



AGENDA REPORT

TO: Edward D. Reskin
City Administrator

FROM: Tonya Gilmore
Asst. to the City
Administrator

SUBJECT: Violence Reduction Efforts Through
Measure Z - Public Safety And
Services Violence Prevention Act Of
2014

DATE: November 29, 2021

City Administrator Approval 

Date: Dec 2, 2021

RECOMMENDATION

Staff Recommends That City Council Receive An Informational Report From The Oakland Police Department, Department Of Violence Prevention, Oakland Fire Department On Efforts To Reduce Violence In Oakland Through The Measure Z - Public Safety And Services Violence Prevention Act Of 2014 Presented To The City Council, Safety And Services Oversight Commission, Community Policing Advisory Board And The Police Commission.

EXECUTIVE SUMMARY

This report is being presented at a joint meeting of the City Council and the Safety and Services Oversight Commission, along with members of Police Commission and Community Policing Advisory Board (CPAB) and presents an opportunity for community members and City leaders to articulate a commitment to reducing crime.

The report also provides a summary of how City Departments have utilized funds from the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) in order to reduce crime through violence prevention and reduction services and programs.

BACKGROUND/LEGISLATIVE HISTORY

On November 4, 2014, the voters of the City of Oakland approved the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) with 77.05 percent of the vote, which surpassed the 66.7 percent approval requirement. Measure Z replaced the Public Safety and Services Violence Prevention Act of 2004 (Measure Y) and maintained the existing parcel tax ranging between \$51 and \$100 and the 8.5 percent parking tax surcharge for a period of 10 years through December 31, 2024, to improve police services, fire emergency response services as well as violence intervention and prevention strategies for at-risk youth and young adults.

City Council
December 7, 2021

ANALYSIS/POLICY ALTERNATIVES

Measure Z Objectives and Desired Outcomes

Explicitly stated in Measure Z, the objectives are to:

1. Reduce homicides, robberies, burglaries, and gun-related violence;
2. Improve police and fire emergency 911 response times and other police services, and
3. Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism.

Table 1: Overview of Measure Z – Public Safety and Services Violence Prevention Act

| | |
|------------------------------|--|
| OBJECTIVE | <ul style="list-style-type: none"> • Reduce homicides, robberies, burglaries, and gun-related violence • Improve police and fire emergency 911 response • Invest in violence intervention/prevention to interrupt cycle of violence |
| LEGISLATION ELEMENTS | <ul style="list-style-type: none"> • Expires in 2024 • Requires 3rd party evaluation and audit • Minimum 678 Officers and prohibits layoff of officers if layoff results in fewer than 800 sworn OPD personnel • Layoff of officers requires adoption of City Council resolution containing factual findings • Services for youth and young adults at high risk for violence as guided by data analysis; also includes domestic violence and commercial sexual exploitation |
| FUNDING | <ul style="list-style-type: none"> • 3% of total revenue for eval, audit, & oversight • \$2M to Fire Department • 60% to Police Department • 40% to Department of Violence Prevention |
| EVALUATION AND AUDITS | <ul style="list-style-type: none"> • Data – SARANet - Utilized by OPD to track activities of Community Resource Officers • Data – Cityspan - Utilized by DVP Grantees to report on programs and services • DVP Evaluation - Request for Quotes (RFQ) issued on 12-3-21 • OPD Evaluation - Request for Quotes (RFQ) issued on 12-3-21 • Audit - Controller's Office |
| COMMUNITY OVERSIGHT | <ul style="list-style-type: none"> • Nine (9) member Commission • Monitor annual performance audits • Monitor annual financial audits • Provide input on strategies |

Accountability and Evaluation

Measure Z created the Public Safety and Services Violence Prevention Oversight Commission (SSOC), comprised of nine (9) community members, to monitor the financial and program implementation of Measure Z. The current members of the SSOC formed an Ad-hoc Committee to review the evaluations to date that have been submitted by Resource Development Associates (RDA) and Mathematica and compiled a report on the efficacy of Measure Z to date.

The Measure specifies the duties, the membership composition and required background experiences for SSOC members, as well as the requirement to have a joint meeting of the SSOC and the City Council. Section 4(A)5 of Measure Z states the following:

Joint Meetings of the Commission and City Council: The City Council, the Commission and other public safety-related boards and commissions shall conduct an annual joint special public informational meeting devoted to the subject of public safety. At each such meeting, the public, Commission and City Council will hear reports from representatives of all departments and the Chief of Police concerning progress of all the City's efforts to reduce violent crime.

Annual independent program evaluations are also a requirement. Specifically, these evaluations include analysis and evidence that policing, and violence prevention/intervention programs and strategies are progressing toward the desired outcomes, and to consider whether programs and strategies are achieving reductions in community violence and serving those at the highest risk. The DVP is currently in discussions with Mathematica to evaluate their current programs from January of 2020 through December of 2021, and OPD will begin their new evaluations in July of 2022. Request for Qualifications (RFQ) for new Evaluation contracts was issued on December 3, 2021.

Oakland Fire Department

The Oakland Fire Department (OFD) is required to maintain adequate personnel resources to respond to fire and medical emergencies, including, but not limited to, response to homicides and gun related violence through a swift response to 911 calls.

Oakland Police Department

The Safety and Services Act identifies Community-focused Policing Services Strategies and emphasizes “uses” or strategies towards achieving the following specific objectives:

- 1) Geographic Policing:
 - a) Crime Reduction Teams (CRTs) and Community Resource Officers (CROs)
 - b) Conduct intelligence (“Intel”)-based violence suppression operations
 - c) Domestic violence and child abuse intervention
 - d) Sustaining and strengthening of the City's Operation Ceasefire strategy
 - e) Addressing criminal and nuisance problems
 - f) Providing needed resources and referrals by partnering with community-based organizations
 - g) Project management and crime analysis

2) Maintenance of Sworn Police Personnel positions.

Measure Z implemented several requirements related to the maintenance of sworn police personnel positions. First, the City is required to maintain a budgeted level of no fewer than 678 sworn police personnel at all times. Furthermore, the City is prohibited from laying off any officers if this reduction will result in fewer than 737 sworn police personnel in OPD. In addition, the City may only lay off police officers upon adoption of a resolution by the City Council containing factual findings that it is necessary to do so.

OPD's official strategic goals are to:

- 1) Reduce crime and improve public safety;
- 2) Improve community engagement and strengthen community trust;
- 3) Develop and foster a high-quality, involved, and respected workforce;
- 4) Demonstrate sustained compliance with the Negotiated Settlement Agreement; and
- 5) Prepare for the future of police service delivery.

OPD's Measure Z strategies align with its official strategies. Moreover, OPD is committed to reducing the risk of negative disparate impacts on the community by enhancing precision-based policing practices and continuously evaluating and mitigating racial disparities and related OPD strategy, policy, and individual performance.

OPD received ongoing assessments and evaluations from RDA of how Community Resource Officers (CROs) and Crime Reduction Teams (CRTs) are deployed to reduce crime and response times. Based on recommendations from the 2017, 2018, and 2019 evaluations, OPD revised the Community Policing Policy and increasing training and resources for CROs/CRTs. In 2020, the Department worked closely with the Community Policing Advisory Board (CPAB) to collaboratively edit the Community Policing Policy. Also, the CPAB was consulted on CRO trainings, and developed curriculum for and participated in the CRO training. The Department plans to continue regular CRO trainings with input from the CPAB. With adequate staffing and training of the CRO/CRT positions, the officers will be in a better position to build relationships with residents.

RDA produced the final annual evaluation-Oakland Measure Z Policing Services 2020 Annual Evaluation in December 2020. The final evaluation built on the Year One, Year Two, and Year Three evaluations and summarized findings and recommendations from all four years. RDA utilized a mixed-methods evaluation design comprised of the following data sources to respond to the three evaluation questions listed below: OPD crime report data; CRO problem-solving project data from SARAnet database; retention and turnover data collected from personnel records; group interviews with CROs and community members who collaborated on problem-solving projects; and focus groups with Oakland residents. The final evaluation from RDA for OPD is included as **Attachment A**.

Data collection for the evaluation took place after COVID-19 shelter in place took effect. This impacted the data collection activities as venues, method of collection, and recruitment were all subsequently affected.

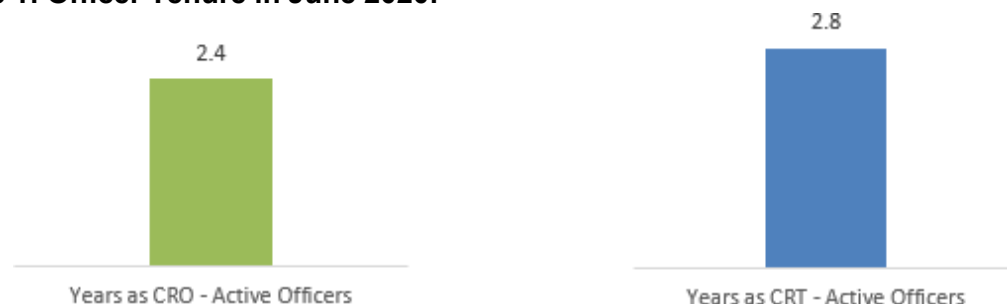
The Year 4 Measure Z evaluations questions were:

1. To what extent do CRO and CRT staffing levels support Measure Z goals and strategies?
2. To what extent do CRO and CRT activities align with Measure Z goals and strategies?
3. How, if at all, have CROs and CRTs helped to build community trust in support of reducing violent crime across Oakland?

RDA provided several findings which are highlighted below:

- 1) OPD leadership continues to support Measure Z objectives.
 - a. CRO staffing levels have been at or above 92% since January 2016.
- 2) CRO and CRT tenure has increased over time.
 - a. The average tenures of CROs and CRTs in 2018-2019 was 2.1 and 2.3 years, respectively. By the end of fiscal year 2019-2020, their tenures were 2.4 years (CROs) and 2.8 years (CRTs). See **Figure 1** below:

Figure 1: Officer Tenure in June 2020:



- 3) CRO staffing assignments are prioritized more than CRT staffing assignments.
 - a. CROs were usually staffed to capacity while CRTs did not have a full week at capacity in Fiscal Year 2019-2020. See **Figure 2** and **Figure 3** below:

Figure 2: Weekly CRO assignments (July 2019 - June 2020)

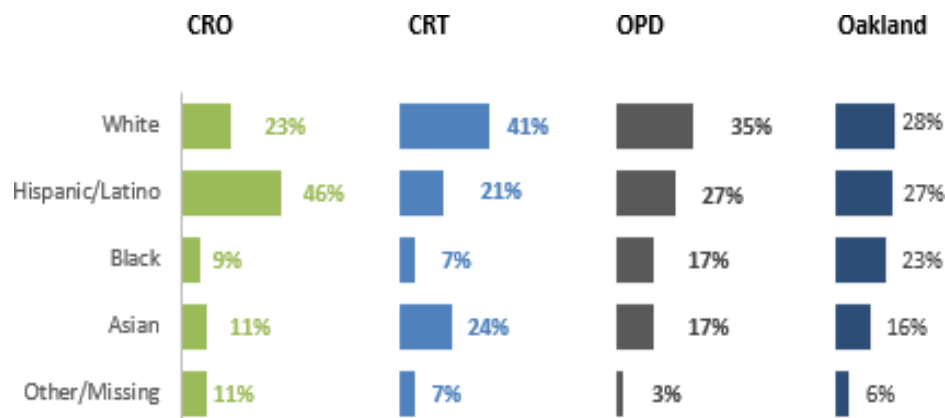


Figure 3: Weekly CRT assignments July 2019-June 2020



- 4) OPD has made progress in diversifying the police force, but Black officers remain underrepresented in the CRO and CRT units. See **Figure 4** below.

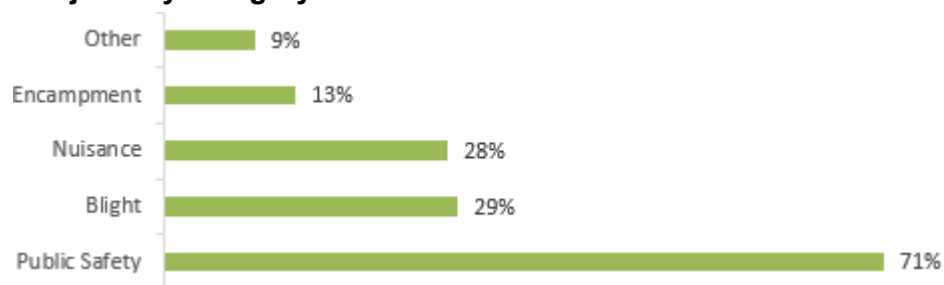
Figure 4: Racial and Ethnic Makeup of Officers Compared to Oakland¹



- 5) CROs and CRTs pool staff, resources, and expertise within their areas to support Measure Z objectives.
- a. CRO and CRT units coordinate activities, share intelligence and use specialized knowledge to maximize their efforts to reduce violent crime.
- 6) CRO problem-solving projects continue to address a variety of issues, including quality of life, public safety, and community relationship building.
- a. The majority (71%) of the 156 open projects were directly related to addressing a public safety issue. See **Figure 5** below.

¹ OPD Demographic information drawn from the American Community Survey (2018), 5-Year Estimates Data Profiles.

Figure 5: CRO Projects by Category



- 7) Community members have mixed perceptions about the effectiveness of CRO services.
 - a. Factors which impact perceptions are community members with opposing views of effectiveness of projects, CROs being cycled in and out of beats, and not being able to build sustaining relationships with community officers.
- 8) Despite a commitment to working on problem-solving projects, CROs do not always have the resources to meet the community's expectations.
 - a. CROs noted some projects are not set up for success due to lack of support from City Agencies. However, most community members expressed gratification with their CROs and with the experiences of working collaboratively on projects.
- 9) CRO turnover and the ways CROs are deployed are not always consistent with the objectives of Measure Z.
 - a. Community members expressed that building relationships with CROs worked best when there was less CRO turnover.
- 10) Widespread unfamiliarity among community members about CRO and CRT officers hinders the Department's ability to strengthen community relationships.
 - a. Community members, who were unfamiliar with Neighborhood Crime Prevention Council (NCPCs) or Community Policing Board (CPAB), were generally unaware of CROs and CRTs and what role they play in the community.
- 11) The larger public discourse on policing in America and specific controversies tied to OPD are barriers to Measure Z officers' efforts to strengthen trust and build community relationships.
- 12) Experiences with police shape perception of OPD.
 - a. Some focus group participants noted that negative previous personal or family experiences with police impacted their level of trust.
- 13) OPD's policing style is perceived to be inconsistent across different demographic groups and neighborhoods.
 - a. Some focus group participants felt that police response was different in higher income neighborhoods (more responsive) as compared to lower income neighborhoods (slow response time).

- 14) Police officers are perceived to be approachable or visible (on foot or bicycle) in the communities they serve.

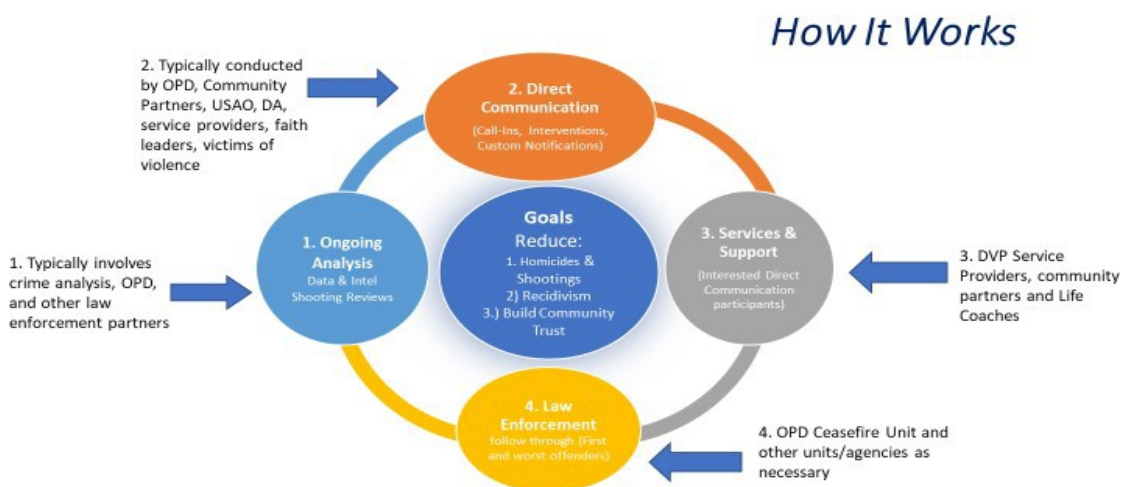
RDA had seven (7) recommendations that address concerns noted in the evaluation report.

- 1) Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs and develop transition plans when CROs are transferred from their beat.
- 2) Explore mechanisms to limit the extent CROs support other patrol activities so that they can remain in their assigned beats and focus on building community relationships.
- 3) CROs should be more visible and approachable by walking or biking in their beats and proactively building relationships with Oakland residents.
- 4) Continue to increase officer diversity and examine mechanisms through which OPD can ensure that sworn officers are representative of their communities they serve, especially within CRO and CRT units.
- 5) Explore ways to systematically measure CRO and CRT activities; this includes collecting high quality data and reviewing data on an ongoing basis.
- 6) Assess the extent to which OPD is the appropriate City agency to address specific calls for services or issues identified by the community that are currently addressed through OPD problem-solving projects (e.g., homeless encampments).
- 7) Utilize findings from this report to inform the work of the Oakland Reimagining Public Safety Taskforce.

Ceasefire

Measure Z also funds Ceasefire, which is a data-driven, partnership-based strategy to reduce gang/group related shootings and homicides. The goals are to develop better police-community relationships, decrease recidivism rate of participants, and reduce gang/group related shootings and homicides. OPD strives to achieve these goals through collaboration with many partners such as faith leaders, violence intervention and outreach organizations, service providers, victims of violence, residents of affected neighborhoods, criminal justice agencies, and the formerly incarcerated; all actively working to build alliances that will stop the violence. Moreover, past years' gun violence reductions in Oakland have been linked in part to the Ceasefire strategy, which emphasizes a shared focus on young men at the center of gun violence. The Department of Violence Prevention's (DVP) role in the strategy is to advocate for and serve these young men through coaching and resources. See figure 6 below.

Figure 6: How it Works



In addition, Lisa Barao, PH.D. of Westfield State University and Anthony Braga, PH.D. of the University of Pennsylvania recently submitted a Problem Analysis for 2019 and 2020 on Violence in Oakland which evaluates the Ceasefire program, which is also supported by Measure Z-OPD funds. Ceasefire Oakland is a partnership based, intelligence led and data-driven strategy designed to:

- *Reduce Gang/Group related shootings and homicides*
- *Reduce the recidivism rate amongst participants*
- *Improve community police relationships*

The report includes recommendations that resources that are allocated to Ceasefire be audited to assess whether the challenges of the pandemic and the demand for police reform have diminished the focus of Ceasefire. **Attachment B.**

Department of Violence Prevention (Formerly Oakland Unite)

Mathematica Policy Research was contracted in October of 2016, to provide annual strategy-level reports that assess the effectiveness of a selection of Oakland Unite (Department of Violence Prevention) strategies and an annual agency-level snapshot that summarizes descriptive findings for each agency and a comprehensive evaluation which assesses the impact of select programs on individual criminal justice and education outcomes over a four-year period.

The evaluations performed by Mathematica for the years 2017 to 2020 include an annual agency-level report, an annual strategy-level report, and a comprehensive evaluation. The 2020 report, prepared by Mathematica, included a Comprehensive Research Brief and Comprehensive Evaluation of Life Coaching and is included as **Attachment C.**

In 2017, the City Council approved the creation of the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts (Ordinance No. 13451 C.M.S.). The DVP focuses on the three forms of violence named in the Safety and Services Act: gun violence, family/domestic violence, and commercial sexual exploitation to address five public health mandates, Table 7.

Figure 7: DVP Public Health Mandates



The DVP focuses efforts with those at the center of violence- who have been harmed and have caused harm- to reduce gun/group/gang and gender-based violence and to support healing in communities exposed to violence to end the cycle of trauma. DVP coordinates with other city departments and the community to apply a citywide, comprehensive strategy to the City's shared safety approach to violence intervention and prevention. Guided by an explicit equity framework, the DVP prioritizes individuals and communities most impacted by violence and trauma. DVP programs primarily serve the African American and Latinx community between 14-35 years old. The DVP's strategic interventions are framed within a trauma-informed approach that focuses on healing and deep, long-term relationships with trusted service providers and advocates.

Public Health Approach to Violence Intervention and Prevention

The DVP's public health approach focuses on the root causes of violence -at the individual, peer, family, and community levels- and uses data to understand how frequently violence occurs, when and where it occurs most, and who is most vulnerable of being impacted (both those harmed and those causing harm) and then engages community leaders in the collaborative development of community solutions to prevent violence, promote healing, and restore communities.

Based on available data, the DVP will apply the public health approach to:

- Focus on **specific places** in Oakland **with underlying conditions** that generate the highest rates of violence;
- Support **specific people** determined to be: at the center of violence, in-risk or at-risk for violence, and exposed/adjacent to violence;
- Direct interventions to the **individual, peer, family, and community levels**; and
- Provide services at the **times and days of the week when violence occurs most**; then reductions in the conditions described in DVP mandates will result.

Figure 8 below indicates the populations that are the focus of the DVP

Figure 8: DVP Focus Populations



Current DVP Funded Activities- Oakland Unite 2019-2021 Spending Plan

The Safety and Services Oversight Commission (SSOC) and City Council approved the current Spending Plan in winter 2018 (Resolution No. [87477](#) C.M.S.), which was informed by and aligned with the larger citywide planning process related to establishing the Department of Violence Prevention.

Following discussion of a new proposed spending plan in December 2020 the City Council requested extension of the current awards of violence prevention grant agreements to provide time for additional community input before returning to City Council with a new spending plan by June 30, 2021 (Resolution No. [88466](#) C.M.S.).

The 2019-2021 spending plan directs funding across four strategic investment areas as shown in **Table 2**. Strategic investment areas emphasize coordination of public systems and community-based social services with a focus on youth and young adults at highest risk of violence as guided by data analysis.

Table 2 – DVP’s Current Strategic Investment Areas

| Strategy | FY 2021-22 Allocation | Percent of Total |
|--------------------------------|-----------------------|------------------|
| Gun Violence Response | \$3,600,000 | 42% |
| Youth Diversion and Reentry | \$1,885,000 | 22% |
| Gender-based Violence Response | \$1,350,000 | 16% |
| Community Healing | \$1,725,000 | 20% |
| Grand Total | \$8,560,000 | 100% |

Highlights: DVP grantees provided intensive services aimed at interrupting the cycle of violence and recidivism to over 3,500 high-risk youth and young adults in Oakland during the first six-months of FY 2020-21. Highlights from the first six-months include:

- Gun Violence Intervention: Grantees mediated 146 serious conflicts and provided support to 100 people in families affected by homicide in Oakland. In addition, Life Coaching Services were provided to over 150 young adults, including participants referred by Ceasefire partners, and Employment and Education Support Services were provided to 85 young adults at highest risk of violence.
- Youth Diversion and Reentry: Life coaching services were provided to 140 youth at highest risk of violence and 22 youth were diverted from further criminal justice involvement. In addition, over 65 youth and transition aged youth received Career Exploration and Education Support Services.
- Gender-Based Violence Response: Over 2,750 victims of family violence received crisis, legal, and wraparound support; over 115 commercially sexually exploited (CSE) youth received transitional housing, crisis response and/or life coaching support services.
- Community Healing: Through a community led process developed in partnership with grantees, close to \$400,000 in Community Healing Mini-Grants was awarded to 45 projects to promote safety and healing in Oakland.
- Community Capacity Building: Grantees received training in topics such as seeking safety, conflict de-escalation and townhalls on gender-based violence.

DVP Spending Plan 2022-2024

Every two or three years, a spending plan is prepared to outline the strategies and services recommended for the next funding cycle. The strategy areas and services approved by City Council in July 2021 (Resolution No. [88795](#) C.M.S.) were based on extensive community input, following listening sessions held in February-March 2021, and local and national evidence about what works to reduce violence. The plan for increased investments was made possible by appropriation of \$17 million in the two-year budget to strengthen violence intervention and prevention strategies in Oakland with \$7 million in FY 2021-2022 and \$10 million available in FY-2022-2023, which will be the first year of the proposed FYs 2022-2024 spending plan.

Through direct service and coordination by DVP staff and funded-community based partners, the DVP plans to deliver a comprehensive approach through services proposed in the upcoming Request for Qualifications, slated for release in early December 2021, across three strategic investment areas:

- Gun/Group/Gang Violence Response,
- Gender-Based Violence Response, and
- Community Healing and Restoration.

Triangle Incident Response and Expansion of Violence Interruption, Launch of Town Nights

Implementation of a Triangle Incident Response began in spring 2021. Triangle Incident Response is a 24/7 real-time, coordinated crime scene response that aims to reduce retaliatory group/gang related violence, reduce the levels of trauma experienced by individuals, families, and impacted community members, and improve police-community relationships. The triangle partners, staffed by professionals with different orientations and responsibilities, include: a) violence interrupters, b) DVP Crime-scene Response Advocates with expertise in crisis intervention principles, and c) law enforcement with knowledge of the geographic areas in which the triangle is implemented. The expertise of all 3 partners is equally valued. Crime-scene Response Advocates are DVP staff members who provide immediate support for family and peers, as well as communication and coordination of DVP Violent Incident Crisis Response efforts.

In addition, a portion of the seven million allocated in FY 2021-22 allowed DVP to expand violence interruption efforts, establish a series of Town Nights events, and expand gender-based violence services through grant agreements with community-based providers. A three-day training for more than twenty violence Interrupters took place at the end of October 2021 following a vetting process to confirm the influence and neighborhood credibility of each new hire. Town Nights events began at eight locations throughout the City on November 22 and will take place on Friday nights from December 3 to December 17, 2021. (see flyers in English and Spanish included in **Attachment D**. Town Nights will also take place in June and July 2022. For more information on Town Nights activities, see the DVP web page at: <https://www.oaklandca.gov/departments/violence-prevention>

PUBLIC OUTREACH / INTEREST

No outreach was deemed necessary for this report beyond the standard City Council agenda noticing procedures.

COORDINATION

Coordination with staff from OPD, OFD and DVP was utilized in the production of this report.

FISCAL IMPACT

There is no fiscal impact associated with the proposed resolution.

SUSTAINABLE OPPORTUNITIES

Economic: There are no economic opportunities associated with this report.

Environmental: There are no environmental opportunities associated with this report.

Race and Social Equity: Maintaining Measure Z funding is a benefit to residents and visitors to the City of Oakland by providing programs and services to reduce violent crime. The results of the current Request for Qualifications can result in Evaluations that recommend improved equity outcomes. Applying an equity framework will help ensure the City's ability to address violence prevention in a strategic manner.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That City Council Receive An Informational Report From the Oakland Police Department, Department of Violence Prevention, Oakland Fire Department On Efforts To Reduce Violence In Oakland Through The Measure Z - Public Safety And Services Violence Prevention Act Of 2014 Presented To The City Council, Safety And Services Oversight Commission, Community Policing Advisory Board and the Police Commission.

For questions regarding this report, please contact Tonya Gilmore at tgilmore@oaklandca.gov.

Respectfully submitted,



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Chief of Police
Oakland Police Department



[Guillermo Cespedes \(Dec 2, 2021 10:36 PST\)](#)

GUILLERMO CESPEDES
Chief of Violence Prevention
Department of Violence Prevention



[Reginald D. Freeman \(Dec 2, 2021 12:18 PST\)](#)

REGINALD FREEMAN
Chief of Fire
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Reviewed by:
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City Administrator's Office

Prepared by:
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Attachments:

- Attachment A - OPD Measure Z Year Four Final Evaluation**
- Attachment B - Oakland Violence – Problem Analysis 2019-2020**
LISA BARAO, PH.D. - Westfield State University
ANTHONY BRAGA, PH.D. - University of Pennsylvania
- Attachment C - Comprehensive Research Brief and Comprehensive Evaluation of Life Coaching**
- Attachment D - 2021 SSOC – Joint Meeting Presentation**

