



CITY OF OAKLAND

MEMORANDUM

DATE: April 30, 2021
TO: City Council and Members of the Public
FROM: Councilmember Carroll Fife and Council President Nikki Fortunato Bas
SUBJECT: **Reimagining Public Safety Recommendations Prioritization**

Dear City Council Colleagues and Members of the Public,

Safety, simply defined, is freedom from harm. Unfortunately, in the United States, safety is not a phenomenon that is evenly experienced across race, class, gender or ability. From Mary Turner to Breonna Taylor; Emmett Till to George Floyd; Tony McDade to Kayla Moore and countless others - the history of America's racialized policing system and vigilantism has cut short the lives of far too many, with little, if any accountability.

The groundswell of activism around the televised lynching of George Floyd, in conjunction with decades of organizing to hold Oakland police and local law enforcement accountable for the deaths of Oscar Grant, Richard Perkins, Demouria Hogg, Erik Selgado, Mario Woods, Stephon Clark and now Mario Gonzalez, has brought us to a moment where elected officials and community groups are collectively redefining public safety. A holistic understanding of what it means to be safe i.e., having housing one can afford, high quality childcare, well-resourced public schools, good-paying jobs, health care for all, are essential for people-centered alternatives to the punitive carceral state, but a financial commitment is necessary.

Oakland has one of the most expensive police departments in the nation, having spent well over \$330,000,000 in the last budget cycle, yet residents do not feel safe. We cannot afford to spend 44% of the City's general purpose fund (and 22% of the City's overall budget) on sworn officers while simultaneously defunding libraries, public parks, capital improvements, youth recreation, human services, housing, community development, transportation and so much more. A paradigm shift requires a deep investment in infrastructure and programming where none has existed before now.

The Reimagining Public Safety Task Force provided an important set of recommendations to transform public safety by shifting resources from enforcement and punishment to non-law enforcement responses to calls for assistance, and investment in programs that address the root causes of violence and crime. **Our resolution includes important recommendations from the task force that do the following: 1) reduce situations that could lead to escalation and police violence, 2) provide the most appropriate response to service calls, including those that do not require a sworn police officer, and 3) address the root causes of violence and poverty.**

Councilmember Carroll Fife and Council President Nikki Fortunato Bas
Subject: Reimagining Public Safety Recommendations Prioritization

This is about saving lives and increasing safety.

For questions regarding this memo, please contact Tonya Love, Chief of Staff, Office of District 3 City Councilmember Carroll Fife or Miya Saika Chen, Chief of Staff, Office of Council President Nikki Fortunato Bas, at mchen@oaklandca.gov.

Respectfully Submitted,



Carroll Fife
Councilmember, District 3



Nikki Fortunato Bas
Council President, District 2

Attachment 1: Reimagine Public Safety Resolution - RPSTF Recommendation List

**ADOPT A RESOLUTION PRIORITIZING RECOMMENDATIONS
FROM THE REIMAGINING PUBLIC SAFETY TASK FORCE FOR
CONSIDERATION IN THE FISCAL YEAR 2021-2023 BUDGET.**

List of RPSTF Recommendations (in order of appearance in resolution)

I.	MACRO - #57	Pages 4 - 5
II.	Alternative to 911 Calls – # 58	Page 6
III.	Gender-based violence – #72, 73, 74	Pages 7 - 10
IV.	Traffic Enforcement – # 59	Pages 11 - 12
V.	Demilitarize OPD – # 38, 43	Pages 13 - 16
VI.	Restorative Justice – # 67, 68, 69, 70	Pages 17 - 23
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VIII.	Oakland Youth Advisory – # 122	Page 25
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X.	RPSTF Phase 2 – # 47	Page 27

57. Immediately make long-term investment in MACRO

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, 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 3 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 3 year scale up detailed in full recommendation: Year 1: East and West Oakland per pilot areas; Year 2: Increase # of teams in E. and W. 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: Yr1: \$3 million Yr2: \$17 mil, Yr3: \$25 mil.

Contact Information: Liam Chinn (Liamchinn@hotmail.com)

NOTE – Year 3 estimated costs will have to be addressed in the FY 2023 – 2025 Budget Cycle.

58. Fund/Create Community Hotlines and Transfer 911 Call Center out of OPD

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.). 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 9-1-1 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; \$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) and Yoana Tchoukleva (ioanaq@gmail.com).

72. Increase funding to gender-based violence response services

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 18th 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: Should be implemented immediately, especially while the crisis is at its peak with the pandemic.

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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

73. Expand flexible funding for survivors of gender-based violence

Recommendation Summary: Provide flexible financial assistance for gender-based violence 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, child-care, 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 thus 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 already 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 dollars from any funds that can be saved from reducing the OPD budget, based on recommended cost-savings.

Contact Information: Marissa Seko, mseko@fvlc.org

74. Adequately fund gender-based violence prevention

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. These programs and services funded 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 or 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 maybe be open for longer hours, or offer 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 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. A prevention focus has a long term positive impact in reducing violence.

Estimated Timeframe: Implementation for this work should take place in phases starting now. Funding should be allocated immediately so organizations can have resources to build 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 3 years and will require agency coordination and community/youth engagement.

Estimated Cost: The cost for each item varies and we are requesting a \$2.5 million in annual funding for protective factors from violence.

Contact Information: Haleema Bharoocha | haleema@alliance4girls.org

59. Move most traffic enforcement to OakDOT

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).¹ Have OakDOT focus on high injury corridors rather than high crime neighborhoods as OPD currently does. Have OPD retain jurisdiction over extremely high-risk 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.^{2,3} 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.⁴

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 \$8.2M in FY20 budget, and traffic comprises about 11% of OPD's workload. Traffic operations also support special events, demonstrations, etc. OPD currently receives \$9.15M annually in special event fees from organizers. Finally, Oakland receives over \$35 million/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: Dave Campbell (dave@bikeeastbay.org), Chiamaka Ogwuegbu (chiamaka.ogwuegbu@gmail.com)

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 \(2019\)](#)

38. Eliminate the BearCat Armored Vehicle ASAP

Recommendation Summary: A Resolution to retire the [BearCat](#) is currently in the works, to replace it with an armored non-military 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. See Title 2 - Admin & Pers, Chapter 2.04 - Purchasing System Article I - Bidding, Contracting & Purchasing, Section I, to see where this is referenced.

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 reduce or deter crime](#). The long version of the recommendation provides additional background on issues related to the history of the BearCat prior to where we're at now: [click here](#).

Estimated Timeframe: 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.

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Estimated Cost: This would be a significant cost savings that's currently paid to public works in vehicle maintenance costs. At a [June 2019 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

43. Demilitarize OPD

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:

- 1) 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.
- 2) 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.
- 3) Abolish the use of [stress-based training](#) for trainees—based on the military boot camp model— and transition 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.
- 4) Combine these ideas with this recommendation by evaluating veterans by the merits of their military record, including discipline received. Determine whether they’re a vet of a foreign

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conflict and have them evaluated by the VA concerning their [mental health fitness](#), to assist with identifying or understanding any [underlying issues](#).

[Click here for more demilitarization ideas.](#)

Estimated Timeframe: The ordinance is ready to be adopted immediately, the other options may take up to 1 year.

Estimated Cost: N/A

Contact Information: Omar Farmer ofarmer@hotmail.com OPD Org and Culture, Best Practices WG

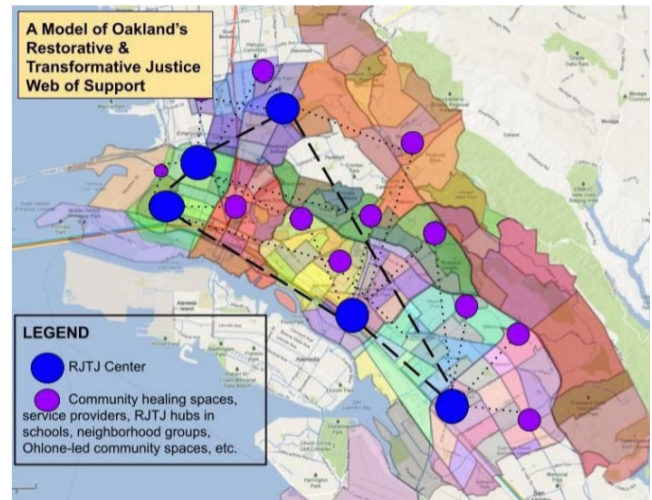
67. Start Growing a Restorative & Transformative Justice Web of Support (La Red de Justicia) and Building a Restorative, Healing City

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 (RJTT) web of support (la red de justicia) made up of RJTT 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.



Timeframe and Milestones

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 RJTT Centers (like [Restore Oakland](#)), offering on-site RJTT conflict resolution, job training, small business incubation and connections to critical services, including housing, jobs or mental health counseling. RJTT Centers can also host [community outreach workers](#), [violence interrupters](#) and a [community crisis hotline](#) (RPSTF #58), 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 RJTT practitioners, community members and indigenous leaders to

facilitate the rollout of this web of support as part of the RJTJ ecosystem/infrastructure.

Estimated Cost and Effectiveness

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.

Point Person - Yoana Tchoukleva (ioanaq@gmail.com), Alternatives Advisory Board.

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](#).

68. Provide More Comprehensive Reentry Support

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.

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

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Bridget Cervelli: bridgetcervelli1@gmail.com
(Alternate Responses, Programs, and Investments AB)

[Complete overview of proposed recommendation](#) (See Recommendation #2)
Awaiting Budget/Data AB Fiscal Analysis

69_107 Expand Restorative Justice Diversion for Youth and Young Adults & Expand NOAB

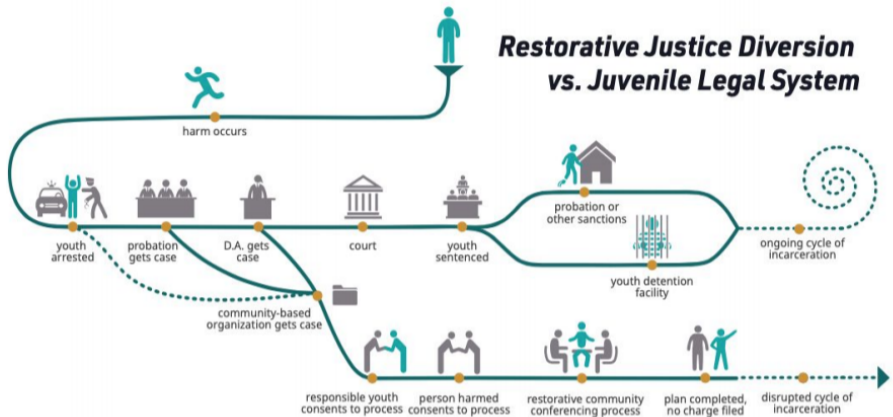
Recommendation Summary

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 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.



Timeframe and Milestones

- 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

Councilmember Carroll Fife and Council President Nikki Fortunato Bas
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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.

Point People - Yoana Tchoukleva (ioanaq@gmail.com) & Mariano Contreras (puralata1@gmail.com).

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.

70. Invest More in Programs, Services, and Spaces for Young People

Recommendation Summary: The City must invest in programs, services and spaces that specifically support youth as restorative and transformative justice leaders & peace-keepers 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 food 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 is 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.

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 and data advisory board to develop an accurate estimate.

Contact Information: Heather Manchester: heatherbmanchester@gmail.com, Matt Bush: matthew.bush22@gmail.com, Eve Delfin: eve.delfin@gmail.com (Alternate Responses, Programs, and Investments AB). More information: [See Recommendation 5](#)

144. Invest in Community Workers and Violence Interrupters

Recommendation Summary: The City should invest in Community Outreach 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, community ambassadors 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 150k-175k 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.

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122. Increase Investment in OYAC & OPC-YLC (1)

Youth Advisory Board

Recommendation Summary:

Increase investment and alignment in the Oakland Youth Advisory Commission (OYAC) and the Oakland Police & 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.

Estimated Timeframe: As soon as funding is authorized

Estimated Cost: \$532,200

More Info about the Youth Leadership Programs:

[Recommendation matrix](#)

OPC-YLC

OYAC

Contact Information:

Youth Advisory Board

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Oakland Youth Advisory Commission

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Oakland Police & Community Youth Leadership Council

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77. Create immediate housing solutions

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 3 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.¹

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.² The PolicyLink report, [A Roadmap Towards 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

47. Phase 2 of Reimagining Public Safety Task Force

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 [OPD Budget Explorer Tool](#) to 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.

[Working Group's Recommendations](#)

Estimated Timeframe: As soon as possible

Estimated Cost: No estimated cost at this time.

Note City Council Staff Estimates Cost to be \$8 million

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