordinance, and cannot use any equipment or tactics not allowed by OPD. Oakland should also have command and control authority over any agency providing mutual aid unless exigent circumstances prevent that. Having an ordinance to enforce these measures and the ones laid out in the [crowd control policy](#) would enable us to have more enforcement over mutual aid agencies since the [previous injunction was changed](#) limiting some of the power OPDs authority.
- Oakland officers are required to report the use of banned weapons or tactics by partner agencies.
- Training Public Safety Officers in dealing with the news media and facilitating reporters’ access to cover demonstrations, and respecting protesters’ First Amendment rights.
- Develop an [Incident Command \(IC\) section in the ordinance](#), to prevent command and control mistakes during previous incidents due to the high chance of this role being activated in this type of scenario. The [judge in the injunction case](#) ordered OPD to complete Incident Command training last November but they also need a policy to govern

the overall role for other types of incidents so that everyone involved in these situations [thoroughly understands what’s required of them](#). That could also be developed alongside an ordinance but is not required. Appropriate use of command and control measures from the IC position have posed a significant public safety risk in multiple major events in OPD’s history, such as the tragic Fallen 4 incident, and the Joshua Pawlik killing, where [several key mistakes](#) in terms of communication, command and control, and de-escalation occurred. More items to include in the Incident Command section of the ordinance and/or within a new [policy](#) are laid out on [pages 11-14 here](#), which is an after action report of the tragic Fallen 4 incident, the [deadliest day in OPD’s history](#). We want to make sure OPD ICs are appropriately trained to set them up for success for protecting the public. OPD also needs to learn from its mistakes and be held accountable or the mistakes will be repeated.

[Link to more information.](#)

### Estimated Timeframe:

Develop an ordinance that includes a section dedicated to Incident Command, and/or develop an IC policy along side it, and implement them before the end of 2021. One example of a policy is hyperlinked in the fourth from the last sentence of the final bullet.

### Estimated Cost:

N/A

### Contact Information:

Paul Burton, pablo@paulburton.net, OPD Organization and Culture, AB Best Practices  
WG Omar Farmer, ofarmer@hotmail.com, OPD Organization and Culture, AB Best Practices WG

## RECOMMENDATION #7:

### Recommendation Summary:

To assist with achieving complete compliance with the remaining tasks associated with the **Negotiated Settlement Agreement (NSA)**, OPD should adopt some or all of the following best practices.

### Background and Statement of Need:

- Detroit PDs consent decree ordered them to comply with 192 tasks during their audits, until each task was in compliance. This took 13 years. OPD has been audited for 18 years. To date, eight of 51 tasks are still not in compliance. On occasion additional tasks fall out of compliance. This is why every task should be audited until all are in compliance. **Start listening at the 9 minute mark to hear Jim Chanin discuss Detroit's strategy.**
- Communicate transparently to the community on all NSA related items, including budget expenditures (i.e. **Robert Warsaw's estimated \$420,000 annual salary**). Consider updating **OPD's website** to include how much money is spent annually. See **Baltimore's site** for reference.
- Include civilians on Force Review and Executive Force Review Boards to build trust and improve transparency. These topics are related to Tasks 26 and 30.
- Hold quarterly command accountability meetings that are open to the public to improve citizen access to the complaint process (goal associated with Task 5) and generate more public pressure to get in compliance. The command level staff from each precinct can provide updates on: (1) their crime statistics, (2) how many complaints they've received, (3) and update us on any civil rights violations. **Listen to this Jim Channin speech at the 10:05 minute mark** to hear what Detroit did.
- Consider requesting that Judge Orrick implement a separate monitor and compliance director in an effort to speed up the compliance process. Having a **"police czar"** hasn't worked. It's been 18 years since the start of the NSA and it was scheduled to originally be completed in five years.
- The NSA is not a consent decree since it was enforced via private litigation rather than through a process supported by full DOJ accountability measures. This makes it harder to hold stakeholders accountable for all 51 tasks.

Typically, there would be more DOJ attorneys to monitor compliance. Consider having the new OPC Inspector General and their staff fill a portion of this accountability gap being careful not to overburden them because it's a new role. Also determine the feasibility of the OPC filling Warsaw's Compliance Monitor role.

- Create a peer intervention program that mirrors New Orleans Police Department's EPIC project that fosters high-quality ethical policing. It was lauded by their **former federal monitor** for changing the culture of NOPD when they were under a consent decree.
- As a last resort, consider requesting for OPD to be put in receivership and provide the receiver with the authority to override an arbitrator's decision concerning personnel. As a result of an investigation in August 2020 the officer was initially fired then re-hired through the arbitration process. See the monitor's 72nd compliance report, page 28, 3rd paragraph for more information: OPD's website.
- These best practices could be adopted during or alongside the annual alignment process to establish Key Performance Indicators for OPD as described in this **recommendation**.
- Items from **this MOU recommendation**, can also assist with Tasks 2, 5, 24, 25, 26, and 30, if items #1- 6 on pages 1-2 are adopted.

**Link to more information.**

### Estimated Timeframe:

Should be implemented immediately or ASAP.

### Estimated Cost:

This helps reprioritize tasks related to this issue to make it a more efficient and effective process.

### Contact Information:

Omar Farmer, ofarmer@hotmail.com, OPD Organization and Culture, AB Best Practices WG

## RECOMMENDATION #8:

### Recommendation Summary:

Implement an intervention based structure of some or all of these recommendations to foster the reporting of misconduct issues which will assist with dismantling the “code of silence” culture.

### Background and Statement of Need:

- Join Georgetown Law’s ABLE program, which stands for Active Bystandership in Law Enforcement. It’s free and they’re an industry leader for training officers on how to intervene in situations where officers are using excessive force or acting inappropriately. Agencies just have to agree to abide by [their standards](#). NOPD’s EPIC project -- EPIC: Ethical Policing Is Courageous -- was [lauded by their former federal monitor](#) for helping change the culture of NOPD when they were under a consent decree so it may also assist with the NSA.
- Permit all officers to remain anonymous when reporting misconduct for both Class I and Class II offenses. This should assist with breaking the code of silence within the department by encouraging officers to come forward without fear of retaliation. This link discusses [statutory remedies to retaliation](#). This link discusses [remedies for retaliation when reporting another officer](#).
- Implement public recognition awards for “community officer of the year” for example, and/or for good deeds that improve transparency and trust in Black, Latino/Latina, low-income communities, and other highly impacted groups.
- Provide officers with additional benefits for reporting or intervening on misconduct, and/or generating new or innovative ideas to combat it, including stronger considerations for promotion and position preferences. This study that has an example of how improved disciplinary procedures could be laid out: <https://www.ncjrs.gov/pdffiles1/nij/234052.pdf>.
- Mandate body cameras and use footage as a mechanism to hold officers accountable. Use lessons learned from the footage as a tool for teaching officers how to develop and/or implement community- centered best practices. Incentivize participation from officers in

community co-led harm reduction restorative justice circles, between the officer and the person who filed the complaint against them. See page 6, paragraph 2 of the 72nd monitoring report where there were 23 instances of officers not activating their PDRD properly: [OPD’s website](#).

- Swift discipline should be extended to both those who engage in disrespect, excessive use of force, racist language or actions, and other forms of mistreatment or misconduct, as well as to accomplices, or those who are aware of it, or cover, hide, or refrain from reporting such actions per the revised Manual of Rules. Perpetrators and accomplices should face similar discipline.

### Link to more information.

### Estimated Timeframe:

Either of these options could be implemented through a 6–12-month process.

### Estimated Cost:

No cost anticipated at this time.

### Contact Information:

Nicole Arlette-Hirsch, [nicole.a.hirsch@gmail.com](mailto:nicole.a.hirsch@gmail.com), OPD Organization and Culture, AB Best Practices WG Omar Farmer, [ofarmer@hotmail.com](mailto:ofarmer@hotmail.com), OPD Organization and Culture, AB Best Practices WG

## RECOMMENDATION #21:

### Recommendation Summary:

The following are recommendations to improve OPD's hiring process to screen out bad candidates.

### Background and Statement of Need:

#### I. Recruiting and Hiring

- Introduce a process that looks for patterns of bigotry and bias when reviewing a candidate's qualifications, including requiring all officers to disclose all social media accounts, to ensure there's no racist content, and/or participation within any groups that support that type of content.
- Conduct bias evaluations for candidates in the same way current officers participated in Dr. Eberhardt's implicit bias training program, then determine their appropriateness to continue through the hiring process based on the results. And include a psychological examination as part of the background check portion of the hiring process.
- Prioritize the hiring of more officers from Oakland and provide incentives for officers to stay here.
- In the interviewing process, audit the officers that reject people of color for bias and make sure there are no issues with any officers or civilians involved in the hiring process.
- When officers apply for a lateral transfer, it should be required that their entire complaint record is reviewed. Any complaints against an officer throughout their career will be evaluated.
- Mandate that prospective officers receive a written recommendation from a member within heavily impacted communities, excluding a family member or close friend. On the City of Oakland's steps to become a police officer, there is no listed requirement that police officers provide letters of recommendation, or references of any kind. In order to build stronger ties with the communities that officers are sworn to protect, particularly heavily impacted ones.
- Mandate that all officers possess a college degree and to prevent any barriers to entry due to not having a college degree, prospective officers who pass every other step of the hiring process but show a significant financial hardship and are

also people of color, may be allowed to complete their degree within six years of entering the department so they can use tuition assistance.

#### II. Ongoing training and Employment

- Periodic audits for department-issued cell phones and computers issued to in-service officers to ensure those devices are not used for the purposes of exchanging racist or discriminatory content. Continue to audit them for this type of activity throughout their career.
- Track the performance of each Academy class to ensure they're not engaging in patterns of misconduct or disrepute. If notable patterns of misconduct are found, audit the hiring process to ensure no shortcuts or omissions were accepted.
- Enforcement of the City Council resolution that was passed last June that directs the police chief and city administrator to fire police officers who exhibit "racist practices, behaviors, and actions." Participation in any type of hate group and/or a group that promotes white supremacy, whether in person or online, is unacceptable and they should continue to be audited for this type of activity throughout their time at OPD.

[Link to more information.](#)

#### Estimated Timeframe:

Some of these are long term, some are short term and can be implemented before the end of 2021.

#### Estimated Cost:

Total cost unavailable at this time.

#### Contact Information:

Paula Hawthorn, pbhawthorn@mindspring.com, OPD Organization and Culture, Recruitment, Hiring, Training & Promoting



## RECOMMENDATION #24:

### Recommendation Summary:

Add additional requirements for diversity based training for all police officers. Furthermore, have officers utilize a harm reduction, restorative and trauma informed approach to shift their culture from a warrior to a guardian and more community-oriented mindset.

Train officers on the black and brown history of Oakland and have them conduct periodic training in reference to this throughout their career.

All police officers, particularly CROs (community resource officers), should undergo community sensitivity training. This training should be developed and implemented in collaboration with community members.

Engage youth to train officers on how to interact and support youth in the community in a strength-based trauma-informed way that takes into account adolescent brain development and uses restorative justice practices.

[Link to more information.](#)

### Background and Statement of Need:

- Reconstruction, although aimed at improving the lives and civil liberties of freedmen, put many Black Americans in conditions that were hardly an improvement from slavery. Although legally equal, Black Americans were subject to segregation laws in the South, violence at the hands of white-supremacy groups such as the Ku Klux Klan, and political disfranchisement by state constitutions from 1890 to 1908 that effectively barred most blacks and many poor whites from voting.
- The Foundation of Policing in America was built on racism, bias and hate. In 1865, policing laws were established during the Jim Crow era. Jim Crow laws were immediately created after Congress passed the 13th Amendment. The purpose was to imprison for free labor and also to create fear in Black people. This was a strategy designed to stack the legal system against Black citizens.

- Noise, crime, and aggressive policing traumatize young people. The effects of poverty in Oakland in 2020 had 19% of its citizens living below the poverty level. The state rate is 17%. There is a continuous influx of illegible firearms found in poorer neighborhoods. 900 were found in 2020, according to OPD.
- Police respond positively in wealthy neighborhoods like: Rockridge, Montclair, and Skyline, versus East Oakland and/or the “Flatlands”.

We have several examples of movies or documentaries for them to include in this new training program which could be initiated while they’re in the Academy.

- The Huey P. Newton Story (Black Panthers)
- Evolutionarily Blues: History of West Oakland & Music

### Estimated Timeframe:

No timeframe information is available at this time.

### Estimated Cost:

Total cost unavailable at this time.

### Contact Information:

Henrietta Fabio, hfab@sbcglobal.net, 510-206-9203, OPD Organization and Culture, Recruitment, Hiring, Training & Promoting

## RECOMMENDATION #29:

### **Recommendation Summary:**

Look for Trends in Officers with Misconduct. For example, do military veterans engage in misconduct more often?

### **Background and Statement of Need:**

Knowing whether military veterans are more or less likely to engage in misconduct or warrior behavior could help set policies on hiring and training. Understanding the mentality of officers who see themselves as part of an occupying force could help reduce use of force against Black people. Understanding how veterans who may have PTSD or who may have a warrior cop mentality, may be traumatized and willing consciously or subconsciously to traumatize others. By having data about attitudes of members of the military who may support militarization of police, we can root out warrior cops.

[Link to more information.](#)

### **Estimated Timeframe:**

No timeframe information is available at this time.

### **Estimated Cost:**

Unknown, but likely to be very low cost as part of an overall study of attitudes and records of officers. Adding status as a veteran to surveys looking at gender, race, residence, age, and training of officers would be simple and easy.

### **Contact Information:**

Paul Burton, pablo@paulburton.net, 510-910-3876, OPD Organization and Culture, Accountability/Discipline

## RECOMMENDATION #32:

### Recommendation Summary:

The Manual of Rules and Discipline Matrix both need to undergo a comprehensive update. Citizen input from the Brotherhood of Elders as well as recommendations from the American Friends Service Committee have provided revised proposals, all of which need to be incorporated in the update to the Manual of Rules.

Specifically, the new changes that need to be made or added to the Manual of Rules are:

- Racially discriminatory organization: no employee shall be a member of an organization that discriminates on the basis of race.
- Social media disclosure: all sworn officers and academy recruits must disclose all accounts to their supervisors.
- Other discrimination: No employee shall be a member of an organization that promotes superiority on the basis of race, color, religion, sex, gender, etc.
- Reckless driving policy
- Asphyxia policy
- Body camera rules and regulations
- Complaint process
- Elimination of militaristic jargon

The Discipline Matrix should be reviewed and updated with feedback from the public, CPRA, OPOA, City Council, Police Commission, and members of the Reimagine Public Safety Task Force. Additional penalties should be incorporated into the Discipline Matrix, including but not limited to:

- Community service
- Public apology
- Assignment change
- PIP (performance improvement plan)
- Restorative justice
- Assigned readings

### Background and Statement of Need:

Many revisions of the Manual of Rules have been proposed, illustrating a widespread need for change in the guidelines for police officers. Much of the

guide doesn't incorporate recent developments in policing, such as body camera usage. [Current Manual of Rules.](#)

Current penalties in the Discipline Matrix include counseling and training, written reprimand, fine, suspension, demotion, or termination. However, these traditional methods of discipline for police misconduct haven't been productive for restoring trust within the community.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Recurring costs to train officers on the Manual of Rules.

### Contact Information:

Christina Petersen,  
christina.r.petersen@hotmail.com, OPD Organization and Culture, Accountability/Discipline WG

## RECOMMENDATION #34:

### Recommendation Summary:

More city and county services should shoulder the responsibility of taking care of underserved populations in Oakland. These services need to be taking the lead on resolving calls from these groups in a way that best addresses their needs, shifting the burden away from police officers. Departments should develop an intake process that immediately takes members from special populations in. The creation of a shared database between the police, city, and county departments on these individuals is necessary in order to ensure full transparency. Additionally, any policies currently in place that prevent city/county departments from responding to 911 calls must be revised. A new department within OPD or at the city/county level must be created to set up this coordinated effort in order to oversee the operation and make it happen.

Special populations that would benefit from this novel approach include: people with developmental disorders, those struggling with alcohol and drug issues, sexual assault survivors, and people with mental or behavioral health considerations.

### Background and Statement of Need:

Many individuals who are involved in a fatal police encounter often have mental health or substance abuse issues. Moreover, [an analysis by the NYT](#) found that officers only spent 4% of their time each year dealing with violent crime.

Outsourcing certain services to city organizations will reduce the burden on police and more adequately address civilians' needs.

Currently, similar programs have been approved in Oakland. MACRO, the Mobile Assistance Community Responders of Oakland, is already in place as a pilot program funded by the Oakland City Council to start the process of taking over certain police responsibilities.

[Additional information about MACRO.](#)

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Recurring budget cost will be required to run the new department and incorporate groups outside of OPD to respond to calls.

### Contact Information:

Christina Petersen, [christina.r.petersen@gmail.com](mailto:christina.r.petersen@gmail.com), OPD Organization and Culture, Sensitive Populations WG

## RECOMMENDATION #40:

### Recommendation Summary:

All police officers, particularly CROs (community resource officers), should experience more community engagement activities and undergo community sensitivity training. All officers should be engaging with the community and receiving ongoing general education on community policing. This training should be developed and implemented in collaboration with community members. All officers should be assigned to a minimum of 60 hours of community involvement work per year.

OPD should work with officers to determine where their skills would be most helpful for the community. Officers, especially CROs, should also be assigned to their beats for a minimum of three years. To incentivize officers to stay, increasing bonuses or differential pay for each year they remain should be considered. They should not be pulled off their beats for work in other areas in order to foster a relationship of mutual respect and trust with their assigned communities. The proposal also recommends that the officer complaint process should be more accessible by allowing community members to provide feedback to officers online.

### Background and Statement of Need:

A strong partnership between a police department and the communities they engage with is crucial for public safety, as increased trust in police officers has been correlated with better outcomes for the city. With national trust in the police at an **all-time low**, this proposal is essential to combating this confidence loss. Having non-enforcement interactions with the police is essential for communities to build said trust. **Multiple studies** have shown that police participation in community engagement activities reduces implicit biases and negative encounters with the police.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost estimate unavailable at this time.

### Contact Information:

Michael Ubell, mike.ubell@gmail.com, OPD Org and Culture, Community Policing and Engagement WG

## RECOMMENDATION #41:

### Recommendation Summary:

This proposal recommends reorganizing the current internal structure of OPD. This recommendation would create a more equitable response to crime, enhance partnerships in the city, and meet community expectations of OPD service. Under the reorganization, the operational structure would be more centralized with empowered decision making. Response time will reduce, and responses themselves would be more collaborative with CBOs (community based organizations) and SMEs (subject matter experts). The proposal also calls for Oakland PD and the Department of Violence Prevention to work with community partners in order to examine the types of incidents that would benefit from a cross-functional team response. The Office of Race, Trust Building, Equity, and Career Development should be created to form recommendations regarding changes to the internal culture of Oakland PD. This office would be partners with the City of Oakland Office of Race and Equity and made up of civilians that are experts in the subject matter and sworn staff. Each officer would be mandated to train 260 hours annually on precision policing, community engagement, and other relevant topics. Training would be specific depending on current and future roles. This training would be created with the Office of Race, Trust Building, Equity, and Career Development.

### Background and Statement of Need:

Currently, response to violence trends can take days, as the area command structure involves hierarchical decision making. Field units don't collaborate to coordinate a cross-functional team response. Instead, field units' reports eventually end up going to the area captain. This lack of collaboration is what necessitates a reorganization of OPD's internal structure. Orders are sent down the Area chain of command as well. Further notifications to city departments or community organizations are also delayed. This in turn causes any trend issues to only be identified at quarterly risk management meetings.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost estimate unavailable at this time.

### Contact Information:

Reygan Cunningham, reygane@gmail.com, OPD Org and Culture, Organizational Transformation WG

[Link to more information.](#)

## RECOMMENDATION #46:

### Recommendation Summary:

A portion of the budget should be allocated to specifically address Oakland's low early literacy (<3rd grade) rate. In the 2018-2019 school year, only 35.1% of OUSD third grade students are reading at or above grade-level.

### Background and Statement of Need:

According to the Department of Justice, "the link between academic failure and delinquency, violence, and crime is welded to reading failure. Over 70% of inmates in America's prisons cannot read above a fourth grade level." Third grade is when students transition from learning to read to reading to learn, so reading ability developed at this point has important ramifications for the future. In fact, **studies** show that students who were not proficient in reading by the end of third grade were four times more likely to drop out of high school and 66% would end up in jail or on welfare. The illiteracy issue disproportionately affects Black and Latinx students, with the disparity only widening in recent years.

**Summer learning** isn't offered to those who need it most--like low income students and students with low levels of proficiency for their grade level. [Click here for more info on illiteracy and prison.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost estimate unavailable at this time.

### Contact Information:

Lisa Arteca, LisaArteca@gmail.com, Budget, Data and Analysis, City Budget Investments WG

## RECOMMENDATION #49:

### Recommendation Summary:

We recommend standardizing and establishing ongoing community driven continuous improvement of data that OPD publishes to the public, especially including resource allocation metrics in order to improve the ability to assess the effectiveness of OPD's resource allocation.

### Background and Statement of Need:

Oakland has done a lot of one-off analysis, including this Task Force. We could make a permanent improvement by doing the following:

- Provide the number of units that respond to each call for service.
- Assign a permanent position (possibly from existing staff) exclusively dedicated to publishing a consistent and usable dataset for community analysis monthly.
- Designate an independent entity to review the types and format of the published data, and how it can be used by the community, meeting on a quarterly basis.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost neutral or small savings from efficiency gains if reassigning existing staff.

### Contact Information:

Maureen Benson, maureenbenson@gmail.com,  
Budget, Data and Analysis, Budget Staffing WG



## RECOMMENDATION #52:

### Recommendation Summary:

Building on the Task Force's Guiding Principle #2, "Final recommendations adopted by the Oakland City Council must include (1) Description of recommendation, (2) Cost analysis (start-up and ongoing cost), (5) Transition/Implementation Plan (timeline and steps to move from current state to desired future state - including possible people/ organizations to implement)", we recommend that cost analysis and transition planning of recommendations to re-organize, retain, or remove units from OPD use the tools prepared by the OPD Budget & Data group:

- **OPD Budget Explorer Tool** to identify programs/ departments that are possible reductions.  
\*Please note: if this is to be shared and digested by the public (i.e., more than 200 people) we need to convert this to a different platform so it does not shut down.
- **OPD - Call Data Budget Analysis** to explore several aspects of 911 call data including average officer minutes spent on category of call, amount of time to respond by call type, and key events by time of day.  
\*Please note: if this is to be shared and digested by the public (i.e. more than 200 people) we need to convert this to a different platform so it does not shut down.
- **Decision Support Matrix**

### Background and Statement of Need:

Objective: To identify OPD program function work that should be 1) retained; 2) reduced; 3) re-organized; and/or 4) regionalized, in consideration of the overall objective of reducing the OPD Annual Budget by 50%, in alignment with the Principles adopted by the Task Force.

1. Obtained the FY20-21 budget, as well as an estimate of un-budgeted overtime based on the FY19 amount (\$26.1 million) spread across units proportional to their amount of sworn officer personnel spending.
2. On a line-by-line basis, assess the go-forward status of the each of the program/functions (retain, reduce, re-organize, regionalize).

3. Estimate the timing for the action plans, based on the Budgetary decisions, from #2, above.
4. Include any explanations that provide good clarification as to the recommendations.
5. An assessment of equity should be considered for each recommendation.

As the matrix is completed, the workbook will tally the amounts in each of the budgetary categories (retain, reduce, re-organize, regionalize); referring to the accumulated total will provide guidance to the progress towards the goal of 50% reduction of the OPD budget.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost information unavailable at this time.

### Contact Information:

Maureen Benson, maureenbenson@gmail.com,  
Budget, Data and Analysis, Budget Staffing WG

## RECOMMENDATION #53:

### Recommendation Summary:

Adopt “Verified Response” standard for dispatch of patrol officers to burglary alarms. Verified Response requires secondary indication that a burglary is in progress such as a second sensor trip (such as perimeter and a motion) or sensor and video verification in the house or business. Lacking verification police are not called. Unverified calls to the police result in fines to the alarm company, not the customer. Response to fire alarms, personal protection alarms, robbery alarms, and medical distress alarms remain unchanged.

### Background and Statement of Need:

- Releases between 4.5 to 6.8 FTE hours annually for better responsiveness. Impact is immediate upon implementation.
- Reduces responsibility for responding to burglary alarms, freeing up between 8,720 to 13,270 officer hours for response to false alarms each year.
- Frees up patrol officer time to address other concerns for addressing other crime and violence.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

The cost is only the hours of city staff to develop the Verified Response policy to amend the current ordinance and the annual cost of the current alarm ordinance staffing. An undetermined reduction in revenue will result from false alarm fines. Alarm permit revenue should remain constant. This change in policy will annually redirect between \$910,000 to \$1,390,000 in unproductive officer time for utilization in crime reduction at zero cost beyond the initial cost of amending the alarm ordinance.

### Contact Information:

Michael Holland, mholland@allen-temple.org,  
Budget, Data and Analysis, OPD Service Call Data  
and Analysis

## RECOMMENDATION #54:

### Recommendation Summary:

Proposal #54 focuses on modernization of IT within OPD. We recommend changes in IT procurement, staffing, and modernized data practices that will both improve internal OPD operations and support transparent data sharing with Oakland's City Council, administrators, commissions, the prosecutors' office, and the public.

### Background and Statement of Need:

Oakland's IT administration has drafted weak Requests for Proposals that have gone into a slow procurement process, with contracts that commit to many years into the future. This has led to the purchase of systems that do not support the kind of policing that Oakland needs now. Worse, as need have changed, contract vendors have been unwilling to modify their systems, and OPD has also never invested in the internal expertise required to make these modifications. Oakland's DIT has attempted to help in some cases but cannot bring the policing expertise required.

OPD needs modernized data and records management tools. OPD must assess the best mechanisms to enable officers to easily, efficiently, and accurately file reports. These should go from smart form field entry and Calls for Service (CFS) data on mobile devices, through records management systems to effective delivery to the courts.

OPD must also invest in trained data scientists. In the past, OPD has employed unskilled staff unable to develop tools for data collection, integration, analysis, and sharing. Competent data specialists who can obtain information from sworn officers or other domain experts as required will ensure support for the data needs of the department and the City of Oakland as a whole.

Interfaces to these systems must support data communication with Oakland's City Council, administrators, commissions, the prosecutors' office, as well as affording public access. Redaction is emerging as an important process for modifying released data. State and federal law imposes

requirements (e.g., regarding sex offenses, minors) on the sorts of data that can be shared publicly. OPD must develop policies with clear guidance from the Police Commission and the City Attorney regarding any redaction they perform, including articulation of their implementation.

Related, [Recommendation #55](#) includes details regarding specific data to be published and the benefits of transparent data sharing.

[Link to more information.](#)

### Estimated Timeframe:

Current IT contracts for OPD IT services expire Dec. 31, 2021. Preparation should begin immediately for effective procurement of software to replace them. Specification of interfaces and redaction processes can begin immediately. Hiring within OPD to support data analysis should happen at the first opportunity.

### Estimated Cost:

Effective specification of useful IT systems within OPD, in contrast to the procurement process related by Mr. Peterson above, should sharply reduce wasted dollars that have been spent in the past. The primary new cost is that associated with a new data analyst position. Current salaries seem to range from \$65,000 to \$90,000 with 3 to 5 years of experience. Alameda has a position for a HR Data Analyst II at \$77,000.

### Contact Information:

Rik Belew, rik@electronicartifacts.com, Budget, Data and Analysis, OPD Service Call Data and Analysis

## RECOMMENDATION #55:

### Recommendation Summary:

Proposal #55 addresses public access to information about OPD functioning. We recommend that OPD prioritize data management practices that ensure ongoing public access to specifically:

- Regular publishing of Calls for Service (CFS) and incident data
- Inclusion of contextual data regarding Oakland policing beyond what OPD chooses to share
- Open interfaces to OPD data that allow various community members to perform analyses of special concern to them

### Background and Statement of Need:

Our working group's requests for data from OPD received delayed responses, incomplete responses to only portions of the request, or were not met at all. The CPSM report also makes it clear that OPD was willing to provide data (e.g., number of units/officers responding) to these consultants they would not share with the RPSTF. Yet as members of the RPSTF our ability to get data from OPD is far beyond what most Oakland residents can expect.

The 2019 CFS dataset was the first time this critical data has been made available to the public. OPD must make CFS data sharing a routine practice. Although OPD currently provides some **basic crime incident data** to the public (via Oakland's data.oaklandca.gov), these records are missing critical attributes (e.g., penal code, UCR codes) that make it impossible to reconcile with other reports OPD makes to the California DOJ and FBI. Including these attributes with incident data can and should be done immediately.

OPD's published data must be extended to include contextual information beyond what OPD chooses to release. The federal **National Crime Victimization Survey (NCVS)** surveys communities regarding their experience of crime, whether or not it has been reported to police. **California's DOJ** maintains records on civilian complaints and (RIPA) discretionary stops. OPD's **Slalom dashboard** maintains officer risk assessment data that the Police Commission, CPRA, and the CPAB can use to speed up accountability and the discipline process

to identify officers who, for example, engage in racial profiling. A report reconciling these other data sources with OPD's should be made to City Council quarterly.

Regular access to this data must be made via open data formats similar to those currently used for incident data, and not buried in PDF formatted documents. Using open standards and allowing programmatic (API) interfaces will allow Oakland's many community groups to build tools focused on questions especially relevant to them.

**Proposal #54** focuses on modernization of IT within OPD that will support this recommendation. **Proposal #49** (cf. Recommendation 4) recommends a similar data analyst position, and on-going data oversight responsibilities.

[Link to more information.](#)

### Estimated Timeframe:

Some changes can be implemented immediately. OPD should present a timeline to strengthen and institutionalize data transparency soon, and incorporate reconciliation with other data within one year.

### Estimated Cost:

Proposed changes involve changed OPD data sharing practices and should not require additional budget.

### Contact Information:

Rik Belew, rik@electronicartifacts.com

## RECOMMENDATION #56:

### Recommendation Summary:

The City should create a Behavioral Health Unit (BHU) designed to independently operate multiple mobile crisis response teams and Service Community Centers that are to be 24-hour crisis receiving and stabilization sites in the Oakland communities of East Oakland, West Oakland, Fruitvale, and Downtown. The BHU's comprehensive integrated system of services should be accessible to anyone, anywhere, and anytime, providing a "No Wrong Door" safety net services approach. The BHU shall be a one-stop hub that provides a continuum of care across its clinical and non-clinical wraparound services to ensure stabilization from a crisis, access to treatment, clinical follow-up care, and linkages to ongoing preventive and support services that are established in Oakland and regionally.

The BHU breaks the cycle of disconnected services, lack of consistent follow-up with someone from initial contact or release from an institution, and unnecessary 5150 initiations and ED visits due to lack of alternatives. The BHU is a separate and equal entity to OPD, and will employ and incorporate community collaboration by those living in the communities in which the BHU operates. Its multidisciplinary teams will collaborate with OPD (when warranted), with MACRO, with existing County mobile crisis response programs (see [full recommendation pp.18- 24 for analysis details between BHU, MACRO and these programs](#)), and with agencies operating alternatives to 911 calls with the goal of diverting such calls from the OPD.

### Background and Statement of Need:

The Center for Public Safety Management, LLC (CPSM) examined in 2019 that there were 11,026 mental health calls across three mental health call categories (mentally ill, suicide threat, and mental evaluation). Of these 11,026 calls, approximately 52% were deemed suitable for an alternative response/non-sworn disposition.<sup>1</sup> The BHU's services will be able to respond to these calls through crisis response and be a hub for community

members to access ongoing supportive services thus decreasing the frequency a person with a behavioral health-related need relies on OPD. Unlike OPD who are not clinically trained and qualified to conduct clinical assessments and determination, the BHU's clinical behavioral health providers are able to screen for immediate clinical needs, including the level of care a person requires, as this is within their scope of practice and competence. Screening, assessment, and service linkage can divert a person's situation from violent escalation, unnecessary institutionalization, and/or decompensation. The BHU will recruit and staff BIPOC from Oakland to work in their own communities through employment and volunteer positions within the BHU.

### Estimated Timeframe:

This recommendation should be passed immediately to begin planning for the BHU. At the maximum, there will be a 3-year timeline for proper planning to full implementation of the BHU. The City of Oakland would have to partner with Alameda County and include planning on how to roll out the various teams. It is recommended that the CTT, ECIST and BHRT teams be prioritized for recruitment and implementation by December 2022 (see pp. 4-24 of full recommendation).

### Estimated Cost:

An estimated start-up cost of \$1,559,210.92 to \$1,770,135.36 for approximately 15 full-time employees. We do not recommend that the program move forward unless it is staffed at least at this minimum. The City of Oakland is recommended to find different funding streams or leverage current employees for the BHU positions, and to look at "capital outlay" in regard to the Service Community Centers.

### Contact Information:

Angel Arellano, [Angelyne.Arellano@gmail.com](mailto:Angelyne.Arellano@gmail.com)

[Link to more information.](#)

<sup>1</sup> CPSM 2020 police data analysis Behavioral Health Unit (BHU) Recommendation.docx  
<https://www.samhsa.gov/sites/default/files/safe-policing-safe-communities-report.pdf>

## RECOMMENDATION #61:

### Recommendation Summary:

Given feedback from unhoused residents about harmful interactions with OPD and the need to decriminalize homelessness, the OPD Homeless Outreach Unit should be dissolved and the deployment of OPD for encampment cleanups and closures should be ended. Savings should be reinvested to fund mobile street outreach teams trained in de-escalation and mediation that will actively build relationships and trust with unsheltered residents. The teams should be embedded with workers during encampment clean ups, providing a more effective response for ensuring worker safety than police.

### Background and Statement of Need:

OPD's Homeless Outreach Unit, which has primarily been funded by overtime, costs approximately \$715-900k for 3 police officers. It's scope is to "assist Public Works and other City staff with encampment outreach, cleanup, and closures"<sup>1</sup> and "[work] closely with Public Works cleaning crews and ensure that once camps are closed, they do not re-emerge at the same location."<sup>2</sup> Unhoused residents and advocates continually report over-policing of homeless encampments and mistreatment from OPD.<sup>3</sup> Police are deployed to establish the threat of arrest for homeless residents, including during processes that systematically destroy their belongings and displace them, further criminalizing being unsheltered. Additionally, labor representatives for workers that interface directly with encampments have reaffirmed that police are not necessary for encampment cleanup, and there are alternative approaches that could more effectively achieve worker safety.<sup>4</sup> Mobile street outreach teams should be assigned to neighborhoods where overtime they will build trust with encampment residents. Teams can partner with encampment residents to keep streets cleaner, including bringing out more trash bins and mobile bathrooms.

Outreach workers will "be the first point of contact" with unhoused residents, and should be embedded with sanitation teams during cleanups. This could include doing "micro" cleaning inside encampments and moving waste to the perimeter where public works employees could haul it away. These changes will help provide more effective services in support of the health and safety of the homeless population, which is **overwhelmingly Black** (70 percent) and minimize potentially harmful interactions with OPD. Mobile outreach teams should be given adequate time to build relationships with unhoused communities. To ensure a safe transition for encampment cleaners, a scaled down OPD homeless unit of 2 officers should continue to be deployed during clean ups of encampments where worker safety has been an issue. The transition should last no more than 6 months as continued police involvement will significantly undermine outreach efforts. Potential investments could expand existing outreach models or adapt models from peer cities to Oakland's context and needs (e.g., Beautification Council, **Operation Dignity**, **SF Homeless Outreach Team**).

[Link to more information.](#)

### Estimated Timeframe:

This should be implemented immediately with 6 month OPD transition overlap.

### Estimated Cost:

There is no cost to the City. \$715,000 to \$900,000 reallocated from OPD to outreach/navigation.

### Contact Information:

Liam Chinn (liamchinn@hotmail.com)

Chiamaka Ogwuegbu

(chiamaka.ogwuegbu@gmail.com)

Kiyoko Thomas (michelle.kiyoko@gmail.com)

1 OPD Budget and Operations Memo, Page 11; July 2020

2 City of Oakland Homelessness Emergency Interventions

3 Berkeleyside: Advocates Push Back on Plan to Spend Parks and Homeless Service Funds on OPD

4 Ibid.

## RECOMMENDATION #68:

### Recommendation Summary:

Oakland must invest in a robust reentry network that provides housing, jobs, mental health counseling, healthcare, and other assistance to our formerly incarcerated community members. We are recommending the creation of and funding for a reentry hub (one-stop location) where people returning from juvenile or adult facilities/ continuation schools can go to receive a range of services that will assist them in their reentry.

### Background and Statement of Need:

There is already a very tight network of formerly incarcerated peoples in Oakland; however, there are very few resources for them and the resources that do exist are often short-lived, change frequently, and are only partially funded. Having a central hub that exists for the sole purpose of reentry will be able to keep track of the most up to date information regarding resources and networks. The proposed central hub will be able to provide the proper referrals to meet the needs of everyone who comes through the door and help them navigate a much more comprehensive network of support and services catered to formerly incarcerated community members. We believe this network should be created and operated in partnership with formerly incarcerated peoples with firsthand experience. Incarceration marks its victims, preventing them from reentering society and leaving them with a narrow set of options that heightens that probability of resorting to crime. Our city needs fewer barriers to reentry for the formerly incarcerated, who currently struggle to find jobs or housing that won't automatically turn them away. The difficulties of reentry create considerable challenges that are known to be underlying causes of violence and crime, such as a lack of income, housing, and community. The prison industrial complex disproportionately incarcerates Black and Brown adults and youth; therefore, comprehensive reentry support would directly address unemployment, homelessness, and recidivism rates for Black and Brown Oakland formerly incarcerated community members.

### Link to more information

#### Estimated Timeframe:

The central service center could be created immediately; however, it will take more time to develop the network of service providers, employers, and community partners. We will certainly leverage the restorative justice ecosystem proposed [here](#).

#### Estimated Cost:

We do not currently have a fiscal analysis from the budget advisory board; however, the ongoing cost for an average Restorative Justice center ranges from \$400,000-\$800,000, which is a good estimate for what it may take for the central service center to stay in operation.

#### Contact Information:

Matt Bush: matthew.bush22@gmail.com  
Bridget Cervelli: bridgetcervelli1@gmail.com  
(Alternate Responses, Programs, and Investments AB)

## RECOMMENDATION #70:

### Recommendation Summary:

The City must invest in programs, services and spaces that specifically support youth as restorative and transformative justice leaders & peacekeepers in their communities. We are calling for the creation of an inclusive, intentional planning partnership with community members, parents, and youth in building our **restorative and transformative justice ecosystem**. Our proposal includes adequate funding for youth engagement in restorative justice work in Oakland, which includes training and support for youth leaders and youth adult partnership training for both institutions and adults who work with youth in OUSD and in Restorative Justice in Oakland. In addition to funding the training and compensation of youth leaders, we would also need to fund, create, and connect safe spaces for young people designed by young people (youth and young adults) equipped to provide them with resources, support, and connections while developing their agency and self-determination.

### Background and Statement of Need:

Oakland currently lacks a variety of safe spaces that fulfill the myriad needs of young people, ranging from assistance such as supplemental education, counseling, and found to enjoying more creative endeavors such as sports, art, and dance. We also lack spaces that are safe for a greater diversity of young people, including queer youth, disabled youth, and parenting youth.

The few spaces we do have are rarely developed and maintained by young people, thereby limiting their ability to practice self-determination and be active healers and peace-keepers in their communities. Several studies have demonstrated the impact of creating safe spaces for young people and investing in the self-determination of young people on both public safety and healthy, holistic development as youth transition to adulthood. Even spaces as simple as after- school programs have proven effective in limiting youth exposure to violence. Our recommendation is also informed by the realities of racial inequity in Oakland, as we are advocating for the creation and funding for spaces and leaders in every district and community in Oakland, particularly

communities of color that are chronically under-resourced. More affluent communities of Oakland are far more likely to already have a greater degree of safe spaces designed to invest in the holistic development of young people; we believe that every young person in Oakland deserves easy access to these spaces and investments regardless of where they live.

[Link to more information.](#)

### Estimated Timeframe:

We could begin implementing this recommendation immediately in partnership and deference to young people; however, we anticipate the implementation process to take several months to complete.

### Estimated Cost:

We do not have a cost estimate at this time but will partner to the Budget, Data and Analysis advisory board to develop an accurate estimate.

### Contact Information:

Heather Manchester,  
[heatherbmanchester@gmail.com](mailto:heatherbmanchester@gmail.com)  
 Matt Bush, [matthew.bush22@gmail.com](mailto:matthew.bush22@gmail.com)  
 Eve Delfin, [eve.delfin@gmail.com](mailto:eve.delfin@gmail.com)  
 (Alternate Responses, Programs, and Investments AB)



## RECOMMENDATION #72:

### Recommendation Summary:

The City of Oakland needs to increase support and resources to organizations providing services to address domestic violence, sexual violence and sexual exploitation of youth which are inclusive of survivors from all ethnicities, immigration statuses, gender identities, abilities, and ages. Local programs providing a wide range of essential services for Oakland survivors such as 24 hour crisis counseling, emergency domestic violence shelter, legal support, financial assistance, relocation help, therapy, support groups, and childcare support should receive at least double the amount of current funding to provide the quality support survivors deserve.

### Background and Statement of Need:

Gender-based violence (GBV) is a significant public health crisis that impacts all members of the Oakland community, but especially **people of color and undocumented immigrants who are at especially high risk** since Covid-19. Locally, the **last comprehensive study** of domestic violence that was done on the Alameda County level was completed in 2018 by the Alameda County Public Health Department. From 2006- 2016 there were 124 domestic violence-related deaths in Alameda County and an average of 11 domestic violence deaths per year. There are an average of 6,000 911 calls related to domestic violence per year in Alameda County with Oakland having far and away the highest rate of calls at 25.2 per 100,000 residents. A recent study of youth trafficked in Oakland, conducted by Motivating Inspiring Supporting and Serving Sexually Exploited Youth (MISSEY), found that most of the 113 youth (ages 10-24) experienced trauma as a chronic condition of their childhood, including severe or repeated episodes of homelessness (56%), sexual abuse (53%), emotional abuse (53%), physical abuse (52%), and family violence (39%). In another study of 269 sexually exploited, femme identified and non-binary youth served by MISSEY, 43% had been physically or sexually assaulted, with their first assault occurring at an average age of 11.5 years, and 67% had been raped at least once prior to their 18<sup>th</sup> birthday. There is increasing need for support for GBV survivors since the Covid-19 pandemic has increased rates of GBV in Oakland and

the City needs to provide far more resources than are currently being invested to support survivors in breaking cycles of violence and getting the safety and health they need. Investment is needed in advocacy services, life coaching, leadership development, housing support, crisis counseling, legal help, counseling, and peer support.

### Estimated Timeframe:

This should be implemented immediately, especially while the crisis is at its peak with the pandemic.

### Estimated Cost:

An additional 1.35 million should be invested on top of the existing 1.35 million allocated to GBV under the DVP spending plan from any funds that can be saved from reducing the OPD budget, based on recommended cost- savings.

### Contact Information:

Marissa Seko, mseko@fvlc.org

## RECOMMENDATION #73:

### Recommendation Summary:

Provide flexible financial assistance for gender-based violence (GBV) survivors and their families to support their safety and healing. Several local agencies already provide financial help to survivors with rent, moving costs, security deposits, furniture, childcare, transportation costs, food and clothing, vocational costs, etc., but the need is much greater than the resources currently available for this kind of support.

### Background and Statement of Need:

The DV Housing First Program is a model that allows agencies to assist survivors with paying for their rent, moving costs, security deposits, furniture, childcare, transportation costs, food and clothing, and other costs in the aftermath of intimate partner violence. This program has been **demonstrated** to be **extremely effective** at keeping survivors housed safely and allowing them to experience increased safety since they are financially secure enough not to return to violent situations. In the long run, survivors who end up unhoused on the streets or who remain within the cycle of violence, cost the City of Oakland much more overall in additional policing costs, ER expenses, lost wages, and the need for emergency shelter and transitional housing resources, not to mention the overwhelming financial and emotional burdens that survivors face as their situations escalate.

Additionally, **recent studies** show that survivors of color are much more likely than white survivors to be dramatically financially impacted during the COVID-19 pandemic. Survivors of color who are struggling financially are much more likely to return to or remain in an abusive situation and to face potential sexual coercion by landlords to be able to maintain their housing. This indicates that providing for the financial needs of survivors is an especially important strategy to ensure that survivors of color are not further endangered by GBV.

Currently, there is limited funding from the state that allows several local agencies (FVLC, SAVE, Tri-Valley Haven, Lao Family Community Development, and Highland Hospital) to provide flexible financial

assistance directly to survivors through the DV Housing First Program, which means that existing organizations already have the infrastructure to put new funds to immediate use with Oakland survivors and could serve as support systems for additional gender-based violence organizations to create new programs.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

\$1 million from any funds that can be saved from reducing the OPD budget, based on recommended cost-savings.

### Contact Information:

Marissa Seko, mseko@fvlc.org.

## RECOMMENDATION #74:

### Recommendation Summary:

Adequately fund gender-based violence prevention through investing in proven protective factors from violence. The City of Oakland must broaden its investment in violence prevention given the broad and holistic scope it covers. Not enough funding or priority goes towards addressing the root causes of violence and breaking the cycle of violence. Funded programs and services must be culturally and gender responsive in their delivery.

Funding should be allocated to existing programs that meet the criteria for enhancing protective factors as listed by the CDC. If they do not exist, training and resources should be provided to meet the need. The following have been identified by experts in violence prevention as key items to allocate funding to:

- peer to peer education programs for youth on healthy relationships, gender norms, and dating violence;
- programs that focus on youth and in particular girls and gender expansive youth and for children of all ages who have witnessed domestic violence in the home or who have experienced other forms of trauma;
- community centers and programs that enhance community cohesion such as Youth Uprising in East Oakland that supports queer and trans youth, having more affirming and safe spaces that can be open for longer hours, or offering more resources like classes, learning, peer connection, youth empowerment, etc.;
- artwork and murals in public spaces that shift the culture and norms of violence;
- organizations and programs that serve vulnerable populations such as transgender people and systems impacted people, such as the Young Women's Freedom Center which offers self-determination coaches, freedom circles, housing and other support for systems impacted women and TGNC people.

### Background and Statement of Need:

Research shows that violence prevention takes many forms and programs can be effective in breaking the cycle of violence. The CDC [2014 Connecting the Dots Report](#) lists protective factors from violence

that range from the community to individual level such as coordination of resources and services among community agencies and skills in solving problems non-violently. A focus on prevention also has racial equity implications as it can provide much needed resources in under resourced communities and has a long-term positive impact in reducing violence.

### Estimated Timeframe:

Implementation for this work should take place in phases starting immediately. Funding should be allocated immediately so organizations can have resources to build the infrastructure needed to increase gender-based violence prevention resources, intervention, and crisis response. The overall implementation of services should happen in phases over the next three years and will require agency coordination and community/youth engagement.

### Estimated Cost:

The cost for each item varies. We are requesting \$2.5 million in annual funding for protective factors from violence.

### Contact Information:

Haleema Bharoocha, [haleema@alliance4girls.org](mailto:haleema@alliance4girls.org).

## RECOMMENDATION #77:

### Recommendation Summary:

The City should divert funds from OPD and invest CARES ACT funds and the State's allocation of rental assistance to create immediate housing solutions, including purchasing motels and/or hotels for housing, providing rental assistance, and expanding supportive services to include the needs of the working-class, newly homeless population. Prioritization should be made for residents three months or more behind in rent or mortgage, spending 50% or more of their income on housing, and/or residents experiencing overcrowding due to economic hardships.

### Background and Statement of Need:

As Chicago-based anti-violence outreach worker Reality Allah said, "We know that wherever there is homelessness and housing insecurity, there is violence." Adequate housing was recognized as part of the right to an adequate standard of living in the 1948 Universal Declaration of Human Rights. Housing instability is a principal risk factor for violence and harm.<sup>1</sup>

The 2008 housing crisis destabilized Oakland communities. Housing instability that was already at a crisis point has now been made worse by the Covid-19 pandemic. Traditional housing responses are inadequate for addressing the needs of the newly unhoused and high-need, chronically unhoused population. Housing Oakland's Unhoused report finds that policymakers have overestimated the size of the chronically homeless and underestimated the size of the working class, newly homeless and that working class, newly homeless households are underserved by traditional homeless service providers.<sup>2</sup> The PolicyLink report, [A Roadmap Toward Equity: Housing Solutions for Oakland, California](#), outlines longer term strategies to prevent displacement of long-time residents, strategies to build new affordable housing, and strategies to improve housing habitability and health, while maintaining affordability for consideration.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

\$100 million (with multiple funding sources).

### Contact Information:

Sara Mokuria, [smokuria@policylink.org](mailto:smokuria@policylink.org).

1 [https://wscadv.org/wp-content/uploads/2015/05/DVHF\\_SafetyPaper2013-final.pdf](https://wscadv.org/wp-content/uploads/2015/05/DVHF_SafetyPaper2013-final.pdf)

2 [https://static1.squarespace.com/static/55c573a9e4b014e7aace0627/t/5bd20b85e5e5f0695b10ef\\_1a/1540492174988/Final+Elhalaby%2C+Rawan+APA+5-11-2018+for+DISJ.pdf](https://static1.squarespace.com/static/55c573a9e4b014e7aace0627/t/5bd20b85e5e5f0695b10ef_1a/1540492174988/Final+Elhalaby%2C+Rawan+APA+5-11-2018+for+DISJ.pdf)

## RECOMMENDATION #79:

### Recommendation Summary:

Hire local Black and brown residents to transform unused surplus land and vacant lots into safe spaces for community-led space activation including urban greening, community gardens, pop-up markets for small businesses, public showcases for local artists, and recreational opportunities for youth and families.

### Background and Statement of Need:

Nearly 50 acres of land owned by the City of Oakland and an additional 112 acres jointly owned by the City and Alameda County are declared as surplus land.<sup>1</sup> Surplus land is land the City no longer needs because it is not actively used for City functions or operations. In accordance with Oakland's Public Lands Policy framework adopted in 2018, surplus land should be prioritized for use as affordable housing. While awaiting sale or lease and during the often very lengthy pre-construction phases of development, surplus land often remains vacant, unused, and poorly maintained, which can become a risk factor for crime. This is also true for privately-owned vacant lots which span 864 acres in Oakland (data is from 2013, so this may even be higher now).<sup>2</sup> The goal of this recommendation is to make surplus land and vacant lots accessible to the public for community-led space activation during any duration the site is unused or still pending construction. Temporary space activations such as community gardens, pop-up markets, and public art are low-cost high-return strategies that strengthen social ties and reinforce residents' sense of pride, belonging, and safety in their communities. This can be implemented into the Request-for-Proposal process for selling/leasing City- owned land by inviting developers to propose how they will partner with the community to activate the space pre-construction (e.g., permitting, planning, design).

**Public Safety Impact:** Cleaning, greening, and activating vacant space has been associated with significantly reducing violence, improving safety, and advancing equitable access to green space in various

cities across the U.S. including Philadelphia, New York, Cleveland, Youngston, and Flint (see details in [recommendation template](#), pg. 3- 4). Community connectedness, public art, and opportunities for creative expression help communities become more resilient and make violence less likely to occur.<sup>3</sup> The premise for this recommendation is the internationally recognized theory of Crime Prevention through Environmental Design (CPTED), which holds that communities can be built, designed, and maintained to deter crime and promote deeper social connections that reduce motives for crimes.

**Racial Equity Impact:** This recommendation creates jobs, supports economic development, and promotes environmental justice for Black and Hispanic communities that have been most impacted by generations of inequitable land use decisions, disinvestment, pollution, and over-policing. It instructs the City to partner with long-time residents and community groups with strong ties in the neighborhood to maintain and activate vacant lots and surplus land. The target populations to hire and engage through site activation are communities of color, transitional-aged youth, formerly incarcerated individuals, and low- income residents.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

\$200,000 each fiscal year from OPD General Fund reallocation.

### Contact Information:

Olivia Lucas, [olivia.lucas14@gmail.com](mailto:olivia.lucas14@gmail.com).  
James Bunch, [JDouglasBurch@gmail.com](mailto:JDouglasBurch@gmail.com).

[Link to more information.](#)

1 City of Oakland, Development Opportunities on City-owned Surplus Land. See Resolutions for acreage.

2 Raetz, Hayley, Oakland's Vacant Lots: Encouraging Equitable Development, 2018.

3 Prevention Institute for the California Endowment, Community Safety by Design: Preventing Violence through Land Use, 2015.

## RECOMMENDATION #81:

### Recommendation Summary:

Make all Oakland Community Colleges free for local residents. The “resident” criteria could include that a person completed high school in Oakland or has been a resident for over an agreed upon number of years.

### Background and Statement of Need:

This recommendation would have an immediate impact on reducing violence and harm. Numerous studies have shown a correlation between level of education and criminal activity. Increase in education can lead to higher paying jobs and a different perspective on the perceived risk/reward of a life of crime.

This policy advances equity as studies show that low income students benefit most from a free tuition policy. Without the financial means to afford an education, social mobility can seem out of reach. Community colleges offer a wide range of certificates and can teach skills that boost employability for low-income individuals and with more education, better jobs and better pay.

### Estimated Timeframe:

This is a policy that can be implemented right away or can be introduced as a rollout of different Oakland colleges offering free tuition at different stages.

### Estimated Cost:

More research and analysis is needed. City College of SF planned to spend about \$15 million to support an enrollment of approximately 70,000 students. That included an additional \$5.4 million to account for higher enrollment rates.

### Contact Information:

Sam Gessese, Sgessese90@gmail.com.

[Link to more information.](#)

## RECOMMENDATION #82:

### Recommendation Summary:

The City should launch a Basic Income program to address income instability, known as a direct cause of crime and violence. This policy should be a multilayered, targeted, equitable approach that provides cash grants to community-based organizations in order to directly distribute stipends to targeted groups of individuals that meet an agreed-upon criteria.

### Background and Statement of Need:

Basic income has been proven to improve economic security, mental wellbeing, and employment prospects. Some studies show that even an amount as small as \$80 per month/per participant can make a large difference in wellbeing. The Stockton basic income pilot demonstrated that the disbursements were typically used for basic needs, such as food, clothing, and utilities.

This policy could focus on the victims of crime as well as those who commit crimes by recognizing that lack of resources is a root cause of crime and violence. The City should partner with organizations and programs to be able to offer cash stipends based on a tiered approach that increases/decreases as needed. Community-based organizations could participate in the distribution of funds, being well-positioned to reach target populations (those most impacted by violence and the criminal-legal system, homelessness/housing systems, foster youth system or any other “system” overwhelmingly focused on BIPOC populations).

Some programs currently provide stipends to participants and those can be evaluated for expansion. One example would be Advance Peace which provides stipends and case management type mentorship with gang involved youth. Other examples would be programs that address homelessness or domestic violence.

### Estimated Timeframe:

The program can be implemented as soon as the funds are made available from the OPD budget. The milestones will be to determine the criteria to qualify

for stipends at specified tiers and to determine which community-based organizations have the capacity to participate in this program.

### Estimated Cost:

The cost would depend on the number of individual participants and whichever tier those individuals fall into. The funding source would be reallocated General Purpose funds from OPD.

### Contact Information:

Sam Gessese, [sgessese90@gmail.com](mailto:sgessese90@gmail.com).

[Link to more information.](#)

## RECOMMENDATION #83:

### Recommendation Summary:

To ensure all neighborhoods that experience food insecurity have access to affordable, nutritious, and fresh food options, the City must: 1.) implement and enforce Healthy Development Guidelines; 2.) fund a plan to remedy the harms created by historically racist planning policies and practices; and, 3.) work with the Sugar-Sweetened Beverages Community Advisory Board to devise a long-term funding strategy for the remedy plan.

### Background and Statement of Need:

Studies suggest food insecurity is strongly associated with violence.<sup>1</sup> One study suggested that the probability of early childhood exposure to violence and/or victimization in the home is nearly six times greater in persistently food-insecure households.<sup>2</sup> Systemic discrimination through the zoning code, deeds and covenants, lending practices, public housing and urban renewal has created a web of cumulative disadvantages like access to high quality education, meaningful work, and healthy food options. This policy recommendation calls for creating food security by remedying harms and ensuring further harm cannot be inflicted.

The East Oakland Building Healthy Communities (EOBHC) Land Use Workgroup led a process of developing **the Healthy Development Guidelines (HDG)** in collaboration with Oakland residents, architects, developers, the City of Oakland Planning Department, Alameda County Public Health Department, Communities for a Better Environment, HOPE Collaborative, and East Bay Housing Organizations. The HDG provides specific standards and guidelines to strengthen the planning process and to ensure healthier and more equitable development in Oakland.

Building an equitable future must also include remedying the harms of the past. A comprehensive

food security plan must be created and implemented to remedy the harms disinvested neighborhoods are experiencing. Programs and organizations like City Slickers Farms West Oakland, East Oakland Grocery Cooperative (EOGC), Mandela Grocery Cooperative, Merritt College Horticulture Program, People's Community Market, Planting Justice, Top Leaf Farms Rooftop Farms, Afrika Town Community Garden, Urban Tilth Freedom Farmer's Market, and Food for Thought should be part of the planning and implementation process.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

More research is needed. The Sugar-Sweetened Beverages Community Advisory Board should be gaged to devise a long-term funding strategy for the remedy plan.

### Contact Information:

Sara Mokuria, [smokuria@policylink.org](mailto:smokuria@policylink.org).

- 
- 1 Conroy, A. A., Cohen, M. H., Frongillo, E. A., Tsai, A. C., Wilson, T. E., Wentz, E. L., Adimora, A. A., Merenstein, D., Oforokun, I., Metsch, L., Kempf, M. C., Adedimeji, A., Turan, J. M., Tien, P. C., & Weiser, S. D. (2019). Food insecurity and violence in a prospective cohort of women at risk for or living with HIV in the U.S. *PLoS one*, 14(3), e0213365. <https://doi.org/10.1371/journal.pone.0213365>
- Booth S, Pollard CM. Food insecurity, food crimes and structural violence: an Australian perspective. *Aust N Z J Public Health*. 2020 Apr;44(2):87-88. doi: 10.1111/1753-6405.12977. Epub 2020 Mar 19. PMID: 32190940. <https://onlinelibrary.wiley.com/doi/full/10.1111/1753-6405.12977>
- 2 Jackson DB, Lynch KR, Helton JJ, Vaughn MG. Food Insecurity and Violence in the Home: Investigating Exposure to Violence and Victimization Among Preschool-Aged Children. *Health Educ Behav*. 2018 Oct;45(5):756-763. doi: 10.1177/1090198118760683. Epub 2018 Mar 13. PMID: 29532691.



## RECOMMENDATION #86:

### Recommendation Summary:

The City should transfer the duties and staffing of the special events permitting and coordination office out of the OPD, and into the Oakland City Administrator's Office (or another City Department if recommended by the Task Force or City Admin). The City Administrator's Office shall serve as coordinator of the City resources needed for special events. The City should reduce or eliminate OPD's involvement in pre-planned special event services, both for reimbursable special events (e.g., concerts/sports) and non-reimbursable special events (e.g., parades/marches).

### Background and Statement of Need:

This recommendation is needed because OPD has well-documented issues of overtime mismanagement related to special events [here](#) and [here](#). Police resources would be better spent focusing on violent crime and investigations (which increases public safety) than on staffing special events that could be handled by other City departments. By eliminating or reducing police presence from first-amendment gatherings, BIPOC communities will be able to exert more agency and community power during their demonstrations and protests.

[Link to more information.](#)

### Estimated Timeframe:

Transferring the OPD special event office into the City Administrator's Office can be implemented immediately, by the City Council adopting the changes in its July 1, 2021 budget. The transfer will likely require a transition period that should take less than 1 year. Developing non-police services at special events may take 1-2 years to implement.

### Estimated Cost:

We do not anticipate a cost to implement this recommendation, other than some minor costs related to the transition of departments. The new department in charge of special events can and should charge for special event coverage. There should be a system in place for ensuring that payment is received from those requesting

special events coverage. The fee for special events coverage should take into account real costs of the department covering those events (for example hourly cost, benefits, special equipment, etc.). Payment for special event coverage should be paid at least 60 days before the scheduled event.

### Contact Information:

Kevin McDonald, [kevinmcdonald7840@gmail.com](mailto:kevinmcdonald7840@gmail.com),  
Police Personnel; Legal and Policy Advisory Board

## RECOMMENDATION #93:

### Recommendation Summary:

The City should Mandate that OPD's hiring panel accurately reflects Oakland's racial and geographic diversity and expand the Oakland Police Commission's duties to concurrently review OPD's hiring process through an equity lens.

### Background and Statement of Need:

There is currently no transparency regarding the hiring board for the Oakland Police Department. What is transparent, however, is the lack of representation for Oaklanders of color in the Oakland Police Department. According to the 2018 Equity Indicators Report published by the City University of New York's Institute for State and Local Governance (CUNY ISLG), "White people were greatly overrepresented with a rate of 246.1 White sworn staff per 100,000 White people in Oakland. African Americans were the least well represented with only 129.9 African Americans sworn staff per 100,000 African American people in Oakland. Asians were next least well represented at a rate of 143.6 and Latinos were also slightly underrepresented with a rate of 164.9. The White community in Oakland had 1.89 times as many sworn staff of their own race/ethnicity as African Americans did in Oakland." In order to address this glaring inequity, our working group recommends that OPD's hiring panel accurately reflects Oakland's diversity, in order to have a more diverse selection process for future officers.

### Estimated Timeframe:

This should be implemented immediately.

### Estimated Cost:

There is no cost information available at this time.

### Contact Information:

Langston Buddenhagen, l.buddenh@gmail.com

## RECOMMENDATION #95:

### Recommendation Summary:

The City should establish coordinated Public Works Street Safety/Custodial Steward Teams to serve as alternate targeted commercial district safety ambassador patrols. Existing public work staff (in consultation with SEIU) would be provided special violence de-escalation training and enhanced pay to work in 6 pilot neighborhood commercial districts/ busy streets and adjacent parks areas (see map). These street teams would work in coordination and communication with community partners as well as other city staff including OPD as necessary.

### Background and Statement of Need:

Provides trusted civilian “eyes on the streets” to proactively intercede and proactively address public safety issues in commercial districts and busy streets in high crime districts. The teams would focus on 1-mile long sections of identified commercial nodes in two shifts (morning 8am- 3pm and after school/ evening 3pm-10pm) conducting a round of clean up and “patrol” every two hours and in between walk/ bike the areas with outreach/intervention/problem-solving. They would focus on bus stops, corner store areas and also hold office hours in designated “Koban” style booths or storefront spaces. This program prioritizes engagement, intervention (especially with youth) and enabling constructive violence-prevention activities and fulfills the need/ desire for public safety walking patrols.

[Link to more information.](#)

### Alignment with Associated Recommendations for Corridors

### Estimated Timeframe:

This program first requires consultation with SEIU (and community groups) and then approving funding for appropriate training and pay enhancements. Training and position establishment can begin in 2021-2022 with program roll-out for July 2022.

### Estimated Cost:

This recommendation is for 20 FTES, proposed redeployment of current PW staff) to cover six pilot commercial districts (4 in East Oakland, 1-Central,

1-West Oakland). Estimated annual cost \$5 million per year). Funding as proposed reallocation of OPD GF costs for patrol (e.g., reducing CROs in patrol by 20) with \$5 million to \$7 million in savings to be reallocated to the Public Works agency to cover program costs.

### Contact Information:

David Ralston, daoudra1@gmail.com

## RECOMMENDATION #97:

### Recommendation Summary:

We propose the creation of a new Department of Public Safety (DPS). In order to fulfill The Task Force mandate of Reimagining Public Safety, it will be necessary to reframe and redefine Public Safety. This will necessitate the creation of an institutional framework to integrate and coordinate policing and new civilianized public safety services.

### Background and Statement of Need:

By increasing the number of public safety personnel to respond to service demands that are not given high priority by OPD, such as mental health incidents, domestic violence, neighbor and landlord/tenant and parking disputes and noise complaints, response times will be faster and safety will gradually be enhanced over the long term. It is envisaged that creating new skilled and competitively paid Public Safety Officers (PSOs) recruited locally, will shift responsibilities and resources away from OPD and create more union jobs for BIPOC Oakland residents. PSOs could be jointly trained by OPD (in basic law enforcement protocols and criminal law) and DVP (in proactive violence prevention, intervention and mediation with a community/social work component). Their mission as unarmed public safety personnel would include working at the neighborhood level with community influencers to identify unmet critical social/medical need, problem solve and respond to critical incidents, working with police officers and mental health specialists where appropriate. PSOs could organize local influencers into community street teams, borrowing from the example of Newark NJ. to help anticipate and tackle potential problems proactively. It is also envisaged that the work of Community Resource Officers (CROS) be gradually transferred from OPD to PSOs who would be better equipped to do this work because of their local knowledge. PSOs could work collaboratively with Neighborhood Service Coordinators who would eventually be a part of DPS. The overall objective is to create a coordinated multi service community beat approach that is driven by local need which may vary depending on the public safety challenges in each neighborhood.

[Link to more information.](#)

### Estimated Timeframe:

Establishing a new public safety department with such wide authority is a lengthy organizational undertaking that would need to be accomplished in stages. However, in the interim PSOs could operate as a pilot program in selected high crime neighborhoods, reporting to the DVP.

### Estimated Cost:

The overall costs of setting up a DPS are unknown at this stage. Seed funding would need to be budgeted for a pilot program.

### Contact Information:

Nick Slater, nslater333@gmail.com, Police Personnel; Legal & Policy Advisory Board  
Kevin McDonald, kevinmcdonald7840@gmail.com, Police Personnel; Legal and Policy Advisory Board

## RECOMMENDATION #98:

### Recommendation Summary:

Restructure the existing NCPC programs, moving them, the NSCs and the Neighborhood Service Division from OPD to better support proactive neighborhood community safety activities including the establishment of community safety ambassadors/stewards. Safety stewards will be trained and given stipends to work as leads within the NCPCs to respond to low-level neighborhood safety concerns; help organize community public work/capital improvement projects; and work with neighborhood young people. The restructured NCPCs/Community Safety Stewards program would be established as part of a citywide Community Emergency Response and Neighborhood Council Network.

### Background and Statement of Need:

This program addresses the root built environment contributions to trauma, disinvestment, and alienation by creating the institutional pathways for the most at-risk and criminalized neighborhoods to reclaim and re-create community infrastructure projects within their neighborhoods to galvanize resident engagement, organize inter-generational participation, and seed community empowerment. It community members and groups at the neighborhood level to respond to immediate local non-violent concerns and act as violence interrupters. Also this program engages young people directly in being part of solutions (including providing job and education opportunities). It works to improve neighborhood level community health in the built environment (See NYC CURE Violence program - In Eastern NY, the program achieved a 50% reduction in gun injuries).

[Click here for more information on the Neighborhood Councils and Community SafetyStewardship Program.](#)

[Link to more information.](#)

### Estimated Timeframe:

This should be implemented immediately. In 2021, civilianize the Neighborhood Services Division(re-allocating funds from OPD) and allocate additional

funds from OPD CRO patrol cost reductions. Community Safety Stewards should be started up in 6-most impacted NCPC districts in first year and ramp up from there. CDBG funding should be allocated to support community capital projects and create program guideline and coordination resolution.

### Estimated Cost:

Estimated costs of \$6 million to \$10 million per year for a civilianized Neighborhood Services Division Department to provide oversight and operation costs for the NCPC/NSC including coordination with NW/CORE/CERT activities and pass-through for community safety stewards/ambassadors. In addition, earmark tax measures such as the Cannabis Business Tax and other revenue sources towards a “social dividend fund” to support these engagement initiatives.

### Contact Information:

David Ralston, daoudra1@gmail.com

## RECOMMENDATION #104:

### Recommendation Summary:

We recommend the Selection Panel for the Police Commission improve their selection process by making it more predictable for community applicants. Deciding on the process in advance, making evaluation criteria clear and public, and ensuring candidates know how many steps are included in the process will make the selection process less onerous for applicants, more legible to the public, and easier for Selection Panelists. We further recommend that the Selection Panel draw on techniques from some of the City's other public selection processes, such as the Public Ethics Commission's process, and ask applicants to prepare speeches to present themselves rather than relying on interview questions.

### Background and Statement of Need:

Former community appointed Commissioners and applicants have described the Selection Panel process for the Police Commission as unpredictable, confusing, and frustrating. By improving the experience of the process for community applicants, the Selection Panel will advance racial equity by making it easier for people from impacted communities to know what to expect when they apply. Having more people apply for the Police Commission will increase public safety by ensuring the Commission is made up of the best qualified people in the City.

### Estimated Timeframe:

The recommendation could be implemented as soon as the Selection Panel meets if they are available.

### Estimated Cost:

There is no estimated cost to implementing this recommendation.

### Contact Information:

Megan Steffen, [meganamanadsteffen@gmail.com](mailto:meganamanadsteffen@gmail.com).

[Link to more information.](#)

## RECOMMENDATION #105:

### Recommendation Summary:

OPD supervisors and managers should be held accountable for discriminatory outcomes in police services that occur within their command. On a quarterly basis, the Police Commission shall evaluate each commanding officer's team with regard to certain metrics they already receive (such as the number of discretionary stops, arrests, consent searches, substantiated complaints, and uses of force) in comparison to the area's demographics to identify racial disparities in OPD's treatment of the public. If the aggregate data shows that those within the Officer's command have disproportionately targeted racial group(s) in the quarter, the Commanding Officer shall be disciplined. The Police Commission should determine the appropriate severity of progressive discipline, as well as what metrics will constitute "disproportionate" treatment. OPD shall be required to demonstrate to the Police Commission (or to the CPRA) that the discipline was carried out in the required manner.

### Background and Statement of Need:

This recommendation is needed because OPD has exhibited a chronic and uncorrected pattern of disparate treatment of minorities, especially Black communities. At present, OPD policies only address racial profiling at the individual officer level. However, the persistence of department-wide disparate racial treatment has proven that those individual corrective actions are insufficient at eliminating systemic racism within the department.

Significant change can only be led from the top. This recommendation holds commanding officers accountable and implements a discipline structure that will make non-racist practices a requirement to remain employed in the department.

### Estimated Timeframe:

This recommendation may take 6-12 months to implement, in order to collaborate with the Police Commission on the metrics and the severity of discipline, and then implement the policy changes into the Manual of Rules.

### Estimated Cost:

This recommendation should not add any training costs to OPD because it does not change any field operating procedures. Non-discrimination has always been expected; it is only now being codified into discipline. Administrative costs should be minimal, as the Police Commission already evaluates this data.

### Contact Information:

Kevin McDonald, kevinmcdonald7840@gmail.com,  
Police Personnel, Legal & Policy Advisory Board

[Link to more information.](#)

## RECOMMENDATION #109:

### Recommendation Summary:

To increase effectiveness and coordination of violence prevention services, create school-site based violence prevention and crisis intervention teams at eight high schools/middle schools with the highest level of violence in the surrounding neighborhoods and/or that have the largest percentage of youth involved in the juvenile justice system. These would join school sites' Coordination of Services Teams (COST) and support OUSD's safety planning as they remove police from their schools by engaging principals, school site leaders, and youth leaders to develop a crisis intervention and violence prevention program with the purpose of increasing safety in our schools and eliminating the need for law enforcement presence, suspensions and expulsions.

### Background and Statement of Need:

Many potentially violent conflicts that begin in the streets of Oakland enter OUSD schools and have an impact on school climate and culture and safety. Conversely, conflicts that originate in OUSD schools can be taken to the streets. These teams would include positions modeled after the Department of Violence Prevention's current programs, including "life coaches," "violence interrupters," and "gender-based specialists," which are trained in conflict resolution, mediation, child and adolescent development, and gender-based violence including domestic and dating violence and sexual exploitation. The teams would complement other services that are a part of the school site's COST, such as mental health clinicians, restorative justice facilitators, and nurses provided by OUSD and other community partners.

### Estimated Timeframe:

Implementation would initiate once community-based organizations specializing in violence prevention receive additional funding from the City of Oakland for this recommendation. The planning process includes community-based organizations meeting with the school community and COST leadership the spring before implementation and training of school staff and student leaders

on violence interruption. The program will be implemented at the beginning of the school year with services provided August through June.

### Estimated Cost:

\$2,360,750 will provide violence interruption services at eight schools

### Contact Information:

Brooklyn Williams, msbrooklynwilliams@gmail.com.

[Link to more information.](#)



## RECOMMENDATION #110:

### Recommendation Summary:

The City should provide or enhance public health access to underserved Oakland communities, with quality access to mental health services, including counseling and support for individuals experiencing intimate partner violence (domestic violence), addiction and recovery support, and expanded assessment and services for individuals with developmental and learning differences.

### Background and Statement of Need:

Many members of our community who are unsheltered and caught up in the criminal justice system have unmet health, mental health, and addiction issues which redirected funding could address and could decrease the negative conditions which exist. Lack of secure housing, food instability, and the trauma and stress of poverty and systemic racism limiting opportunity are key issues to address. In many cases there are existing structures, such as Family Violence Law Center and many other intimate partner violence nonprofits in Alameda County which, if they were more adequately funded, could quickly ramp up outreach and impact.

### Estimated Timeframe:

Expanding funding to existing nonprofits and creating a City of Oakland infrastructure to coordinate systems and allocate funding must be done immediately, building on improved systems utilized in the fight against Covid-19 such as the Alameda County Health Care for the Homeless Program.

### Estimated Cost:

Augmenting existing nonprofits and creating infrastructure will be costly but will have long term benefits. At the minimum, \$250,000 should be directed toward existing nonprofits as a larger scaled plan with City infrastructure is developed. Funds should come from redirected OPD dollars, possible future bonds, and county funding.

### Contact Information:

Leslie Berkler, [leslie.berkler@gmail.com](mailto:leslie.berkler@gmail.com).

## RECOMMENDATION #114:

### Recommendation Summary:

The City should establish the Community Reparations Commission to make short, medium and long term recommendations to the City Council on a bi-annual basis that will make significant progress toward repairing the damage caused by public and private systemic racism, especially for Black citizens of Oakland. The Community Reparations Commission will work with the Police Commission, CPRA, SSOC, OUSD, the Office of Race Equity, the Department of Violence Prevention and conduct robust community engagement. The City should task the Office of Race Equity in collaboration with broad community stakeholders to develop a report that is presented to the Community Reparations Commission and city council that addresses short, medium and long term recommendations to specifically address the creation of generational wealth and to boost economic mobility and opportunity in the Black community. When Measure Z expires in 2024 or when a new version is placed on the ballot, whichever occurs earlier, it should include funding to provide Oakland's Black community access to the opportunity to build wealth.

### Background and Statement of Need:

The root causes of violence, especially inequities based on race and anti-Blackness, must be addressed in connection with violence prevention and intervention. Reparations are essential in community healing and violence prevention and intervention.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

There is a cost of staff for commission. A working budget for the new commission including stipends, research, etc. will be established. Funding comes from the general fund and any new Measure Z ballot initiative.

### Contact Information:

Nikki Dinh, [nikki@commoncounsel.org](mailto:nikki@commoncounsel.org)

## RECOMMENDATION #142:

### Contact Information:

Christina Petersen, christina.r.petersen@gmail.com,  
OPD Org and Culture, Accountability/ Discipline WG

### Recommendation Summary:

There should be SLAs for resolving investigations for complaints. (service level agreements)

- SLAs should be:
  - Complaints should be assigned to an investigator within 10 calendar days of receiving the complaint.
  - An investigation should take no longer than 30 days to complete.
  - Impose disciplinary action within 24 hours after resolving.

If SLAs are not met, there should be consequences to Supervisors, Commanding Officers, Inspector General, Chief of Police at minimum (could also include Assistant Chief of Police and Deputy Chief of Police, Watch Commander - Supervisors, commanders, and managers).

- Consequences for not meeting SLAs
  - Dock in pay for accountable people
  - Suspension
  - Demotion
  - 3 strikes before termination,
  - Payouts to citizens waiting on action from their complaints
  - Community service (not paid) like cleaning neighborhoods

### Background and Statement of Need:

SLAs (service level agreements) should be implemented for resolving investigations for complaints. Bias should be removed when disciplining an officer by exploring AI solutions.

[Link to more information.](#)

### Estimated Timeframe:

After IAD and CPRA are consolidated

### Estimated Cost:

This will require significant funding to fund the responsible department (eg. CPRA) in order to achieve these SLAs & whole new processes.

## RECOMMENDATION #31/84:

### Recommendation Summary:

The investigation of all public complaints of police misconduct should continue to be conducted by the Community Police Review Agency (CPRA), a Department of the City that reports to and is overseen and supervised by the Police Commission. OPD's Internal Affairs Division (IAD) should no longer conduct parallel investigations of the same public complaints. The officers formerly assigned to IAD should be reassigned to the primary responsibility of the police department: preventing and solving crime. A small number of civilian investigators should be retained in IAD to investigate police vehicle collisions and other internally-generated complaints from within OPD. All public complaints, including those that are not Manual of Rules (MOR) violations but are service, training or system-related, should be under the purview of the Police Commission, and investigated by either CPRA, the Commission's Inspector General, and/or Police Auditor.

### Background and Statement of Need:

Investigating police misconduct can be done with more credibility, cost-effectiveness, and transparency outside of the police department in a civilian agency, freeing up senior, highly-paid sworn officers to combat and solve crimes. This change should be made in the 2021-2023 budget for these reasons:

1. CPRA investigators are much cheaper than sworn officers (especially sergeants, captains, lieutenants).
2. Sworn officers should not be doing this function at all because it's redundant to CPRA.
3. Sworn (highly paid) officers should be reassigned to necessary functions like solving crimes in the woefully underfunded Investigative division.
4. Reassigning at least 15 officers means that one police academy can be cancelled saving at least \$1.5 million.
5. IAD tasks in the NSA remain out of compliance further delaying OPD exiting Federal oversight. CPRA will be able to comply with those standards more easily and with less expense.

6. It makes the investigation of complaints more efficient thus increasing trust in the police.

The CPRA caseload in 2019 was 500 cases. CPRA took in about 216 of those for investigation; the rest were screened but not investigated. Roughly 63 of those were sent on to Investigators for an in-depth investigation. The IAD caseload was roughly 1000 cases, 500 of which were the same ones CPRA had in its caseload. This means that in addition to the 500 public complaints about officers, there were another 500 that were internally generated at OPD.

Since most complaints of police misconduct are generated by black and brown residents, providing independent, civilian investigations of these allegations is important to increasing racial equity and instilling confidence in the fairness and objectivity of the process. Trust in a fair process will encourage more residents to file complaints and this will provide a "paper trail" which will lead to necessary policy reforms.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

This recommendation will eliminate waste and save money. According to CPRA Executive Director Alden, this could save at least \$1M/year.

### Contact Information:

Legal & Policy Barriers, Police Personnel  
 Rashidah Grinage,  
[rashidah@coalitionforpoliceaccountability.com](mailto:rashidah@coalitionforpoliceaccountability.com)  
 Kevin McDonald, [kevinmcdonald7840@gmail.com](mailto:kevinmcdonald7840@gmail.com)  
 OPD Organization and Culture, Accountability/  
 Discipline  
 Christina Petersen, [christina.r.petersen@gmail.com](mailto:christina.r.petersen@gmail.com).

## RECOMMENDATION #36/97:

### Recommendation Summary:

The new, reimagined structure of the Oakland Department of Public Safety (Policy, Planning, & Evaluation) will be implemented. The Recruitment & Background Unit from OPD will be removed and placed into the Bureau of Community Safety to oversee hiring processes. To fulfill The Task Force mandate of Reimagining Public Safety, it will be necessary to reframe and redefine Public Safety with an emphasis on violence prevention, interruption, and community solutions. We propose the creation of an institutional framework to integrate and coordinate policing with civilianized public safety services. Specifically, we recommend the implementation of a collaborative hub for public safety response established around a new Public Safety Department (PSD). The hub model signifies a new culture and integrative approach to community safety versus the typical police-heavy response. The hub and department would be formed by redeploying functions from OPD and providing an administrative frame to integrate the service provisions of the Department of Violence Prevention, Neighborhood Services, Restorative and Transformative Justice, Emergency Management, and other response operations including OPD.

### Background and Statement of Need:

The proposed hub and department will exemplify, emphasize, prioritize, and better coordinate the values of community safety with the various community safety programs through an accountable civilianized administration. By increasing the number of public safety personnel to respond to service demands that are not given high priority by OPD, such as mental health incidents, domestic violence, neighbor, landlord/tenant, parking disputes, and noise complaints, response times will be faster and safety will gradually be enhanced over the long term. For example, it is envisaged that creating new skilled and competitively paid Public Safety Officers (PSOs) recruited locally, will shift responsibilities and resources away from OPD and create more union jobs for BIPOC Oakland residents and help to create a coordinated multi service approach that is driven by local need which may vary depending on the public safety challenges in each neighborhood.

This overall restructuring will also then enable OPD to better focus on high-priority violent crime.

### Estimated Timeframe:

Establishing and operationalizing a new public safety department with such wide authority can only be implemented in stages. However, the department can be immediately established with the re-org/ redeployment of key administrative functions from OPD and authorizing the hiring of a new civilian administrative director. The collaborative hub structure can also be initiated immediately with new administrative instructions while the proposed development of new units, new response functions, and new hires for Community Ambassadors or PSOs could begin as a pilot program in selected high crime areas and reporting to the DVP. We estimate that over the next 2-4 years staffing transfer from OPD and resources for the operational capacity of the proposed hub department will increase as funding is reallocated from a down-sized OPD (e.g. with expected changes to Measure K, attrition, eliminated vacant positions).

### Estimated Cost:

While the overall costs of setting up a DPS and the associated hub structure are unknown at this stage, we estimate, based on what can reasonably be re-deployed of OPD's non-violent crime functions, that approximately \$80M can be reallocated from the existing OPD general fund budget to support the new hub, departments, and alternate response capacities.

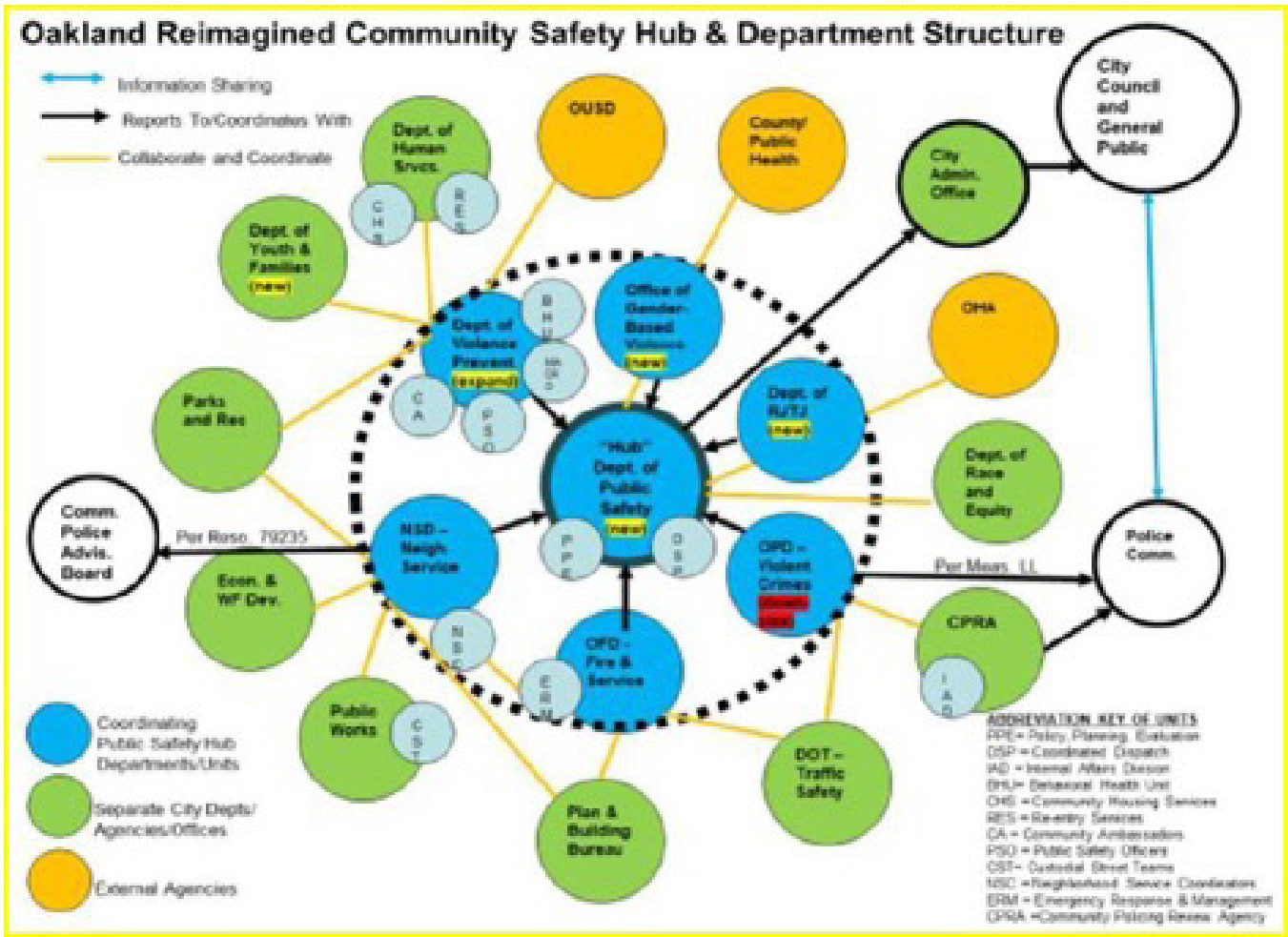
### Contact Information:

Cheryl Fabio, [fabio.cheryl@gmail.com](mailto:fabio.cheryl@gmail.com)

Links to Matrix Responses for [#36](#) and [#97](#)

References: See the proposed reimagined Department of Community Solutions and Public Safety in Ithaca, NY.

Attachment A: Proposed Structure of Community Safety Hub and Public Safety Department:



This proposed new PSD will serve as the center to a hub of four existing and two new public-safety- oriented departments/offices. These hub departments will then operate and coordinate under the civilian leadership, accountability, planning, direction, and evaluation of this center Public Safety oversight department. The PSD will enable and direct the collaborative strategic responses to public safety. Specifically, the new coordinating PSD will house and integrate the dispatch/911 call center (see recommendation #58) and will be funded by commensurate reduction in OPD administrative budget and redeployment of specified units.

**Existing Department to Bring into the Hub**

- Department of Violence Prevention - Expanded to include a Behavioral Health Unit (per recommendation #56), MACRO response, Community Ambassadors (per recommendation #60 and #79), and Public Safety Officers (per recommendation #97)

- Neighborhood Services - Expanded to increase Community Involvement Capacity and Neighborhood Service Coordinators (per recommendation #39), and expanded Neighborhood Council and Community Stewardship Street Teams and empowerment organizing to lift community-solutions (per recommendation #98)
- Oakland Fire Services and Emergency Management
- Oakland Police Department - (with a narrowed focus on violent crime and crime solving. Specified units such as IAD to be moved to the Community Police Safety Review Agency; Traffic Response to DOT per recommendation #59; dispatch to the new DPS; and the Community Policing Advisory Board to Neighborhood Services).

Proposed New Hub Departments  
Office of Gender-Based Violence  
Department of Restorative Justice Transformative Justice

## RECOMMENDATION #103/88:

### Recommendation Summary:

Make the Police Commission more equitable by increasing its staff and adding a monthly stipend for Commissioners.

### Background and Statement of Need:

The Police Commission is not currently funded to have the resources and staff to complete its duties in an efficient way. The amount of volunteer time required from commissioners, in addition to the legal complexity and amount of duties volunteer Commissioners must complete, constrains the selection process and limits who may be appointed. Currently, the Police Commission is charged with many responsibilities including: reviewing, developing, and approving OPD policy, procedures, and General Orders; and reviewing and approving OPD's budget to ensure it is aligned with OPD's policies, procedures, customs, and general orders. Expecting the police commission to complete these duties without the assistance of dedicated staff slows down the necessary work, and the lack of financial resources for commissioners prevents more low-income, directly impacted individuals from being able to apply and commit themselves to these positions.

This proposal would address racial equity by ensuring commissioners do not have to be legal or subject matter experts, but can consist of directly impacted community members to be involved in this important oversight body that makes important determinations regarding how their communities are policed.

### Estimated Timeframe:

The hiring process for staff could be started as soon as the city allocates funding. The same can be true for stipends for commission members. However, it would be ideal to introduce a ballot measure for this funding to maintain the commission's independence from city council.

### Estimated Cost:

- Administrative Policy Director salary: \$133,000 to \$200,000

- Policy and Performance/Budget Auditor: \$130,000 to \$160,000
- Policy Analyst/Research Fellow: \$73,000 to \$109,000
- Monthly commissioner stipend: \$1,000 per commissioner

It would be ideal to provide for this funding through a ballot measure (similar to measure S1) to ensure that commissioners can make decisions freely without concern for political consequences or retribution.

### Contact Information:

Gabriel Garcia, [ggarcia@youthalive.org](mailto:ggarcia@youthalive.org).

[Link to more information.](#)

## RECOMMENDATION #69/107:

### Recommendation Summary:

With the support of youth, community members and the Defund Coalition, we call on the City to fund and gradually roll out a citywide Restorative Justice (RJ) Diversion initiative that serves all youth (<18 y/o) and young adults (18-25 y/o) who are arrested or about to be arrested in Oakland, starting by funding the NOAB and CWW diversion programs.

### Background and Statement of Need:

A young person who goes through a restorative justice diversion program is 50% less likely to recidivate than a young person who goes through the criminal legal system. Currently, RJ diversion is available only to less than 100 youth per year through and about 20 youth through the **Community Works West (CWW)** and about 20 youth through the **Neighborhood Opportunity and Accountability Board (NOAB)**. Both programs help youth take responsibility for the crime/harm they have committed and provide them with critical services so they can learn, grow and not reoffend. Both programs only work with youth accused of misdemeanors and low-level felonies. Youth whose cases are not diverted because they are not eligible or because CWW and NOAB do not have capacity are funneled into the criminal legal system, which is harmful, ineffective and expensive. For the full recommendation template, including matrix, see pp. 32-40 [on this document](#). For

additional info on the effectiveness of RJ diversion, see [this CWW](#) & [this NOAB reports](#).

### Estimated Timeframe:

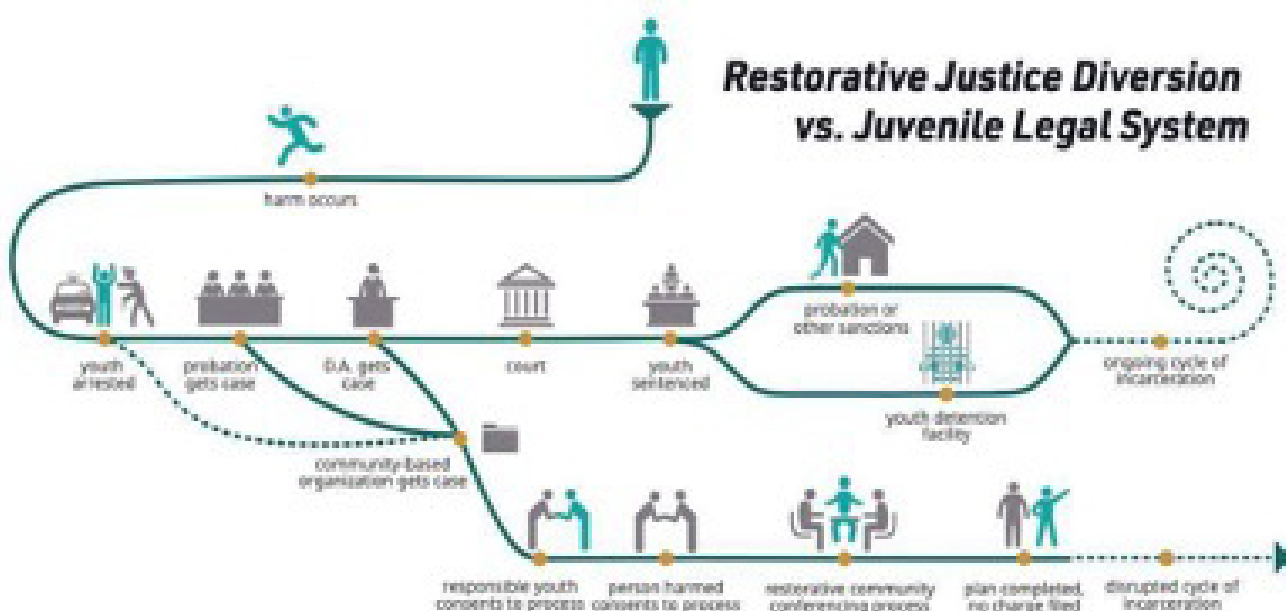
- Starting 2021: Allocate \$150,000 per year to expand CWW’s successful program and advocate for a new MOU with the Alameda County District Attorney’s Office.
- Starting 2021: Allocate \$600,000 per year to expand NOAB so that by 2023 all youth accused of misdemeanors or low-level felonies can be given the option to engage in a restorative process through either CWW or NOAB instead of traditional prosecution.
- Starting 2023: Expand the scope of NOAB and the CWW programs so they can offer RJ diversion to youth and young adults who are accused of higher level felonies, gradually making diversion an option for all youth and young adults in Oakland.

### Estimated Cost:

- \$750,000 per year. Cost savings on reduced incarceration and probation will accrue to the County and thus the County should be able to cover some of the diversion costs.
- As background, it costs \$150,000 to keep a young person in juvenile detention for a year and \$23,000 to put them on probation. In contrast, RJ diversion costs \$4,500 per youth.

### Contact Information:

Yoana Tchoukleva, [ioanaq@gmail.com](mailto:ioanaq@gmail.com)  
 Mariano Contreras, [purata1@gmail.com](mailto:purata1@gmail.com)





## RECOMMENDATION #38:

### Recommendation Summary:

A Resolution to retire the BearCat is currently in the works which entails replacing it with an armored nonmilitary style vehicle. However, the timeframe for completing this transition has been stated as being 12-18 months, per OPD. Moving forward, a quicker timeline may be able to be set at 6-8 months with a renewable option of adding additional time, if necessary. Below is an explanation for how this can be accomplished.

### Background and Statement of Need:

City Council can fast track OPDs request for a new vehicle by imposing an “Exception to the Bidding” process by determining that either: the armored vehicle is a “specialized” piece of equipment as OPD has characterized it; or that calling for bids on a competitive basis is impracticable or unavailing; and/or that it’s in the best interest of the city to proceed due to the BearCat’s troubled history. This is referenced in Title 2 - Admin & Pers, Chapter 2.04 - Purchasing System Article I - Bidding, Contracting & Purchasing, Section I. Moreover, if OPD uses the **vendor** they purchased the armored Suburban from previously, they may get a waiver for the bidding stage since the **Armored Group** has already been vetted and/or this is a **single source or sole source** situation. That vendor currently has the type of vehicles OPD is interested in and they’re also looking into whether any used vehicles are available, to lessen the costs from an estimated \$115-189k price tag, to potentially <\$100k. Even if OPD was to purchase a new vehicle, the Armored Group, can have something like their current armored Suburban ready in 12-16 weeks. Since this is a unique circumstance that the **public is highly invested** in all options to expedite the process should be explored. The BearCat has been a source of frustration and fear among Oakland residents since it was acquired through a Dept of Homeland Security grant in 2008, without input from the public. Since then it’s been used inappropriately and has been the subject of controversy, such as being described as a **“shooting platform”** in the unjustified killing of Joshua Pawlik. The judge overseeing Oakland’s progress with the Negotiated Settlement Agreement ordered OPD to **develop a policy for its use**, and the **court**

**appointed monitor** took OPD out of full compliance with Tasks 24 and 25. Four officers were fired and a wrongful death lawsuit was paid to the victim’s family for \$1.4M. Its presence has set the city back in several ways. The BearCat is **not a proportional response** to residential emergencies. In over policed neighborhoods like East and West Oakland, where it’s **typically deployed**, it strikes fear in those residents. It also has been shown to trigger their trauma, escalate situations like in Pawlik, and **not deter or reduce crime**. The extended version of the **recommendation** provides additional background on issues related to the history of the BearCat prior to where we’re at now.

### Estimated Timeframe:

BearCat should be removed ASAP or during a 6-8 month process through the methods mentioned above. All meetings related to this topic should be made public even if not required by the Brown Act.

### Estimated Cost:

This would be a significant cost savings that’s currently paid to public works in vehicle maintenance costs. At a **June OPC meeting**, it was estimated to be in the shop almost 50% of the year!

### Contact Information:

Omar Farmer, ofarmer@hotmail.com,  
OPD Org and Culture, Best Practices WG

## RECOMMENDATION #59:

### Recommendation Summary:

1. Move traffic enforcement personnel and responsibilities out of Oakland Police Department and into Oakland DOT, allowing unarmed civil servants to enforce traffic laws as has been done in other countries (England, New Zealand, Canada).<sup>1</sup> Have OakDOT focus on high injury corridors rather than high crime neighborhoods as OPD currently does. Have OPD retain jurisdiction over extremely violations, such as reckless driving and extreme speeding. As part of this, eliminate pretextual traffic stops in Oakland, ensuring that OPD officers have specific, crime-related justifications for stopping someone if their intent is to investigate a crime.
2. Further, decriminalize most traffic violations and reduce fines and fees.
3. Lastly, significantly expand OakDOT's role to effectively manage street safety through changes in state law, partnered with increased community engagement, thereby reducing speeding and reckless driving, and the need for any enforcement in the first place. We encourage the Task Force to adopt this entire recommendation, or specific parts that have greatest consensus.

### Background and Statement of Need:

There are significant racial disparities in who is stopped for traffic violations in Oakland compared to the population, even when controlled for neighborhood demographics and crime rates.<sup>2</sup> <sup>3</sup> Black Oakland residents are stopped for traffic violations at twice the rate of Hispanic residents and four times the rate of white residents, and they are searched and handcuffed more often, while being no more likely to have committed a crime. The current connection between general police activity and traffic enforcement ensures that communities of color in Oakland that experience high crime rates are likely subject to more traffic enforcement than warranted by street conditions. Also, our current approach to traffic enforcement with OPD has not been effective at achieving safe streets, with respect

to traffic collisions. Moreover, it's inefficient to use OPD to enforce traffic laws when the majority of traffic violation stops are not violent and do not result in a level of risk that merits an armed officer.<sup>4</sup>

### Estimated Timeframe:

Many parts of this recommendation can be implemented immediately, and this is detailed in the "Near Term Recommendations," which can all be implemented by July 1, 2021. These include shifting to OakDOT school crossing guards, auto towing, special event traffic support, and safety grant applications. Most of the remaining Recommendations A-C require changes to state law and Oakland municipal ordinances, which will take much longer. Our Working Group is communicating with elected officials in Berkeley and San Francisco who are leading efforts to change state law. However, City Administration is proposing to suspend traffic enforcement through the end of the current fiscal year. This presents a more urgent need for OakDOT to implement Recommendation D, expanded street safety infrastructure improvements led by local residents/businesses.

### Estimated Cost:

OPD's Traffic Operations budget is \$8.2 million in FY20 budget, and traffic comprises about 11% of OPD's workload. Traffic operations also support special events, demonstrations, etc. OPD currently receives \$9.15 million annually in special event fees from organizers. Finally, Oakland receives over \$35 million per year in on-street parking fees and citations. Going forward, a combination of this revenue, perhaps above a base level reserved for the General Fund, can fund OakDOT traffic services, which in turn will free some of the current police budget for other important recommendations of the Task Force.

### Contact Information:

Chiamaka Ogwuegbu,  
chiamaka.ogwuegbu@gmail.com

[Link to more information.](#)

1 Stanford Law Review: Traffic Without the Police

2 OPD 2019 Annual Stop Data Report

3 Stanford SPARQ Strategies For Change 2016 OPD Report

4 Jordan Blair Woods, Policing, Danger Narratives, and Routine Traffic Stops, 117 MICH. L. REV. 635, 688 (2019)

## RECOMMENDATION #65:

### Recommendation Summary:

Oakland should enact a public-health approach to drug use and addiction and effectively decriminalize personal-use possession of controlled substances. The city should establish a “Non-Enforcement Policy” to prohibit the use of city resources to pursue searches, arrests, or prosecutions targeting “personal use” drug possession, including possession of drug paraphernalia and code offenses such as “public intoxication” that target people using substances who are unhoused. When police or 911 dispatchers are contacted regarding potential drug or alcohol use, possession, and intoxication, police should instead refer calls to MACRO or other civilian support providers. The policy should be accompanied by significant investment in voluntary harm reduction services, health services and substance abuse treatment for those who need and desire it.

### Background and Statement of Need:

The criminal justice response to substance use and possession remains one of the most significant drivers of discriminatory policing, mass incarceration and health inequities. Twenty years after the advent of Nixon’s racist “War on Drugs,” arrests for drug possession had grown by 150%, and **Black-White disparities in this type of arrest** widened from 3:1 to 5:1.

**Drug-related deaths** have more than tripled since 2000. **Deaths among Alameda County’s** unhoused population have surged 40% past year, with overdose and chronic substance use contributing heavily to those losses. Criminalization of substance use discourages people who use drugs from accessing emergency services, including lifesaving overdose prevention, emergency housing, and risk-reducing practices such as syringe exchanges. A non-enforcement policy for drug possession can reduce racial/ ethnic disparities in criminal justice exposure. On February 1, 2021 the State of Oregon became the first state in the nation to decriminalize personal-use quantities of controlled substances and expand access to treatment and harm-reduction services. While some cities, including Oakland, have set enforcement of marijuana or psychedelic

substances as the “lowest law enforcement priority”, Oakland’s policy should be more comprehensive and clearer. **A non-enforcement policy** allows for the public health response that is needed to improve the health and safety of its residents and effectively reduce overdose deaths, all while freeing up and shifting police resources to more essential priorities, such as responding to and investigating violent crimes and homicide.

### Link to more information.

### Estimated Timeframe:

This initiative should be implemented immediately. Covid 19 has exacerbated the growing rate of overdose deaths and prevalence of substance use disorder. By resolution or through direction in the budget, the City Council could enact a policy directive to OPD. An OPD special order could then be implemented to eliminate certain drug possession and drug use police responses, and establish pre-arrest diversion by facilitating voluntary connections to available health and treatment services. This should be coupled with investment in harm reduction and treatment facilities that are badly needed in Oakland.

### Estimated Cost:

Cost savings can be achieved by eliminating the costs of arrests, court proceedings, incarceration, and lab testing evidence.

- **Grants for substance abuse prevention, harm reduction, and treatment**
- **Grants for police/ public health partnerships for pre-arrest diversion**

### Contact Information:

Bridget Cervelli, [bridgetcervelli1@gmail.com](mailto:bridgetcervelli1@gmail.com),  
Grey Gardner, [ggardner@dpa.org](mailto:ggardner@dpa.org)

## RECOMMENDATION #78:

### Recommendation Summary:

Reallocate \$300,000 of OPD General Fund budget each fiscal year to reduce hotspots for crime and revitalize commercial corridors by rehabilitating small business storefronts, increasing street lighting, and hiring local residents to improve sidewalk cleanliness in neighborhoods most impacted by crime.

### Background and Statement of Need:

In Oakland, violent crime tends to concentrate near low-income commercial corridors such as International Boulevard, Foothill Boulevard, and San Pablo Avenue. Research shows that built environment is a factor in where violent crimes occur and that signs of blight and lack of security make a neighborhood more susceptible to crime.

Establishing visible signs that the built environment is cared for, looked after, and has frequent foot-traffic can discourage criminal activity in these commercial corridors. By increasing street lighting, improving sidewalk cleanliness, and helping small businesses improve their storefronts in low-income neighborhoods, the City can improve public safety and public health in commercial corridors most impacted by crime. These environmental design strategies are more humane, equitable, and cost-effective approaches to crime prevention than policing.

**Public Safety Impact:** Site improvements to storefronts including façade, windows, and door repairs as well as installing security systems will reduce environmental signals that make criminal activity more likely in low-income commercial corridors. Improving street lighting and sidewalk cleanliness increase public safety and public health by encouraging foot-traffic and more watchful eyes throughout the community, which are strategies for deterring crime. The premise for this recommendation is the internationally recognized theory of Crime Prevention through Environmental Design (CPTED), which holds that communities can be built and designed to deter crime and promote deeper social connections that reduce motives for crimes.

**Racial Equity Impact:** The recommendation creates jobs, supports economic development, and promotes environmental justice for Black and Hispanic communities that have been most impacted by generations of disinvestment, pollution, and over-policing. It instructs the City to partner with construction training programs and hire local residents, especially transitional-aged youth and formerly incarcerated individuals, to improve storefronts and clean sidewalks. It also calls on the City to establish new guidelines for the **Façade and Tenant Improvement Programs** to make them more accessible to small businesses owned by long-time Oakland residents, especially black and brown folks.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

\$300,000 each fiscal year from OPD General Fund reallocation.

### Contact Information:

Olivia Lucas, [olivia.lucas14@gmail.com](mailto:olivia.lucas14@gmail.com).

[Link to more information.](#)

[Additional background information.](#)

## RECOMMENDATION #111:

### Recommendation Summary:

The City should start a civilian Department of Cannabis Office to regulate the industry without recourse to criminal sanction. Emphasis should be placed on equity issues supporting workforce development and business ownership for impacted communities. And the industry itself must be assisted to maintain its viability and competitiveness.

### Background and Statement of Need:

Equitable development of the newly legalized cannabis industry is another approach to redressing and repairing the harm caused by Oakland's decades of prosecuting the war on drugs to the detriment of individuals, families, and entire communities.

Currently, Oakland's cannabis tax is the highest in the state with predictable consequences: businesses are leaving, revenue is off 40%, and the vast majority of businesses are small and struggling. For many reasons, one being high taxes, the unregulated underground cannabis industry in Oakland CA is profitable and growing -- unlike the aboveground legal industry which is struggling. This threatens the sustainability of the legal cannabis industry, especially the City's investment in its cannabis social equity business ownership program. The illegal cannabis operations that are nonviolent, yet problematic to the Oakland cannabis industry, should be shut down by civil and administrative procedures, not by criminal procedures.

In addition, over 300 cannabis operators currently exist in Oakland with half being social equity operators. Most operators are struggling in general, considering Covid-related issues, the high taxes, and the multiple armed invasion robberies during recent civil unrest. The City should invest as much in ensuring the sustainability of the cannabis industry for the benefit of the equity businesses as it did in enforcing the drug war. The equity businesses are benefited by the existence of a thriving ecosystem of a vibrant and diverse industry, of both equity and general businesses.

### Estimated Timeframe:

The recommendation should be implemented immediately.

### Estimated Cost:

Commensurate with the equivalent department in San Francisco, nine Full Time Equivalent staff positions for a total annual cost of \$1.6 million.

### Contact Information:

James Anthony, james@anthonylaw.group.

## RECOMMENDATION #43:

### Recommendation Summary:

Eliminating paramilitary equipment, concepts, and structures is an essential first step to improving our community-based policing model. **Studies** have shown that the militarization of police is correlated with increased officer-involved shootings, among other things. The use of the BearCat as a “**shooting platform**” during the killing of Joshua Pawlik is 1 tragic example. Consider all or some of the following.

### Background and Statement of Need:

Several studies indicate that using paramilitary equipment is **no more successful in reducing crime** than for dept’s that don’t. Allowing civilians to use this equipment within a similarly structured organization, that doesn’t have the requisite training, oversight, and experience, creates an extremely risky and precarious situation. Use of said equipment on other US citizens in a peaceful urban environment is also not a proportional response. This arrangement needs to be completely dismantled, and the best place to start is by adopting the Controlled Equipment Ordinance. By adopting the **Controlled Equipment Ordinance**, the Police Commission will be able to create a procedure to determine the necessity and use of any such equipment that, if misused, would likely cause irreparable harm. Eliminate or significantly reduce in scope the Tactical Operations Team, which is our version of a SWAT team. Every time they address a critical incident, they take the **BearCat**, and other paramilitary equipment, and our communities of color are disproportionately targeted by their operations. According to an **ACLU review**, African Americans were 4 to 47 times more likely to be impacted by SWAT operations than Whites. Although SWAT was initially introduced to handle extreme situations, nationwide they’re now most commonly sent out for raids on private residences. After sampling several dept’s 79% of SWAT operations, “were for the purpose of executing a search warrant, for a drug investigation,” but only 7% of their operations “were for hostage, barricade, or active shooter scenarios.” This invariably increases the likelihood of violence against non-violent suspects and non-suspect members of households. Which is why creating transparency regarding their tactics, operations,

and equipment, by way of a public report for further review, is a good first step towards determining their impact and need in our community. The use of **stress-based training** for trainees based on the military boot camp model should be abolished and transitioned to an academic style that focuses on **emotional intelligence** and interpersonal skills, to enhance community-based policing. The appropriate mechanism for garnering community trust is not through a paramilitary indoctrination program that’s antithetical to community-based policing. This aspect of our dept, including their **field training model**, both need to be evaluated publicly and potentially revamped. Combine these ideas with **this recommendation** by evaluating veterans by the merits of their military record, including discipline received.

[Link to more information.](#)

### Estimated Timeframe:

The ordinance is ready to be adopted immediately, the other options may take up to 1 year.

### Estimated Cost:

Cost estimate unavailable at this time.

### Contact Information:

Omar Farmer, ofarmer@hotmail.com,  
OPD Org and Culture, Best Practices WG

## RECOMMENDATION #64:

### Recommendation Summary:

Decriminalize Oakland's unsheltered communities by repealing anti-homeless laws that penalize existing in public space, solicitation, and other behaviors that are unavoidable for our homeless neighbors. Invest in significant expansion of comprehensive temporary and transitional housing as detailed in other recommendations for investing in the unsheltered, such as safe parking sites.

Repeal laws criminalizing homelessness and poverty, including:

- Title 5. Business, Taxes, Permits, and Regulations:  
[5.18.030] – Soliciting for private needs;  
[5.18.040] – Charitable solicitations permit required
- Title 9. Public Peace, Morals and Welfare:  
9.08.90 – Bathing [ 9.08.160] – Sitting or lying on the streets ; [9.08.170] – Obstructing pedestrians  
[9.08.230] – Soliciting on streets prohibited ; [9.08.240] – Food and Drink Establishments – Solicitation and Annoyance ; [9.08.250] – Loitering about Housing Authority Property
- Title 12. Streets, Sidewalks and Public Places  
[10.12.64.110] – Hours of use of parks  
[11.12.64.240 (A)] – Golf Course

### Background and Statement of Need:

Repealing these laws would eliminate the current enforcement gray area and protect our unhoused neighbors, who are **overwhelmingly Black** (70%), from unnecessary harassment and incarceration. There is a long history of advocacy in favor of repealing anti-homeless ordinances in Oakland, such as the Ella Baker Center for Human Rights' **Heal Not Harm campaign**.

The laws, and the city's sweeping of encampments, disregard **Martin v. Boise** — a Ninth Circuit Court of Appeals ruling that held cities cannot punish people for living outside if they have no option to sleep inside. The laws create the scaffolding for the City and OPD to overpolice and criminalize our homeless neighbors as they struggle to survive. The

City purports to not enforce these laws<sup>1</sup>, but the testimony of unsheltered folks over the last several years casts doubt on this narrative.

Behaviors that do not create a significant public safety risk, and are often an outcome of homelessness, should not be codified as illegal, and do not merit OPD deployment as a response. OPD deployment inflicts further psychological trauma on our unhoused neighbors and frequently escalates interactions that can turn deadly. The significant portion of homeless residents that suffer from mental illness are 16 times more likely to be killed by police.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

No direct cost.

### Contact Information:

Liam Chinn (liamchinn@hotmail.com), Chiamaka Ogwuegbu (chiamaka.ogwuegbu@gmail.com), Kiyoko Thomas (michelle.kiyoko@gmail.com)

[Link to more information.](#)

<sup>1</sup> Oakland Encampment Management Policy, Attachment 37, Page 2

## RECOMMENDATION #80:

### Recommendation Summary:

In order to address the systemic, interdependent challenges residents are facing, Oakland must invest in a system- change approach through the creation of a Workforce Equity Fund to support community-based organizations and small businesses that bring a holistic, systems based approach to workforce development, wraparound services, and access to livable wage jobs for those who have historically had limited access to opportunities.

The Workforce Equity Fund will combat economic inequality by funding community-based organizations, small businesses, and initiatives that aim to transform how to effectively support people in their ability to access and thrive in the workforce. The fund is aimed at ensuring barrier-free wraparound services like transportation, childcare, housing, mental and physical health, and peer mentorship services are provided to residents to provide an optimal transition into the local workforce.

The Workforce Equity Fund will shift the “one size fits all” model to a new system that prioritizes the financial stability and economic security of Oakland residents who have been historically underserved and its most harmed residents (e.g. disabled, trans, formerly incarcerated, youth, and residents who are non-English speaking or speak English as a second language). The creation of the Workforce Equity Fund will support community-based programs, small businesses, and initiatives to create the type of training to job pipeline Oakland residents need (e.g. **CROP**).

### Background and Statement of Need:

The coronavirus pandemic has exacerbated long-standing racial gaps in workforce equity. Oakland must reduce barriers and create pipelines for residents to earn living wage jobs in the city through a Workforce Equity Fund. Disabled people, especially Black and Native disabled people, are wrongfully targeted and disproportionately harmed by policing. The National Alliance on Mental Illness (NAMI)

estimates that upward of 40 percent of mentally ill Americans will be jailed or incarcerated at some point in their lives. Furthermore, NAMI reports almost half of the people who die at the hands of police have some kind of disability. The Workforce Development 2021- 2024 Local Plan committee should engage community members with disabilities and advocates. This fund should provide access to capital and incentives to small businesses to hire marginalized community members. Prison Policy Initiative found that formerly incarcerated people are unemployed at a rate of over 27 percent.<sup>1</sup> Workforce planning for the formerly incarcerated must address the myriad of barriers especially immediately following release.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

The initial investment for the Workforce Equity Fund should be significant and come from the General Fund allocation to OPD. The fund should be sustained through money generated by business tax reform.

### Contact Information:

Sara Mokuria, [smokuria@policylink.org](mailto:smokuria@policylink.org).

<sup>1</sup> <https://www.prisonpolicy.org/reports/outofwork.html#recommendations>



## RECOMMENDATION #102:

### Recommendation Summary:

The City should coordinate with the County to expand County-funded mental health services in response to 911 calls for individuals experiencing mental crises. Alameda County Behavioral Health department currently operates several successful models which send clinicians along with police officers to such calls.

### Background and Statement of Need:

Expansion of existing County programs using clinicians for mental health crisis response would leverage County resources to serve more Oakland residents than are currently served and would provide a more appropriate and helpful response to mentally ill people than law enforcement can provide.

Note that a police officer still accompanies the clinicians at the calls, but the interaction is a public health response and clinicians are able to link the resident to on-going County mental health services. Using clinicians as co-responders eliminates potentially punitive responses by an officer responding alone. There is potential to modify the programs to send clinicians only, subject to County agreement and negotiation with the clinicians' union.

### Estimated Timeframe:

An expansion of the current County mental health crisis response programs could be implemented by January 2022, since the programs are already in place. If not immediately, this could likely begin in one year. It would involve the County funding more clinician positions and hiring people to fill them.

### Estimated Cost:

Each clinician position is roughly estimated to cost \$150,000 per year including benefits. Funding source would be the County. Recent passage of County Measure W will provide new financial resources for mental health and homelessness.

### Contact Information:

Pat Kernighan, pat.kernighan@gmail.com.

[Link to more information.](#)

## RECOMMENDATION #113:

### Recommendation Summary:

As unanimously recommended by the Oakland Citizen Cannabis Regulatory Commission on March 7, 2019, the City should lower the maximum cannabis business tax rate to 1.5% (which is over 10 times higher than the city tax for other businesses, 0.12%) and is commensurate with San Francisco's highest cannabis tax level.

### Background and Statement of Need:

City cannabis policy should emphasize equity issues supporting workforce development and business ownership for communities impacted by the war on drugs. The cannabis industry itself must be assisted to maintain its viability. Currently, Oakland's cannabis tax is the highest in the state with predictable consequences: businesses are leaving, city cannabis tax revenue is off 40%, and the vast majority of businesses are small and struggling.

For many reasons, one being high taxes, the unregulated underground cannabis industry in Oakland is profitable and growing -- unlike the aboveground legal industry which is struggling. This threatens the sustainability of the legal cannabis industry, especially the City's investment in its cannabis social equity business ownership program. The illegal cannabis operations that are nonviolent, yet problematic to the Oakland cannabis industry, should be shut down by civil and administrative procedures, not by criminalization.

In addition, over 300 cannabis operators currently exist in Oakland with over half being social equity operators. Most operators are struggling in general, considering COVID-19-related issues, the high taxes, and the multiple armed invasion robberies during recent civil unrest. The City should invest as much in ensuring the sustainability of the cannabis industry for the benefit of the equity businesses as it did in enforcing the drug war. The equity businesses are benefited by the existence of a thriving ecosystem of a vibrant and diverse industry, both equity and general.

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

The City Revenue Department has a bad track record of predicting cannabis tax revenue. Last year, they estimated \$15 million, but only collected \$8 million. This is because the high tax drives businesses away. The better question is what is the social cost of leaving only tiny, struggling equity businesses in Oakland (which already pay a lower tax), but without larger businesses to incubate them and do business with them.

### Contact Information:

James Anthony, james@anthonylaw.group.

## RECOMMENDATION #139:

### Recommendation Summary:

When a complaint is brought against an officer, if said officer has a history of problematic behavior, the citizen's word will be weighed above the officer's word.

### Background and Statement of Need:

Currently, citizens are required to show at least 51% of the proof that an officer behaved problematically. Thus, in scenarios where there are no cameras or witnesses, the officer's word will always prevail. Addressing this disproportionate burden would allow victims of police misconduct to have an avenue of legal redress.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

None

### Contact Information:

Christina Petersen, christina.r.petersen@gmail.com,  
OPD Org and Culture, Accountability/ Discipline WG

## RECOMMENDATION #76:

### Recommendation Summary:

Fund a Lived Experience Advisory Council (LEAC) of residents who are currently or recently unhoused to guide City Council's response to the housing crisis. LEAC should include members from the most impacted neighborhoods and overly represented groups (Black Oaklanders, lifelong residents, formerly incarcerated, disabled, undocumented, indigenous, ESL, youth, LGBT, etc.). Oakland has a wealth of unhoused residents with proven on-the-ground organizing experience creating shelter, services, safety, programs, and councils with no resources. City Council should negotiate contracts with several (3-5) unhoused community leaders to assist with development of the LEAC.

### Background and Statement of Need:

Members of City Council likely have not experienced homelessness and can't predict the needs or the dangers faced by living in the streets; nor can they understand the real impact of their policies. This is evident by the still worsening housing crisis, despite millions spent. The LEAC members will have the lived experience needed to address Oakland's multitude of crises, from housing to Covid to violent crime because they are on the front lines, experiencing all of it.

Encampments, still not sanctioned as so many other Bay Area cities have done, continue to be swept away without regard to the possessions, stability, and humanity of the people whose lives are upended; even sanitation and trash pickup has stopped with reports that on February 10, 2021, mayoral candidate Derrick Soo reported that three porta potties were removed while in a meeting with DPW.

The dangers to health and safety and criminalization disproportionately impact Oakland's BIPOC residents. 70% of the unhoused community is Black. Data from January 14th through March 19th reveal that **82% of people stopped by the Oakland Housing Authority Police Department were Black** adults charged with infractions including "loitering" on or near Oakland Housing Authority Property or simply being considered suspicious.

Mayor Libby Schaff **excused not including currently unhoused community leaders** on Oakland's new **Homeless Advisory Committee**, claiming she wanted that committee to create a separate, paid, advisory committee of unhoused Oaklanders. This recommendation outlines how that can be done in a meaningful way.

### Estimated Timeframe:

This recommendation should be implemented immediately! People are dying and we are failing them. We are lucky to have a wealth of experience, expertise, solutions, and proven models within our unhoused community. It is time that the city provide the support and safety needed even more urgently amid a global pandemic and subsequent uptick in violence.

### Estimated Cost:

City Council should contract with experienced, effective unhoused organizers to develop the terms of the LEAC, including stipends, time commitment, term, etc. Some of these organizers have **contracts** and can negotiate based on commitment/workload. Additional funding could come from programs such as **Emergency Solutions Grant Program** (\$4.7 million to the City of Oakland), **CA HUD Grants**, **Tipping Point** (funding innovative Bay Area housing solutions), and/or **Funding Navigation for CA Communities** housing grants.

### Contact Information:

Bridget Cervelli, [bridgetcervelli1@gmail.com](mailto:bridgetcervelli1@gmail.com).

[Link to more information.](#)

## RECOMMENDATION #91:

### Contact Information:

Kevin McDonald, kevinmcdonald7840@gmail.com,  
Police Personnel; Legal and Policy Advisory Board

### Recommendation Summary:

Measure Z should be amended via a ballot initiative to be put to the voters as soon as possible (possibly 2022). Before any revisions to Measure Z be made, we recommend that there be a community engagement process to allow input from community members most impacted by police misconduct. The overall goal of Measure Z revision would focus on eliminating the minimum staffing requirements for OPD and increase support of community-based responses to public safety.

### Background and Statement of Need:

Amending or revising Measure Z addresses two important goals: reducing the budget of police and increasing funding to alternative responses. The current requirements regarding minimum size of the force are a significant barrier to reducing the police budget and the funding currently dedicated to police could be re-allocated to community-based solutions/alternative responses. Evaluations of Measure Z funded police services show limited impact on the goals the measure set out to achieve. Currently, police services funded through Measure Z exacerbate racial disparities in policing. CRTs engage in proactive policing that relies on racial profiling of black residents in East and West Oakland, unnecessary traffic stops, and regressive taxes in the form of minor citations. Revisions to Measure Z will address these documented issues.

### Link to more information.

### Estimated Timeframe:

Part of the recommendation (public engagement) can be implemented immediately, but the actual amendments to measure Z will not be voted on until 2022 most likely. After public engagement, there will have to be a rewrite of Measure Z, and then work to be put on the ballot.

### Estimated Cost:

There will be costs associated with the initial community engagement process. This would be a one-time lump sum as it would only have to be done once before an amendment to Measure Z can be drafted and put on the ballot.

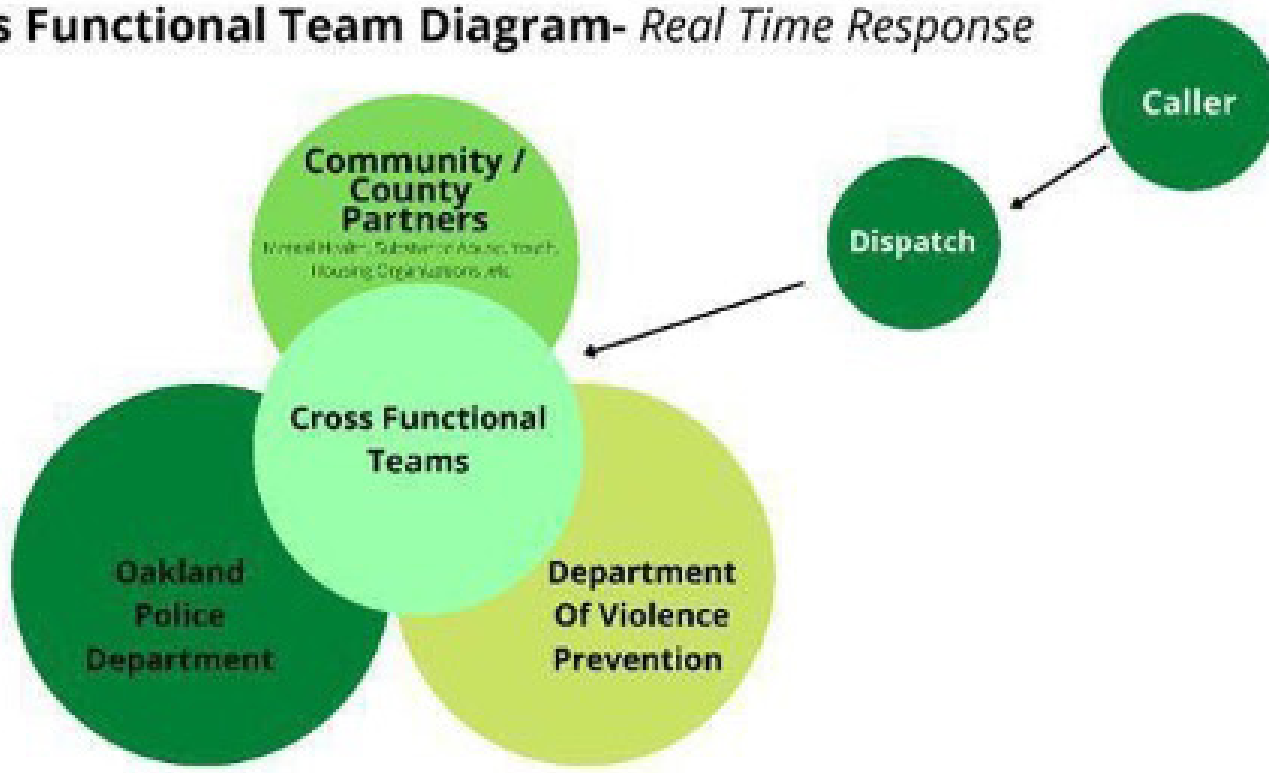
## RECOMMENDATION #37:

### Recommendation Summary:

This proposal represents a collaborative and multidisciplinary approach to crisis response utilizing cross functional teams.

### Background and Statement of Need:

## Cross Functional Team Diagram- *Real Time Response*



[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

Cost estimate unavailable at this time.

### Contact Information:

Cheryl Fabio, [fabio.cheryl@gmail.com](mailto:fabio.cheryl@gmail.com), OPD Org and Culture, Organization & Culture AB WG  
 Omar Farmer, [ofarmer@hotmail.com](mailto:ofarmer@hotmail.com), OPD Org and Culture, Best Practices WG

## RECOMMENDATION #47:

### Contact Information:

Maureen Benson, maureenbenson@gmail.com,  
Budget, Data and Analysis, Budget Staffing WG

### Recommendation Summary:

We recommend a second phase of Reimagining Public Safety that allows for transparent and thoughtful community input in creating a Reimagining Public Safety Plan that leads towards effective results for systemic change. This recommendation includes several tools to support this second phase of work that include the **OPD Budget Explorer Tool** identify programs/departments that are possible reductions, the **OPD Call Data Budget Analysis** to explore several aspects of 911 call data including average officer minutes spent on category of call, amount of time to respond by call type, and key events by time of day and the **Decision Support Matrix**.

### Background and Statement of Need:

The timeline for an authentic, thoughtful reorganization process is much longer than 6-8 months. The structural inequities that are foundational to American society are often replicated in policing practices. A divestment of resources from ineffective policing practices to community safety policies and actions that result in more safety for the greatest number of people is our ultimate aim. Bearing that in mind, we must be steadfast in valuing accountability, transparency, efficiency, and humanity. The process of reimagining public safety and re-envisioning how resources are used to provide for the public's safety are long term projects. These processes should not be rushed to suit political aims or be held to election timelines. Rather, the timeline set for Oakland's process should be based on National best-practices and historical evidence of other Oakland-based transition processes where personnel and budgets were re-programmed.

[Link to more information.](#)

### Estimated Timeframe:

This should be implemented as soon as possible.

### Estimated Cost:

No estimated cost at this time.

## RECOMMENDATION #58:

### Recommendation Summary:

Strongly supported by the Defund Coalition and many community members, this recommendation consists of three main parts:

1. Fund **MH First (Mental Health First)**, the mental health hotline that APTP recently launched in Oakland, so that the hotline can operate 24/7 and give community members unwilling to call 911 a way to receive professional support.
2. Create a separate community-led hotline, staffed by community members trained in crisis support and conflict resolution, for situations that do not appear to require a mental health response (loud music, blocked driveways, etc.). This is related to Recommendation #60 for community ambassadors, except specifically requiring a non-911 hotline.
3. For the remaining 911 calls, transfer all 911 call center duties and staffing out of the OPD Communication Division, and into the Fire Department, or create a Public Safety Department that will perform this duty.

### Background and Statement of Need:

The recommendation is necessary because:

- Our current emergency law enforcement response system lets many people fall through the cracks, because marginalized groups are often fearful to call the police, and because police are not equipped to respond with care.
- The proposed hotlines will allow community members to ask for and receive help as part of the envisioned restorative justice ecosystem/web of support (described in a separate recommendation).
- OPD's call center routinely fails to meet standards for response times, fails to recruit and fill vacancies, and fails to retain sworn officers in supervisory positions. These recommendations provide an enhanced network better equipped to provide the appropriate response and limit the 911 call center's focus to the emergencies that are truly necessary for it to handle.

### Estimated Timeframe:

Portions of this recommendation can, and should, be implemented immediately. For example, the City can immediately enhance funding to MH First in July 2021. The City can also quickly transfer the OPD Call Center Operator positions to another City department. Other portions of the recommendation will take a few months to transition. For example, the community-led hotline staff may require a brief period for community engagement, recruitment, and training. A transition of 911 Call Center Dispatch positions out of OPD could most quickly be absorbed by the Fire Department, but the longer-term solution may be to create a Department of Public Safety (as described in a separate recommendation).

### Estimated Cost:

Estimated Costs are \$750,000 per year to expand MH First with paid staff and \$500,000 to pilot a community crisis hotline. Transferring the remaining 911 call center duties will be close to cost-neutral, except for transition costs.

### Contact Information:

Kevin McDonald, kevinmcdonald7840@gmail.com  
Yoana Tchoukleva, ioanaq@gmail.com

[Link to full recommendation – Part 1.](#)

[Link to full recommendation – Part 2.](#)



## RECOMMENDATION #66:

### Recommendation Summary:

A policy of non-enforcement of laws should be instituted that criminalize sex trade between consenting adults<sup>1</sup>. The allocated monies diverted from enforcement of these laws should be used to fund workshops and interviews with those with lived experience and currently in sex trades to develop their recommendations for how Oakland can provide infrastructure to foster a community that prioritizes the health and safety of sex workers.

### Background and Statement of Need:

Decriminalizing sex work would remove one of the tools used to oppress sex worker communities, and adjacent communities impacted by the criminalization of sex work.<sup>2</sup> Those who have been disproportionately targeted and impacted include women, Black, Indigenous, and people of color (BIPOC), migrants, LGBTQIA+ persons, and young people, among others. Data from more than 130 studies in 33 countries - from Britain to Uganda - published in scientific journals between 1990 to 2018 found that sex workers who had been exposed to repressive policing like arrest or incarceration were three times more likely to experience sexual or physical violence by clients, partners and other people. Globally, there are multiple locales that have decriminalized sex work, and the work force is regulated through labor codes and other protections.<sup>3</sup> There are literature and studies that show that communities feel an increase in their health and safety rights. New York City has introduced a bill to decriminalize sex trades between consenting adults. The World Health Organization, Amnesty International, Democratic Socialists of America, Human Rights Campaign, The Libertarian Party, and the ACLU all support **decriminalization of sex work**.

[Link to more information.](#)

### Estimated Timeframe:

Should be implemented immediately.

### Estimated Cost:

This recommendation would reduce police expenditure on enforcement of sex “crimes”. Funding community workshops and interviews with those with lived experience and currently in sex trades would cost approximately \$6000 as estimated by some concerned community members.

### Contact Information:

Margaret Grimsley, mgrimsley85@gmail.com

1 We recognize that this creates a dichotomy between assumed “consenting” and “non-consenting” relationships. However, it is much more complicated than that, and there are nuances that cannot be adequately addressed while there still exists a police state that has the authority to determine what is “consenting” and “non-consenting.” Further expertise and input is required.

2 By “adjacent communities,” we mean communities/persons perceived to be sex workers or engaged in commercial sex, thus criminalizing and harassing peoples for simply existing.

3 Most, if not all, do not include the rights, safety, and protection of migrant sex workers.

## RECOMMENDATION #71:

### Recommendation Summary:

Expand and fund existing harm reduction services such as syringe access, drop in centers, and adopt additional interventions such as overdose prevention sites to broaden the harm reduction infrastructure in Oakland to increase support for people who use drugs (PWUD).

### Background & Statement of Need:

Oakland is under-resourced with only two Syringe Services Programs (SSPs) ([HIV Education Prevention Project of Alameda County](#) and [Punks with Lunch](#)), offering 8-10 hours of services within the City. Oakland has a long history of harm reduction service, leading the state in models that hire from communities most impacted by drug use and violence. There are many services that could be proposed but evidence shows [expanding SSPs](#) and adopting [Supervised Consumption Services](#) would increase public safety and have immediate measurable impacts. SSPs are community-based programs that provide sterile syringes, safer drug use supplies, and naloxone. These programs serve an essential role in HIV/HCV prevention, yet the environment of safety they create, set them up to offer far more including on-site Medication for Opioid Use Disorder (MOUD), wound care; drop-in centers; street based outreach; food access; disposal of sterile syringes and injection equipment; vaccination, and linkage to care and treatment for infectious diseases including COVID-19. SCS is a space where PWUD can consume previously obtained substances under supervision of trained staff. [Numerous evidence-based, peer-reviewed studies have](#), reducing public disorder and increasing public safety. Oakland City Council voted to support Oakland's inclusion in AB 362, now SB 57, to pilot SCS in our City. If this state legislation passes Oakland has the chance to be one of the first cities in the country to implement these life-saving services.

### Estimated Timeframe:

Recommendation to fund and expand could begin to be implemented immediately, there are programs existing that could be deepened and expanded. The adoption of SCS would be dependent on state legislation, SB57.

### Estimated Cost:

Based on a [ICER Report](#) cost analysis for six cities, Oakland is comparable to Baltimore with similar population density (7,787 vs 7,594), cost of an SCS that includes an SSP in Baltimore is \$1.62 million annually. Journal of Drug Use article looked at cost of SCS in San Francisco, and author Alex Kral states Oakland would save a minimum of \$3.5 million annually. SSP's currently have no funding from the City of Oakland for any above services, neither program has any funding dedicated to drop in center space. With \$220,000 annually PWL could increase staff and add 2-3 outreach locations, and yet \$200,000 more they could open a drop in center in West Oakland. With \$200,000 annually, HEPPAC could operate a Harm Reduction drop in center in East Oakland. For \$500,000 annually they could expand to low barrier short term housing for PWUD.

### Contact Information:

Savannah O'Neill, [oneill@harmreduction.org](mailto:oneill@harmreduction.org)  
 Cynthia Gutierrez, [cynthia.gutierrez@ucsf.edu](mailto:cynthia.gutierrez@ucsf.edu)  
 Bridget Cervelli, [bridgetcervelli1@gmail.com](mailto:bridgetcervelli1@gmail.com)

## RECOMMENDATION #89:

### Recommendation Summary:

The City should set a firm cap on overtime that the OPD may not exceed in Fiscal Year 2021-22 and FY 2022-23 (we recommend \$8M per year, but the exact cap amount should be subject to Task Force/ Advisory Board input). The following should be put in place to enforce this cap:

- If the OPD requests to exceed its overtime budget, it must provide to the Police Commission an exact dollar amount of the request prior to expenditure, provide a thorough cost breakdown of how that money will be spent, provide specific data-supported results that the OPD will commit to using the funding to deliver to the City which increase safety, reduce harm, and correct racial disparities in service.
- The City Council should not authorize any additional overtime funding requested by OPD unless recommended by the Police Commission (*and the Police Commission's Policy and Performance/Budget Auditor, which is a new position being proposed separately*).
- The Police Commission should not approve unless the OPD has proven it sufficiently controlled its labor costs, managed its overtime, and did not violate overtime policies. If the Police Commission finds that cost controls were not followed, then the OPD will not receive additional overtime funding beyond its budget. The OPD shall be required to offset its excessive overtime by implementing service reductions.
- The OPD shall not be permitted to offset its excessive overtime from the salary savings of vacant positions. OPD salary savings shall be returned to the City for other uses (such as the City's rainy day fund or perhaps create a new Reimagine Public Safety Fund that can be reallocated to alternative non- police response services).
- Law enforcement overtime results in fatigue and additional stress. Accumulation of more than 8 hours overtime work in any week by an officer shall be presumed to create risk of harm to the officer and impaired ability to perform. The officer's supervisor should be held responsible and may be subject to discipline for substandard

management and such infractions shall require explanation to the Police Commission.

### Background and Statement of Need:

OPD constantly spends beyond their budget. Enforcing a strict limit on OPD overtime will prevent the OPD from causing the defunding of other vital City services (such as education, jobs and housing). OPD may claim its excess overtime is the result of the City's incorrect budgeting of overtime, but City Council refuses to accept that excuse, in part because [Oakland's Independent City Auditor \(2019\)](#) found that: OPD needs to improve its overtime management and operational controls; OPD fails to enforce limits on overtime hours worked; and OPD failed to implement recommendations for overtime documentation and oversight from the previous [Independent City Audit \(2015\)](#).

[Link to more information.](#)

### Estimated Timeframe:

This can be implemented on or before July 1, 2021 with City Budget.

### Estimated Cost:

No estimated costs. Savings due eliminating unbudgeted overtime.

### Contact Information:

Kevin McDonald, [kevinmcdonald7840@gmail.com](mailto:kevinmcdonald7840@gmail.com), Police Personnel; Legal and Policy Advisory Board

Table 3 below provides a crosswalk between the original 88 recommendations and the consolidated 48.

## Crosswalk, Original 88 to 48 Consolidated Recommendations

Rec #	Original Recommendation Title	Revised/Joint Title if Applicable	Advisory Board's Estimated Timeframe	Advisory Board's Estimated Cost/ (Savings) Annually <sup>1</sup>	Co Facilitators' Recommended Phase
<b>1</b>	Create an Oakland Specific Crowd Control Ordinance	Transfer special event duties out of OPD and create an Oakland specific Crowd Control Ordinance	2021	\$0	Phase I
<b>86</b>	Transfer special event duties out of OPD		2021-2023	\$0	
<b>7</b>	Achieve Compliance with the NSA	Achieve compliance with the NSA and adopt performance metrics for OPD and the Chief based on NSA tasks	2021	\$0	Phase II
<b>100</b>	Reach annual alignment on NSA tasks		2021-2022	n/a <sup>2</sup>	
<b>8</b>	Remedies for Misconduct	Prevent and increase accountability for officer misconduct	2021-2022	\$0	Phase I
<b>29</b>	Look for Trends in Officers with Misconduct		n/a	n/a	
<b>32</b>	Update Manual of Rules & Discipline Matrix		2021	n/a	
<b>105</b>	Impose Discipline on OPD Managers/Supervisors for Discriminatory Policing		2021-2022	n/a	
<b>143</b>	Amend city charter on police discipline		2021-2024	\$0	
<b>21</b>	Changes to Recruiting and Hiring	Improve the hiring and promotions processes by implementing the recommendations of the Black Officers Association, improving capacity to screen out bad candidates, mandating diverse hiring panels, and requiring a community recommendation for all OPD recruits	2021	n/a	Phase III
<b>22</b>	Update OPD Promotion Process		2021	\$0	
<b>93</b>	Mandate a diverse OPD hiring panel		2021	n/a	
<b>94</b>	Mandate community recommendation for OPD recruits		2021	\$0	
<b>31/84</b>	Transfer most of IAD to CPRA	Reorganize OPDs internal structure to include transferring most of IAD to the Community Police Review Agency	2021	(\$1,000,000)	Phase I
<b>41</b>	Reorganizing OPD's Internal Structure		2021	n/a	

<sup>1</sup> Annually unless otherwise indicated.

<sup>2</sup> n/a = not available or not applicable.

## Crosswalk, Original 88 to 48 Consolidated Recommendations

<b>34</b>	Coordinate City and County Services to Respond to Special Populations	Create a robust response to mental health related calls for service supported by significant county investment	2021	n/a	Phase I
<b>102</b>	Expand County-Provided Mental Health Services		2021	\$150,000	
<b>150</b>	The Oakland Reimagining Public Safety Task Force urges the elected and administrative leaders of Alameda County and the City of Oakland to immediately begin talks to implement delivery of behavioral and mental health services, including mobile crisis response, using County health funding streams, to all Oakland residents in need of such services, especially the unhoused. (amended on 3/17/21 to include the following language: "The Task Force urges City leaders to advocate to County leaders and budget managers that all available resources for behavioral health that can serve Oakland residents be utilized, and to establish agreements with County officials to reduce or eliminate the presence of law enforcement in mobile crisis response for mental and behavioral health calls.")		n/a	n/a	
<b>36/97</b>	Restructure Oakland Department of Public Safety	Establish a collaborative hub for public safety centered on a new Department of Public Safety	2023-2025	\$80 million	Phase III
<b>97</b>	Establish a Department of Public Safety		2021-2024	n/a	
<b>37</b>	Institute Cross Functional Team to Approach Crisis Response	Transfer 911 call center out of OPD and invest in cross-functional teams and MACRO to address behavioral health issues	2021	n/a	Phase I
<b>56</b>	Create a citywide Behavioral Health Unit		2021-2024	\$1.5 - \$1.8 million	
<b>57</b>	Immediately make long-term investment in MACRO		2021-2024	\$3 million (2021) \$17 million (2022) \$25 million (2023)	

## Crosswalk, Original 88 to 48 Consolidated Recommendations

58	Fund/create community hotlines and transfer 911 call center out of OPD		2021	\$1.25 million	
38	Eliminate the BearCat Armored Vehicle ASAP	Demilitarize the OPD	2021	n/a	Phase I
43	Demilitarize Police Department		2021	\$0	
152	Eliminate the OPD mounted horses unit		n/a	n/a	
44	Renegotiate OPOAs MOU in 2021 instead of 2024	Renegotiate OPOA's MOU in 2021 instead of 2024 and improve outcomes in the MOU	2021	n/a	Phase I
51	The City Prioritizing the Renegotiation of the OPOA MOU		2021	n/a	
106	Improve Outcomes in the Next OPOA MOU		2021	n/a	
49	Streamlining and Making Public Multiple Forms of Data from OPD	OPD should improve data reliability and transparency	2021	n/a	Phase II
54	Data Management		2021	\$65,000-\$90,000	
55	Data Transparency		2022	n/a	
60	Create a civilian Community Ambassadors program to respond to nonviolent, non-mental health incidents	Create civilian teams to respond to nonviolent, non-mental health, incidents.	2021-2022	\$2 million - \$3 million	Phase I
125	Civilian team to respond to calls where no threat or harm		2022-2023	(\$13 million - \$18 million)	
61	Dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach	Decriminalize homeless and poverty; dissolve OPD Homeless Outreach Unit and reinvest in mobile street outreach	2021	(\$715,000 - \$900,000)	Phase I
64	Repeal laws criminalizing homelessness and poverty		2021	\$0	

## Crosswalk, Original 88 to 48 Consolidated Recommendations

65	Provide a public health response to addiction/substance abuse	Increase investments in substance abuse and mental health services	2021	n/a	Phase III
71	Expand and fund existing harm reduction services		2021	\$1.62 million	
110	Provide enhanced public and mental health access to underserved communities		2021	\$250,000	
67	Build a restorative justice web of support	Increase programming to prevent system contact including restorative justice diversion and reentry supports	2021-2024	\$560,000 - \$1.5 million	Phase II
68	Provide more comprehensive reentry support		2021	\$400,000 - \$800,000	
69/107	Expand restorative justice diversion for youth and young adults		2021-2023	\$750,000	
72	Increase funding to gender-based violence response services	Increase funding for, and appropriately resource, gender-based violence response services	2021	\$1.35 million	Phase I
73	Expand flexible funding for survivors of gender-based violence		2021	\$1 million	
74	Adequately fund gender-based violence prevention		2021-2024	\$2.5 million	
76	Pay unhoused community members to guide solutions to housing crisis	Create immediate housing solutions for the unhoused by paying unhoused community members to generate solutions to the housing crisis	2021	n/a	Phase II
77	Create immediate housing solutions		2021	\$100 million	
78	Revitalize commercial corridors	Revitalize commercial corridors and transform unused vacant lots	2021	\$300,000	Phase III
79	Transform unused vacant lots		2021	\$200,000	
83	Increase access to affordable and nutritious food	Increase access to affordable and nutritious food	2021	n/a	Phase III
147	Address Food Insecurity		2021	\$9.31 million	

## Crosswalk, Original 88 to 48 Consolidated Recommendations

111	Create a civilian Department of Cannabis	Create a civilian Department of Cannabis and investment in equitable development of the cannabis industry	2021	\$1.6 million	Phase III
112	Invest in equitable development of cannabis industry		2021	n/a	
113	Lower the cannabis business tax		2021	n/a	
137	Accountability #1 (End Qualified Immunity)		2021	n/a	Phase II
138	Accountability #2 (Train officers on the Manual of Rules)		2021	n/a	
139	Accountability #3 (Change the burden of proof when assessing complaints)		2021	n/a	
140	Accountability #4 (Review misconduct for lateral transfers)		2021	n/a	
142	Accountability #6 (Establish SLAs for completing misconduct investigations)		2022	n/a	
144	Invest in Community Workers and Violence Interrupters	Prioritize funding violence prevention strategies that address gender-based violence, shootings, homicides, and youth services, and invest in formerly system involved Community Workers and Violence Interrupters	2021-2024	\$150,000 - \$175,000/worker	Phase I
149	Prioritize funding violence prevention strategies that address gender-based violence, shootings and homicides (plus "youth services" per TF amendment on 3/17/21)		2021	\$20 million	
24	Train Officers on the History, Engagement of Black and Brown Communities in Oakland, as well as unique Community Sensitivities and Engagement with Youth		n/a	n/a	Phase III
40	Increase Community Engagement	Increase community engagement through mandatory community involvement hours and community sensitivity training	2021	n/a	Phase III
46	Investment in Early Literacy (3rd grade and Below)	Invest in early literacy services and supports <sup>1</sup> , focused on 3 <sup>rd</sup> grade and below	2021	n/a	Phase III



## Crosswalk, Original 88 to 48 Consolidated Recommendations

47	Implementing a Second Phase of Reimagining Public Safety (amended on 3/17/21 to include the following language: "Facilitation of the second phase must be rooted in community practice, such as being trauma-informed to interrupt sexism and racism, so that the process does not perpetuate the harm we're seeking to undo.")	Implement a second phase of Reimagining Public Safety with facilitation rooted in community practice, such as being trauma-informed to interrupt sexism, and racism, so that the process does not perpetuate the harm we are seeking to undo	2021	n/a	Phase I
50	Reallocate and Reinvest Funds from the OPD Budget into Other Areas that Increase Public Safety		2021	n/a	Phase I
52	Build on the Task Force's Guiding Principle #2	Cost analysis and transition planning of recommendations to re-organize, retain, or remove units from OPD should use the OPD Budget Explorer Tool, OPD Call Data Budget Analysis, and the Decision Support Matrix, all created by the OPD budget and data group	2021	n/a	n/a
53	Adopt "Verified Response" Standard for Dispatch of Patrol Officers to Burglary Alarms		2021	(\$910,000 - \$1.39 million)	Phase I
59	Move most traffic enforcement to OakDOT		2021	n/a	Phase I
66	Stop enforcement of laws that criminalize sex trade between consenting adults		2021	\$6,000	Phase I
70	Invest more in programs, services, and spaces for young people		2021	n/a	Phase II
80	Create a Workforce Equity Fund		2021	n/a	Phase III
81	Make all Oakland Community Colleges free for local residents		n/a	n/a	Phase III
82	Launch a basic income program		n/a	n/a	Phase II
89	Cap OPD overtime		2021	n/a	Phase I
91	Engage community to amend Measure Z		2021-2022	n/a	Phase I
95	Establish Public Works Street Team/Custodial Stewards		2021-2022	\$5 million	Phase II

## Crosswalk, Original 88 to 48 Consolidated Recommendations

<b>98</b>	Establish NCPC Community Safety Stewardship Program		2021-2022	\$6 million – \$10 million	Phase III
<b>99</b>	Implement racial profiling ordinance to deter false calls for service		2021	n/a	Phase II
<b>103/88</b>	Increase Police Commission staff		2021	\$570,000	Phase II
<b>104</b>	Improve the Police Commission Selection Panel process		2021	n/a	Phase II
<b>109</b>	Create school-site based violence prevention and crisis intervention teams		2021-2022	\$2.36 million for 8 schools	Phase II
<b>114</b>	Establish a Community Reparations Commission		2021	n/a	Phase III
<b>122</b>	Increase Investment in OYAC & OPC-YLC		2021	\$532,000	Phase III
<b>145</b>	Eliminate County Court and Jail Fees and Provide Stipend for Re-entry	Establish County court and jail fees and provide re-entry stipends	2021	n/a	Phase II
<b>148</b>	Establish Department of Children, Youth and Families		2024-2026	n/a	Phase III
<b>151</b>	Any new civilian jobs or positions created from the Oakland RPSTF should continue to be valued as they shift to BIPOC workers in communities which have been disproportionately impacted by policing and violence. These jobs must be funded and paid as valued work that creates a skilled, diverse, and experienced workforce that can serve their communities long term and live in Oakland. The starting salary should be no less than \$70K per year plus full benefits. All jobs must avoid creating unnecessary barriers to employment		n/a	n/a	n/a

# APPENDIX I

## Memo To Oakland on Pathways to Reimagine Public Safety

**TO:** Oakland Reimagining Public Safety Task Force; Oakland City Council; Mayor of Oakland; Oakland City Administrator; Oakland City Attorney; Oakland Police Commission

**FROM:** Allyssa Victory, Esq.; ACLU of Northern California Police Practices/Criminal Justice Attorney

**DATE:** March 29, 2021

**RE:** Pathways to Reaching the Goal of Reimagining Oakland’s Public Safety System (related memo: “Potential Legal Challenges to Defunding OPD by 50% from Oakland’s General Purpose Fund” dated November 19, 2020)

## I. INTRODUCTION

The goal of the Reimagining Public Safety Task Force (“Task Force”) requires the reduction of the Oakland Police Department (“OPD”)’s budget from the General Purpose Fund (“GPF”) by at least 50 percent (estimated \$150 million) in the 2021 budget cycle.<sup>1</sup> On November 19, 2020 my office provided an initial memo (“November memo”) to the same recipients concerning the operation of Measure Z and labor rights in achieving the goal.

The November memo provided initial guidance that *adoption* of a city budget does not implicate city employee’s labor rights but *implementation* that affects represented employees likely does. Furthermore, the memo also covered the City’s options to reach the goal with regards to Measure Z by either:

- (1) reduce OPD’s allocation from the general purpose fund and do not levy/collect Measure Z taxes which can be re-funded through monies diverted from OPD;
- (2) employ exception(s) under Measure Z’s that will allow the City to reduce the budget allocation to OPD and still levy/collect all or a portion of Measure Z taxes;
- (3) change Measure Z’s requirements by ballot initiative; or
- (4) change or eliminate Measure Z when it sunsets in 2024.

This memo is a follow-up to the November memo and details the steps required to exercise options 1 and 2 as both options can achieve the goal by the 2021 budget cycle if swift and decisive action is taken by the City Council and City Administrator. This memo also includes examples on pathways to translate Task Force recommendations into GPF budget reallocations.<sup>2</sup>

///

///

///

///

///

<sup>1</sup> Since submitting the November memo, the Task Force has now voted to advance over 80 separate recommendations. Available at: <https://www.oaklandca.gov/documents/oakland-reimagining-public-safety-recommendations-poll-results-3-10-21>. Final recommendations and reports from the Task Force will be presented to the City Council in April 2021. Recommendation #49 suggest revising or eliminating Measure Z.

<sup>2</sup> In December 2020, the City Administrator unilaterally made emergency reductions in expenditures with projected savings of around \$29 million for the remainder of the current fiscal year. \$15 Million of the \$29 Million are reductions specific to OPD. See Memo from Department of Finance dated December 20, 2020 re: Budget Shortfall Closure Actions and Update on Policy Directive Related to Police Department Overtime (included in 12/23/2020 City Council agenda). The City Administrator and City Councilmembers have proposed various further budget amendments, including use of federal emergency funds, that may affect OPD in the current and coming fiscal years. See Proposed Budget Amendments for FY 2020-21 by CM Kaplan (included in 3/16/2021 City Council meeting as agenda item S18 “attachment 2”).

## II. PATHWAYS TO REDUCE OAKLAND POLICE DEPARTMENT'S BUDGET FROM THE CITY'S GENERAL-PURPOSE FUND BY AT LEAST 50%

### 1. OPTION 1: Reduce OPD's Budget Allocation Without Exercising an Exception to Measure Z

#### i. ANALYSIS

The City Council may adopt a budget reallocating funds from the Police Department without exercising an exception to Measure Z.<sup>3</sup> 50% of OPD's GPF is higher than the annual revenue expected from Measure Z. If the City Council adopts a budget that does not meet the minimum staffing level of 678 sworn police officers **without declaring an exception under the Measure (as outlined below)**, the City must completely suspend levying and collecting the Measure Z tax.<sup>4</sup>

The City will lose an estimated \$26 million<sup>5</sup> in annual revenue from Measure Z but also saves at least \$150 million from the 50% cut to OPD's budget allocation from the General Purpose Fund.<sup>6</sup> **Thus, this action can result in the City having around \$124 million to repurpose in the GPF**, of which a portion can be reallocated to fund the same programs, positions, and services previously funded by Measure Z revenue under a Department other than OPD. This option will also eliminate any administrative costs of levying and collecting Measure Z taxes and to operate the related oversight body.

#### ii. STEPS REQUIRED TO EXERCISE OPTION 1

City Council adopts budgets and resolutions that do not budget for a minimum of 678 sworn officers without exercising an exception to Measure Z.

*Implementation* of budgetary decisions that impacts represented employees will require the City to meet and confer with unions. To layoff or to reduce the number of employees represented by OPOA, the City must first renegotiate the current MOU's prohibition on layoffs (per Task Force recommendations 44 and 51) and City Council must adopt a resolution under Measure Z that layoffs are necessary.<sup>7</sup>

///

///

<sup>3</sup> This analysis presumes that the City will need to lay off/reduce the number of officers in order to achieve its budgetary reduction goal. **All examples that will change or impact represented staff including, but not limited to, job titles and duties, discipline, and wages, will trigger the City's duty to meet and confer with representative unions.** The current OPOA MOU prohibits any layoffs. **See preferred course of action as noted in December 20, 2020 memo to City Council with subject "Budget Shortfall Closure Actions and Update on Police Directive Related to Police Department Overtime" (To achieve emergency reductions in December 2020, the City conducted "rapid reassignment of personnel that may be outside of the normal labor agreements and will have impacts to personnel and their families as their schedules and assignments will be interrupted with very little notice. . The City will meet and confer with unions as needed").** See ACLU's November 19, 2020 memo concerning MOU and labor rights. Reimagining public safety necessarily extends into uncharted legal territory including Measure Z's exceptions which have never been exercised nor tested.

<sup>4</sup> Note that even if the City budgets for at least 678 sworn officers but the actual staffing number falls below the minimum (without a declared exception), "the parcel tax imposed and levied during the following fiscal year shall be reduced by an amount proportionate to the number of days that the City did not meet staffing level requirements during the prior fiscal year." Measure Z § 3(C)(2)(e)

<sup>5</sup> The expected revenue from Measure Z had decreased and is expected to continue over the next 2 fiscal cycles per Memo from the City Administrator re: Amendment to the Adopted FY 2020-21 Midcycle Budget & Use of Federal ARPA Funds (dated March 11, 2021 and included in the March 16, 2021 Council agenda) at p. 6.

<sup>6</sup> Measure Z currently funds \$16,173,040.00 to OPD which specifically funds positions within the Office of the Chief of Police and both Field Operations Bureaus of OPD.

<sup>7</sup> See note 3.

## 2. OPTION 2: Reduce OPD’s Budget Allocation by 50% Exercising Measure Z’s Exceptions

If any Measure Z exception is properly exercised, the City Council may adopt a budget that does not provide for a minimum of 678 sworn officers and the City can continue to levy and to collect the tax.

### i. **EXCEPTION 1: “if grant funding or other non-General Purpose Fund (“GPF”) funding budgeted for sworn police personnel in FY 2014-2015 becomes unavailable in later years”.**

#### 1. ANALYSIS:

This requires assessment of OPD’s grant and non-GPF funding levels since 2014/15.<sup>8</sup> However, the City’s current financial forecasting and recent spending in response to emergencies projects that all non-GPF funds will be reduced.<sup>9</sup>

#### 2. STEPS REQUIRED TO EXERCISE OPTION 2 – MEASURE Z EXCEPTION 1

**This City Administrator must submit a report to the City Council** explaining “the unavailability of the non-General Purpose Fund revenue, the steps that were taken by the City to try to replace such funding, and the steps the City will take in the future to replace such funding.”<sup>10</sup> “The City has 90 days to declare any” of the Measure Z exceptions.<sup>11</sup>

After the City Administrator acts, **the City Council must adopt a resolution** stating that such funding is no longer available and alternative non-General Purpose Fund revenue is not available.<sup>12</sup> City Council can then adopt budgets and resolutions regardless of impact on OPD staffing.<sup>13</sup>

*Implementation* of budgetary decisions that impacts represented employees will require the City to meet and confer with unions. To layoff or to reduce the number of employees represented by OPOA, the City must first renegotiate the current MOU’s prohibition on layoffs (per Task Force recommendations 44 and 51) and adopt a resolution under Measure Z that layoffs are necessary.<sup>14</sup>

### ii. **EXCEPTION 2: “if a severe, unanticipated event adversely impacts the GPF to prevent the City from maintaining the minimum number of sworn police personnel”**

#### 1. ANALYSIS

The City’s GPF has been impacted by higher expenditures and lower revenues due to ongoing local emergencies including the global COVID-19 pandemic.<sup>15</sup> This may be the best Measure Z exception to exercise

<sup>8</sup> December 2, 2020 Quarterly OPD staffing report indicates that 2020 budget still included grant funding for 27 officer positions. An analysis from the City’s budget staff and/or City Administrator is necessary to compare any overall reduction in grant funding for OPD staffing from 2014/15 to the present fiscal year.

<sup>9</sup> See City of Oakland “Reports Presented to City Council with Information Relevant to the Financial Crisis” available at <https://www.oaklandca.gov/documents/finance-department-reports-presented-to-city-council>. See also note 5.

<sup>10</sup> Measure Z § 3(C)(2)(d). Such a declaration can include recent written statements and advice already provided from the City Administrator and the City’s budget staff including the Finance Department’s December 20, 2020 memo to City Council with subject “Budget Shortfall Closure Actions and Update on Police Directive Related to Police Department Overtime”; representation of the City Administrator at 3/9/2021 Finance and Management Committee Meeting; Finance Department’s FY 2020-21 Second Quarter Revenue & Expense Report; and presentation of the City Administrator at 3/16/2021 City Council meeting. See also note 9.

<sup>11</sup> Measure Z § 3(C)(2)(d)

<sup>12</sup> *Id.*

<sup>13</sup> However, **implementation** impacting represented employees must respect current MOUs and meet and confer requirements. See note 3.

<sup>14</sup> See note 3.

<sup>15</sup> See note 9

as the reduction in the GPF is expected to continue into the next fiscal cycle(s) related to declared emergencies including the COVID-19 pandemic.<sup>16</sup>

## 2. STEPS REQUIRED TO EXERCISE OPTION 2 – MEASURE Z EXCEPTION 2

**The City Administrator must submit a report to the City Council** explaining “the severe and unanticipated event, the steps that were taken by the City to avoid the need to reduce the number of sworn police personnel, and the steps that will be taken by the City in the future to restore sworn police personnel.”<sup>17</sup>

The City Council may then adopt resolutions and budgets as follows: **“the numeric requirements for budgeting and maintaining sworn police personnel shall be reduced by the numbers the City is unable to fund as a result of such event.”**<sup>18</sup> Example: The City Administrator makes a report to City Council that declares that a reduction in the GPF requires a reduction in budgeting for sworn personnel (may or may not suggest a specific number by which to reduce sworn officers). Next, the City Council may budget and adopt resolutions that reduce sworn personnel the numeric reduction specified by the City Administrator or a number that equals the amount of the budget reduction. “The City has 90 days to declare any” of the Measure Z exceptions.<sup>19</sup>

*Implementation* of budgetary decisions that impacts represented employees will require the City to meet and confer with unions. To layoff employees represented by OPOA, the City must first renegotiate the current MOU’s prohibition on layoffs (see Task Force recommendations 44 and 51) and adopt a resolution under Measure Z that layoffs are necessary.<sup>20</sup>

### iii. **EXCEPTION 3: “if the number of sworn police personnel unexpectedly falls below the required level despite the City’s hiring plan”**

#### 1. ANALYSIS

Measure Z requires that the City budget for and maintain a minimum of 678 sworn officers to continue levying and collecting the Measure Z taxes.<sup>21</sup> The 2020-21 budget funded 786 sworn officers and 343 non-sworn full-time employees. The City currently fills 739 of the authorized sworn officer positions.<sup>22</sup>

## 2. STEPS REQUIRED TO EXERCISE OPTION 2 – MEASURE Z EXCEPTION 3

**The City Administrator submits a report to the City Council** “concerning the reasons for the shortfall, the steps that should be taken to restore the sworn police personnel level, and the time frame for doing so.”<sup>23</sup> “The City has 90 days to declare any” of the Measure Z exceptions.<sup>24</sup>

<sup>16</sup> *Id.*

<sup>17</sup> Measure Z § 3(C)(2)(d). Such a declaration can include recent written statements and advice already provided from the City Administrator and the City’s budget staff including the City Administrator’s December 20, 2020 memo to City Council with subject “Budget Shortfall Closure Actions and Update on Police Directive Related to Police Department Overtime”; representation of the City Administrator at 3/9/2021 Finance and Management Committee Meeting; Finance Department’s FY 2020-21 Second Quarter Revenue & Expense Report; and presentation of the City Administrator at 3/16/2021 City Council meeting. *See also* note 9.

<sup>18</sup> Measure Z § 3(C)(2)(d)

<sup>19</sup> Measure Z § 3(C)(2)(d)

<sup>20</sup> *See* note 3.

<sup>21</sup> *Id.*

<sup>22</sup> Quarterly Police Staffing Report dated November 2, 2020 (approved by City Administrator on December 2, 2020) at p. 2 (“There were 739 filled positions on September 30, 2020. The authorized staffing level per the adopted Fiscal Year (FY) 2020-21 Budget is 786 sworn positions”) and p. 6 at Table 7 “OPD Positions - Authorized and Filled Positions (as of September 30, 2020)”.

<sup>23</sup> Measure Z § 3(C)(2)(d)

<sup>24</sup> Measure Z § 3(C)(2)(d)

“If appropriate, the City Council will adopt a resolution modifying the hiring plan.”<sup>25</sup> The City Council may then adopt resolutions and budgets that reflect the City Administrator’s reports with regards to the City’s budget. *Implementation* of budgetary decisions that impacts represented employees will require the City to meet and confer with unions. To layoff or to reduce the number of employees represented by OPOA, the City must first renegotiate the current MOU’s prohibition on layoffs (see Task Force recommendations 44 and 51) and adopt a resolution under Measure Z that layoffs are necessary.<sup>26</sup>

**III. EXAMPLES OF PATHWAYS TO TRANSLATE TASK FORCE RECOMMENDATIONS INTO BUDGET REDUCTIONS TO OPD FROM THE GENERAL PURPOSE FUND**

The Police Department consistently struggles to maintain staffing, hours, and budgets that are adequate to meet their daily workload while failing to meet larger goals like compliance with the Negotiated Settlement Agreement after 18 years. An equitable and just solution is not to siphon all other city resources and staffing to save one department, but to disperse the work for a cohesive and functioning government. This Task Force process led to a vision of a reimagined public safety system that relies on more than police officers to provide public services and to respond to issues of the public. The City Council can pursue this reimagined public safety system by reallocating OPD’s budget to other City Departments; creating new structures; and/or partnering with external organizations.

City Council may adopt a budget that reflects reductions and reallocations of at least 50% of OPD’s budget from the GPF through several different pathways<sup>27</sup> including, but not limited to, a combination of:

Task Force Recommendation(s)	Example of City Reorganization	Example(s) of Budget Reallocation <sup>28</sup>	Notes/Status
Renegotiate OPOA’s MOU in 2021 instead of 2024  (Recs #44, 51, and 106)	Implementation affecting represented employees must respect current MOUs and meet and confer requirements. <sup>29</sup>  See below examples of City reorganization	Implementation affecting represented employees must respect current MOUs and meet and confer requirements.	December 20, 2020 memo from City Finance indicated that meet and confer would take place if necessary to accomplish mid-year cuts of \$15M to OPD including suspension of certain services and caps on overtime  March 24, 2021 memo from City Finance with subject “Informational Report Regarding FY 2020-21 Budget & ARPA Funds” (attach C) confirms that City Administrator implemented cuts proposed in December 2020 in the amount of \$32.5M  OPOA contract is in effect until June 2024. As advised throughout this memo and in the November memo, meet and confer is required for <i>implementing</i> budget changes that will “significantly and negatively” impact represented employees’ wages, hours, and working conditions and the City’s conduct cannot violate terms of an MOU contract in place.

<sup>25</sup> Measure Z § 3(C)(2)(d)

<sup>26</sup> See note 3.

<sup>27</sup> These suggestions are by no means exhaustive and are intended to provide examples of pathways to translate final Task Force recommendations into budget reallocations. Reimagining public safety necessarily extends into uncharted legal territory including Measure Z’s exceptions which have never been exercised nor tested.

<sup>28</sup> All budget allocation examples are based on estimates calculated or provided by the December 2020 Quarterly Staffing Report and the Task Force’s Personnel Explorer and OPD Budget Explorer using FY 20-21 figures, unless otherwise noted.

<sup>29</sup> See note 3.



			All labor agreements must be approved by a majority vote of the City Council. Council may adopt legislation requiring that City labor negotiations be public meetings subject to the Brown Act. The City Council, City Administrator, and City Attorney should collaborate on a comprehensive City position and strategy on resolving labor rights to meet the goal.
<p>Create a Dept of Public Safety and adequately fund violence prevention</p> <p>(Recs #34, 36, 34, 41, 50, 58, 71, 72, 73, 74, 96, 97, 109, 125, 149)</p>	<p>Reorganize<sup>30</sup> Ceasefire, Community Resource Officers, and Crisis Response Teams out of OPD into a different Department (e.g. Violence Prevention or creating new Department of Public Safety). Consider reorganizing dispatch.</p>	<p>Ceasefire: \$10.5M in GPF funding (\$13.4M combined with Measure Z funding)</p> <p>Intelligence Unit: \$2.5M in GPF</p> <p>Special Resources (Community Resource Officers and Crisis Response Teams)</p>	<p>December 20, 2020 Budget Memo:</p> <ul style="list-style-type: none"> <li>- Ceasefire reduced by 25%</li> <li>- suspended foot patrols Unit 1 and 2</li> <li>- ceasefire overtime reduced</li> <li>- Suspend 8 Community Resource Officers</li> </ul> <p>OUSD voted to dissolved the school district police department in July 2020 (estimated district cost of \$3-6 million/year)</p>
<p>Remove OPD from special events</p> <p>(Recs #41, 86)</p>	<p>Reorganize Special Operations Unit out of OPD to City Administrator’s Office including, but not limited to, special events</p>	<p>Special Ops: \$16.3M in GPF</p>	<p>Duties identified as major source of OPD overtime<sup>31</sup> → December 20, 2020 memo reduced overtime for special unit functions (e.g. “demonstrations and gatherings”) and suspended ABAT, unsheltered unit, etc. for remainder of fiscal year.</p> <p>unclear how efficient invoicing is happening as required</p> <p>Oakland City Charter Chap. 9.52 outlines that special event permitting is controlled by the Chief of Police. If Chief determines that security is required, they are to provide a cost estimate upon approval of the permit. If OPD performs work at non-City special events, they are to send invoice for reimbursement of costs.</p> <p><b>7/21/2020 Council Resolution No. 88236 adopted:</b></p> <p>That the City Council requests that the City Administrator or his or her designee submit to the Council amendments to Oakland Municipal Code Chapter 9.52 and other ordinances that establish criteria, processes and regulations for approving and permitting</p>

<sup>30</sup> All examples that will change or impact *represented* staff including, but not limited to, job titles and duties, discipline, and wages, will trigger the City’s duty to meet and confer with representative unions as the current OPOA MOU prohibits any layoffs. See preferred course of action as noted in December 20, 2020 memo to City Council with subject “Budget Shortfall Closure Actions and Update on Police Directive Related to Police Department Overtime” (To achieve emergency reductions in December 2020, the City conducted “rapid reassignment of personnel that may be outside of the normal labor agreements and will have impacts to personnel and their families as their schedules and assignments will be interrupted with very little notice. . The City will meet and confer with unions as needed”).

<sup>31</sup> See OPD Overtime Report from Interim Chief Manheimer dated December 4, 2020

			special events in the City of Oakland, to move such special events permitting functions from the Oakland Police Department to the City Administrator's Office  City Administrator's update is that he will provide a response in "first quarter of 2021"
Remove OPD from traffic enforcement (Recs #41, 59)	Reorganize OPD Traffic Enforcement to Oakland Dept of Transportation	Traffic Operations: \$10.5M from GPF  Crossing Guards: 29 authorized positions (\$1.2M)	December 20, 2020 Finance Department Memo: - suspend traffic enforcement unit - reduce traffic investigations unit - traffic operations overtime reduced
Remove OPD from behavioral and mental health calls and adequately fund a civilian crisis response (Recs #37, 41, 56, 57, 58, 60, 110, 125, 150)	Reorganize all mental health and crisis intervention from OPD to: Oakland Fire Dept; create new Behavioral Health Unit within OFD or within City; 1 FTE for MACRO	Support Ops: \$1.8M (see above)  ABAT/Homelessness/CIT: see below	Council Resolution on 3/16/2021 to amend charter to provide that OFD is administrator of MACRO and any civilian crisis response program  FY 2020-21 Budget Amendment proposal to allocate \$1.4M in pilot funding for MACRO to OFD
Remove IA, IG, and other internal admin and officer accountability tasks from OPD (Recs #7, 8, 9, 31, 32, 84, 103, 105, 106, 140, 143)	Dissolve duplicative OPD functions performed by CPRA and Police Commission including Internal Affairs and Inspector General divisions within the Office of the Chief of Police. <sup>32</sup>	IA: \$7.2M in GPF  IG: \$1.7M in GPF	Budget Memo from the Citizens Police Review Agency dated 1/14/2021 included as attachment 12 to Police Commission agenda 1/14/2021 ("Net, this would delete one Lieutenant, two Police Sergeants, one Police Officer, and one Police Records Supervisor, and civilianize six other sworn positions . . . the Inspector General at OPD would eventually be deleted; that position is currently filled by a Lieutenant of Police. The sworn staff in the Inspector General's Office at OPD would be deleted or reassigned. And the civilian staff would [be] reassigned to the new Inspector General and/or downsized.")
Remove special operations duties from OPD including homeless outreach and encampment cleanup with Public Works (Recs #46, 61, 65, 67, 68, 69, 70, 72, 74, 76, 77, 95, 98, 107, 122)	Dissolve several units including, but not limited to: Homeless Outreach, Youth and School Services, Air Support, and DLI program.  Reallocation options: to OFD (mental health intervention), create street team within Public Works; create civilian homeless	Air Support: It reportedly cost \$264,000 a year and the cost of operating ARGUS is over \$600,000 (see also helicopter maintenance)  ABAT/Homeless/CIT: 2 sergeants (\$913,208) and 9 officers (\$2.6M)	December 20, 2020 Memo: - OK program transferred to non GPF funding - suspend youth and schools services program - suspend PAL program - reduce helicopter maintenance budget by \$250,000.00 - suspend unsheltered unit  Budget Memo from the Citizens Police Review Agency dated 1/14/2021 included as attachment 12 to Police Commission agenda 1/14/2021 recommends to end OPD DLI

<sup>32</sup> See also Budget Memo from the Citizens Police Review Agency dated 1/14/2021 included as Attachment 12 to Police Commission agenda 1/14/2021 ("Net, this would delete one Lieutenant, two Police Sergeants, one Police Officer, and one Police Records Supervisor, and civilianize six other sworn positions . . . the Inspector General at OPD would eventually be deleted; that position is currently filled by a Lieutenant of Police. The sworn staff in the Inspector General's Office at OPD would be deleted or reassigned. And the civilian staff would [be] reassigned to the new Inspector General and/or downsized.").

	<p>outreach street team; create NCPC safety stewards program; invest in other services/programs as outlined by remaining TF recs in this section; Oakland youth advisory commission</p> <p>reassign corresponding OPD positions to patrol to reduce actual overtime hours and costs.</p>	<p>Youth and School Services: \$2.2M in GPF</p> <p>Neighborhood Services Coordinators: 10 professional staff authorized positions</p>	<p>program</p> <p>Council will need to update Standard Operating procedure for OPD to accompany Public Works for any encampment cleanup</p>
<p>Demilitarize and de-weaponize OPD  (Recs #6, 38, 59)</p>	<p>Retire Bearcat vehicle</p> <p>Dissolve OPD mounted horses unit</p> <p>Retire OPD helicopter</p>	<p>Helicopter maintenance: \$2.75 Million (portion that is grant funding likely cannot be reallocated; dependent on grant terms)</p>	<p>Council Resolution 88173 dated 6/23/2020 approving helicopter maintenance funds in total amount of \$2.25M</p> <p>December 1, 2020 Memo: \$668,820 in COPS DOJ grant accepted for helicopter maintenance</p> <p>December 20, 2020 Memo: - reduced helicopter maintenance budget by \$250,000.00 for remainder of FY</p> <p>See “Resolution on Sunsetting the Use of the Bearcat” by Police Commission included as Attachment 7 to 3/25/2021 meeting, agenda item No. 7</p>
<p>Cap OPD overtime  (Recs #89, 63)</p>	<p>Eliminate all <u>unauthorized</u> OPD overtime and reduce authorized overtime: Reorganization of tasks from OPD to other City Depts and reassignment of officers can reduce need for backfill hours.</p> <p>Ensure that training is never scheduled to incur officer overtime</p> <p>Eliminating or reducing categories of enforcement from OPD that are identified as incurring high overtime (see above)</p>	<p>OPD overtime expenses: \$41M (note this includes <u>unbudgeted</u> amounts spent on overtime and the GPF budgeted amount of \$15.1M for overtime in FY 2019-20)</p>	<p>12/4/2020 Memo from Interim Chief Manheimer re: Police Overtime identifying overtime costs <u>in excess</u> of budget of around \$26M for tasks like sideshows, special events, etc. Also identifies higher training hours required by the NSA as one driver of overtime.</p> <p>12/20/2020 Memo outlining \$15M in cuts to OPD services including around \$7M in overtime for the remainder of current FY.</p>