



CITY OF OAKLAND

## MEMORANDUM

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**DATE:** June 15, 2020  
**TO:** City Council and Members of the Public  
**FROM:** Councilmember Nikki Fortunato Bas  
**SUBJECT:** **Budget Amendments for Community Safety**

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

**I respectfully request that the City Council: Adopt my amendments to the 2019-2021 Mid Cycle Budget, and direct the City Administrator to provide additional information about the OPD budget as outlined in this memo in order to reduce the OPD budget by at least \$25M.**

Our country is at a crossroads. Here in Oakland, after 17 years of non-compliance with the Negotiated Settlement Agreement to achieve constitutional policing, after three years of our Police Commission struggling for necessary City resources, and after the deaths of Oscar Grant, Richard Perkins, Demouria Hogg, Erik Salgado and many others to law enforcement, it is long overdue that we act for police accountability, investment in our communities and transformative safety solutions.

Thousands of people have reached out to us in just the past two weeks expressing concern that 44% of our general purpose fund budget goes towards policing while 2.4% goes to Parks and Recreation, 2.3% to Human Services and less to other important services. The calls to divest in policing and invest in community recognize that communities of color have been historically over-policed and under-resourced. Study after study shows that a living wage, access to holistic health services and treatment, educational opportunity, and stable housing are far more successful in reducing crime than police or prisons.<sup>1</sup>

Cities across the country are diverting police spending to community needs, and our neighbors in the Bay Area, including Alameda and San Francisco, are answering the call. Alameda proposes to reduce its police force from 80 to 30 officers through vacancies and attrition and to

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<https://populardemocracy.org/sites/default/files/Freedom%20To%20Thrive%2C%20Higher%20Res%20Version.pdf>

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have its Fire Department respond to mental health, welfare and other calls. San Francisco will divert non-violent calls - mental health, homeless, school discipline and neighbor disputes - from police to “non-law enforcement agencies.” Minneapolis, Seattle, Portland, Washington DC, Baltimore, and Philadelphia are among other cities taking action.

In Oakland, we have heard police officers themselves say “we can’t arrest ourselves out of the problems.” I’ve done ride-alongs with OPD in my district and witnessed operations on human trafficking targeting johns, illegal gambling where guns and drugs are confiscated, and seen drug dealing in our parks and on our streets. OPD has made some progress on these issues with our residents, and they also get calls about homelessness, neighbor disputes, quality of life issues, and other non-violent and non-crime issues. To address the root causes of violent and serious crimes, our residents need mental health and health services, youth programs, safe and stable housing, and real job opportunities. To address the non-violent and non-crime issues, our residents need trained crisis responders and mediators who are trusted by the community.

With all due respect, I believe our Mayor and Police Chief have not answered the calls from community members to divert police spending to community needs. Our City Council must respond to this call to action and ask the hard question: **how much of a police budget and how many officers do we need to keep our communities safe?** **By taking a hard look at our police budget, I am proposing the following *initial* ways to reallocate *at least* \$25 million towards improving safety and providing the services our residents really need.**

### **Budget Proposal**

I respectfully request that the City Council **approve two specific budget amendments today** that have been developed with community partners.

- **\$1.5M for Mental Health Services Pilot:** This would be funded by reducing OPD Overtime and increasing the budget of the Department of Violence Prevention. The current budget includes funds for a mental health study and community engagement which is being conducted by Urban Strategies Council and has been discussed at the Police Commission. This budget amendment would fund piloting the Mobile Assistance Community Responders of Oakland (MACRO) program in East Oakland neighborhoods in partnership with community organizations. Thank you to Council President Kaplan for leading this effort with community groups.

- **\$905,562 for Homelessness Prevention/Fair Chance & Re-Entry COVID Rapid Housing:** This would be funded by Fund 2244 Measure Q Parks replacing the allocation for OPD's Homelessness Unit. \$100,000 would increase the budget of Housing and Community Development to conduct fair chance housing outreach and education through existing contractors, as was discussed during the passage of Oakland's Fair Chance Housing ordinance in January 2020. \$805,562 would increase the budget of the Department of Violence Prevention to partner with existing grantees to provide flexible rapid housing assistance to prevent homelessness and COVID among individuals returning home from incarceration, such as motel vouchers, rental subsidies, and landlord incentives. Thank you to Vice-Mayor Reid and President Pro-Tempore Kalb for co-sponsoring the Fair Chance Housing ordinance with myself and City Attorney Parker.

I also respectfully request that the City Council **support additional amendments that reduce the OPD budget by at least \$25M** in order to re-invest in community safety programs and services. **To identify the specific budget reductions, I request that the Council direct the Administrator to provide additional information as outlined below.**

1. **Calls for Service** - What is the percentage breakdown of calls for service that are non-emergency and non-violent that could be answered by trained, civilian staff or community organizations? These include calls about homelessness, mental health, neighbor conflicts, and quality of life issues such as noise.
2. **OPD O&M/Non-Personnel Expenses** - This budget is nearly \$50M with significant amounts for vehicle rental (\$10 M), settlements & legal fees (\$7.5 M) and contract contingencies (\$3 M). The proposed reduction is only \$341,949 or 0.6%. Please propose how additional reductions of 20% or \$10 M can be achieved. In addition, what is the budget for capitalized equipment that does not appear among the O&M expenses and is any of this militarized equipment?
3. **OPD Personnel Expenses-**
  - a. Minimum Staffing - Measure Z requires minimum sworn officer staffing of 628. According to the Interim Police Chief at last week's Police Commission meeting, there are 792 officers budgeted and 749 positions filled. How many of these current officers are retirement eligible over the next two years? What would be the cost savings of not filling these positions in order to fund other community safety investments?

- b. Vacancies - There are 106 vacant positions, sworn and civilian.
  - i. 22 positions are proposed to be frozen, all civilian. What is the service impact of freezing these positions?
  - ii. Of the 106 vacant positions, how many have been vacant for more than one year? What positions are these? What would be the cost savings of freezing these positions? Rather than allocate this savings to overtime, we should redirect the savings to community safety services that help answer non-emergency, non-violent service requests. This would help focus the time of sworn officers on violent crime.
4. **OPD Overtime** - What is the proposed Overtime budget? How does this compare to spending over the past 5 years?
5. **OPD Carry-Forwards** - What are the OPD project carry-forwards? What is the cost savings of eliminating projects that are more than one year old?

With additional reductions in the OPD budget of at least \$25M, the items below would be supported, achieving greater community stability, safety and services.

- **\$10.5M - Continued City Services without Labor Concessions.** Support our city workers providing vital services in the City of Oakland by not laying off, furloughing, or otherwise hurting our city workers. The proposed labor concessions put the brunt of balancing our budget on our lowest paid workers.
- **\$2.5M - Housing the Homeless.** Increase the Department of Human Services budget to support and house more unsheltered residents during COVID-19 with a homeless outreach team as an alternative to OPD, encampment leadership stipends, motel vouchers, and funding for successful exits from motels into housing.
- **\$2.5M - OUSD Safety Plan and Violence Prevention at School Sites.** Increase the budget of the Department of Violence Prevention to create school-site based violence prevention and crisis intervention teams at each of the eight high schools and middle schools with the highest rates of expulsion and suspension in the City of Oakland. These would join the Coordination of Services Teams (COST)<sup>2</sup> and support [OUSD's safety planning as they remove police from their schools](#). By engaging principals,

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<sup>2</sup> Coordination of Services Team, also known as COST, is a team of school-site staff members who come together on a regular basis to discuss how the school is providing additional services to *at risk students*. The goal of COST is to coordinate school-wide efforts focused on making sure students come to school every day, are in good health, are performing well academically, and are developing the social/emotional skills necessary to be successful in school and life.

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. These teams would include positions modeled after Oakland Unite'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.

- **\$1M - CSEC and Trafficked Support Programs.** Increase the Department of Violence Prevention budget in order to support Commercially Sexually Exploited Children (CSEC) and adults subject to Human Trafficking to provide outreach, support, housing, and job training in partnership with community organizations led by survivors of sex trafficking.
- **\$800,000 - More Staff for Police Accountability.** Add five investigators to the Community Police Review Agency to investigate complaints of misconduct within the mandated timeframes and improve police accountability.
- **\$5M - Community Safety Ambassadors.** Address issues in our neighborhoods, parks and business districts with trained, trusted civilian staff who are well-positioned to provide event safety, conflict resolution, mediation, and public education. The following models could be incorporated into the Office of Parks, Recreation & Youth Development (OPRYD) (for parks) and Economic & Workforce Development (EWD) (for business corridors and events) with an additional \$5 million:
  - In May, our office supported OPRYD's launch of the pilot of COVID-19 Ambassadors in our parks to conduct education. This community-led safety and job creation initiative could be expanded to parks and business corridors across the City of Oakland.
  - In Chinatown, community organizations and private partners came together to fund the *Asian Prisoner Support Committee* "Ambassadors," who have a daily presence on the streets of Chinatown and build trust with local residents, merchants, and the unhoused community. They clean up graffiti, pick up trash, report illegal dumping, serve food to and support the unhoused community. This funding could expand this model to other business areas including Eastlake, Fruitvale, and across the City.

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- Many cities rely on self-policing or security by the community at events and demonstrations, with police stepping in only during a true emergency. Organizations in Oakland such as *Community Ready Corps* already conduct this type of community-led service such as providing safety support for the recent car caravan and curfew demonstrations attended by over 5,000 people.

I firmly believe that we must honor the will of the voters. That means, making sure that **Measure Q** funds are spent as voters intended on maintaining our parks, addressing homelessness, and creating clean stormwater infrastructure. For **Measure Z**, the City must ensure funds are spent as voters intended on community programs that reduce violence. As a reminder, Measure Z aims to “...to reduce gun violence, robberies, and homicides, improve 9-1-1 response times and support at-risk youth/young adults, [by] provid[ing] improved police, fire and emergency response services and proven community programs, including dropout prevention, crisis intervention, and job training/placement...”

**I respectfully request that the City Council: Adopt my amendments to the 2019-2021 Mid Cycle Budget, and direct the City Administrator to provide additional information about the OPD budget as outlined in this memo in order to reduce the OPD budget by at least \$25M.**

For questions regarding this item, please contact Miya Saika Chen, Chief of Staff, Office of Councilmember Nikki Fortunato Bas, at [mchen@oaklandca.gov](mailto:mchen@oaklandca.gov).

Respectfully Submitted,



Nikki Fortunato Bas  
Councilmember, District 2

**Attachments**

1. Budget Amendment Spreadsheets
2. Oakland Homeless Prevention: Fair Chance & Re-entry COVID Rapid Housing

**FY 2020-21 COUNCIL BUDGET AMENDMENTS**  
**FUND #1010 - OPD Overtime**

**REVENUE ADDITIONS (POSITIVE #) & REDUCTIONS (NEGATIVE #)**

Item #	Dept.	Description	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
1			\$ -	\$ -	\$ -	
2			\$ -	\$ -	\$ -	
3			\$ -	\$ -	\$ -	
4			\$ -	\$ -	\$ -	
5			\$ -	\$ -	\$ -	
<b>Subtotal Revenue Adjustments</b>			<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	

**EXPENDITURE REDUCTIONS (NEGATIVE #)**

Item #	Dept.	Description (Include Job Class & FTE)	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
6	OPD	Reduce Overtime	\$ -	\$ (1,500,000.00)	\$ (1,500,000.00)	
7			\$ -	\$ -	\$ -	
8			\$ -	\$ -	\$ -	
9			\$ -	\$ -	\$ -	
10			\$ -	\$ -	\$ -	
<b>Subtotal Expenditure Reductions</b>			<b>\$ -</b>	<b>\$ (1,500,000.00)</b>	<b>\$ (1,500,000.00)</b>	

	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total
<b>FUNDS AVAILABLE FOR PROGRAMMING</b>	<b>\$ -</b>	<b>\$ 1,500,000</b>	<b>\$ 1,500,000</b>

**EXPENDITURE ADDITIONS (POSITIVE #)**

Item #	Dept.	Description (Include Job Class & FTE)	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
11	DVP	Mobile Assistance Community Responders of Oakland (MACRO) Pilot	\$ -	\$ 1,500,000.00	\$ 1,500,000.00	
12						
13			\$ -	\$ -	\$ -	
14			\$ -	\$ -	\$ -	
15			\$ -	\$ -	\$ -	
<b>Subtotal of Expenditure Additions</b>			<b>\$ -</b>	<b>\$ 1,500,000.00</b>	<b>\$ 1,500,000.00</b>	

	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total
<b>SURPLUS / (DEFICIT)</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>

**FY 2020-21 COUNCIL BUDGET AMENDMENTS  
FUND 2244 - Parks Measure Q**

**REVENUE ADDITIONS (POSITIVE #) & REDUCTIONS (NEGATIVE #)**

Item #	Dept.	Description	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
1			\$ -	\$ -	\$ -	
2			\$ -	\$ -	\$ -	
3			\$ -	\$ -	\$ -	
4			\$ -	\$ -	\$ -	
5			\$ -	\$ -	\$ -	
<b>Subtotal Revenue Adjustments</b>			<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	

**EXPENDITURE REDUCTIONS (NEGATIVE #)**

Item #	Dept.	Description (Include Job Class & FTE)	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
6	OPD	remove 3.00 FTEs from OPD Homeless Unit from Meas Q Fund	\$ -	\$ (905,562.00)	\$ (905,562.00)	
7			\$ -	\$ -	\$ -	
8			\$ -	\$ -	\$ -	
9			\$ -	\$ -	\$ -	
10			\$ -	\$ -	\$ -	
<b>Subtotal Expenditure Reductions</b>			<b>\$ -</b>	<b>\$ (905,562.00)</b>	<b>\$ (905,562.00)</b>	

	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total
<b>FUNDS AVAILABLE FOR PROGRAMMING</b>	<b>\$ -</b>	<b>\$ 905,562</b>	<b>\$ 905,562</b>

**EXPENDITURE ADDITIONS (POSITIVE #)**

Item #	Dept.	Description (Include Job Class & FTE)	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total	Notes
11	DVP	Homeless Prevention/COVID Re-entry Rapid Housing Assitance Fund	\$ -	\$ 805,562.00	\$ 805,562.00	
12	HCD	Homeless Prevention/Fair Chance Housing Outreach Fund	\$ -	\$ 100,000.00	\$ 100,000.00	
13			\$ -	\$ -	\$ -	
14			\$ -	\$ -	\$ -	
15			\$ -	\$ -	\$ -	
<b>Subtotal of Expenditure Additions</b>			<b>\$ -</b>	<b>\$ 905,562.00</b>	<b>\$ 905,562.00</b>	

	FY 2020-21 Ongoing	FY 2020-21 One-Time	FY 2020-21 Total
<b>SURPLUS / (DEFICIT)</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>





## OAKLAND HOMELESS PREVENTION: FAIR CHANCE & RE-ENTRY COVID RAPID HOUSING

The following organizations are submitting this request: Alameda County Fair Chance Housing Coalition, All of Us or None/LSPC, Black Culture Zone Collaborative, Black Tech for Black Lives, BOSS, Brotherhood of Elders, Centro Legal de la Raza, CURYJ, East Oakland Building Healthy Communities, East Oakland Collective, Essie Justice, Faith in Action, Just Cities, TechEquity Collaborative, The Village, Oakland Youth Advisory Commissioners, Sierra Club.

**Funding Source for Re-Allocation:** Measure Q, \$905,000 allocated for OPD 3 officers & overtime

### 1. Dept of Violence Prevention, COVID Re-entry Rapid Housing Assistance Fund: \$805,000

**Expedite Funds:** Allocate funds to an existing Oakland UNITE nonprofit contractor to administer given the emergency homelessness and health situation facing people released from prison because of COVID outbreaks. There is insufficient time for a City formal RFP process.

**Program Details:** Flexible Rapid Housing Assistance to prevent homelessness and COVID such as motel vouchers, rental subsidies, landlord incentives.

### 2. Housing & Community Development, Fair Chance Housing Outreach & Education: \$100,000

**Expedite Funds:** Include the contracts as part of HCD’s Council report/request on anti-displacement contracts. **Program Details:** Outreach & Education to prevent homelessness by ensuring that formerly incarcerated residents and their families know and can access their new rights under the Fair Chance Housing Ordinance.

**Homeless Prevention Rationale:** Outbreaks of COVID-19 within prisons and jails have prompted the release of 3,500 inmates from California’s state prisons, and a decrease of 20,000 in the daily jail population since late February.<sup>1</sup> In Santa Rita Jail alone, 1,000 people have been released after over 50 inmates tested positive for COVID.<sup>2</sup> In light of Governor Newsom’s efforts, the release of thousands more can be expected in the coming months. Without access to immediate housing, thousands could be left homeless and at-risk of COVID.

When the City Council unanimously voted for the Ron Dellums Fair Chance Housing ordinance, the nation’s most progressive fair chance housing policy, it also supported funding for critical outreach and education. The Fair Chance Housing Ordinance prevents homelessness by removing a structural barrier to housing for formerly incarcerated persons. A survey of Oakland encampments found that 73% of residents were formerly incarcerated.<sup>3</sup> Nationwide, formerly incarcerated people are 10 times more likely to be homeless than members of the general public.<sup>4</sup>

<sup>1</sup> Hamilton, M. LA Times (5/17/20). [“California’s prisons and jails have emptied thousands into a world changed by coronavirus.”](#)

<sup>2</sup> Ibid.

<sup>3</sup> Tsai, T. (2019). *Standing Together: A Prevention-Oriented Approach to Ending Homelessness in Oakland*, p. 12. Report by Just Cities, UC Berkeley Goldman School of Public Policy Center on Civility and Democratic Engagement, and the Village.

<sup>4</sup> Prison Policy Initiative. (2018). [Nowhere to Go: Homelessness among Formerly Incarcerated People.](#)