



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** Tonya Gilmore  
Assistant to the  
City Administrator

**SUBJECT:** Violence Reduction Efforts  
Through Measure Z of 2014

**DATE:** September 21, 2020

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City Administrator Approval

Date: Sept. 24, 2020

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## **RECOMMENDATION**

**Staff Recommends That The City Council Receive An Informational Report From The Oakland Police Department, Department of Violence Prevention, Oakland Fire Department And Department of Race And Equity 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, Police Commission, And The Reimagining Public Safety Task Force.**

## **EXECUTIVE SUMMARY**

This report provides a summary of how City Departments have utilized funding from the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) to reduce violence and the inclusion of a racial equity framework to improve effectiveness. This report is 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) as required by Measure Z, and the newly created Reimagining Public Safety Taskforce (Resolution No. 88269 C.M.S).

Staff recommends that the City Council receive this informational report that discusses violence prevention and reduction efforts under Measure Z and citywide. Violence has a vastly disproportionate impact on communities of color, specifically African Americans and Latinos, in Oakland and elsewhere. No one effort alone can achieve safety and healing. Inequitable systems that drive disparities in criminalization, wealth, health, education, and housing are all forms of structural violence – and they perpetuate the cycle of individual violence. The City of Oakland has embraced an explicit equity approach that highlights the need to change its own systems and institutions that contribute to inequitable outcomes related to violence.

This joint meeting presents an opportunity for community members and City leaders to articulate a commitment to reducing disparities to those who experience violence without increasing racial disparities in incarceration and by taking a public health approach that explicitly seeks to address root causes of violence.

City Council  
September 29, 2020

## **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.

### **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.

In support of objective #1 - Reduce homicides, robberies, burglaries, and gun-related violence:

Oakland Police Department (OPD) practices “Geographic Policing” as its “Community Policing” model by hiring, deploying and maintaining sworn police personnel. OPD assigns patrol Officers and Area Commanders to specific Beats/Neighborhoods as well as assigning specific Community Resource Officers (CROs) to partner with communities on neighborhood crime and nuisance issues. OPD utilizes a balance of intervention and interruption of violent crime through a comprehensive mix of intelligence led strategies.

While beginning of 2020 noted initial low numbers related to gun violence, after the onset of the pandemic and shelter-in-place the city experienced a sharp increase in shootings. In 2020, Quarter 2 had a 109 percent increase in homicides and a 65 percent increase in assaults with a firearm over Quarter 1. To date, the City is 27 percent up in homicides and 41 percent up in assaults with a firearm compared to the same time last year.

In OPD’s assessment, there are many factors contributing to the increase. Due to the pandemic and social distancing, there has been a disruption in usual patterns of behavior and gatherings and a noted increase in multiple group/gang conflicts fueled by the ready supply of crime guns. Social distancing has reduced the capability to conduct targeted interventions through direct visits and communications and the lack of ability to hold individuals in custody has lessened the accountability and ability to enact “cooling off periods.” The pressing fiscal and health impacts disparately affecting Oakland’s most challenged communities have increased tensions and anxiety as the sheltering in place continues. Diminishing resources add another factor to the complexities facing communities with the early reentry of formerly incarcerated individuals without adequate resources or supports.

To support objective #1 during the pandemic, the Department has enacted additional strategies designed to support Oakland’s communities in crisis through the “OPD Cares” initiative utilizing

OPD's Measure Z personnel and resources to establish Community Resource Vans with crime reduction patrols, and provisions of Personal Protective Equipment (PPE) and other city/county/community resources.

In support of objective #2 - Improve police and fire emergency 911 response times and other police services:

OPD is committed to maintaining a minimum number of sworn personnel and continually assessing and rebalancing resources, to minimize disparities in levels of service in different areas that experience spikes in violent crimes which require additional resources.

The Oakland Fire Department (OFD) is required to maintain adequate personnel resources to respond to fire and medical emergencies.

Also, in support of objective #2, the Oakland Fire Department (OFD) is committed to reducing the risk of negative disparate impacts by maintaining enough personnel resources to respond to fire and medical emergencies and assist victims of violence through a swift response to 911 calls.

In support of objective #3, OPD's Ceasefire strategy and Special Victims Services utilize the committed community partnerships and networks of CBOs to "rescue" young people engaged in violence or sexual exploitation,

Also in support of objective #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:

By working to fulfill the third objective of Measure Z, Oakland Unite, which was recently incorporated into the newly created Department of Violence Prevention (DVP), brings together and funds community-driven support for people at the center of violence using proceeds from Measure Z. DVP programs provide outreach, case management, education and employment support for youth and young adults at the center of gun violence, and crisis response for family violence victims, commercially sexually exploited children, and victims of shootings and homicides.

**Table 1** below provides a visual overview of the voter-approved legislation, including the objectives, legislation elements, funding allocations, evaluation and audits requirements and community oversight.

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

<b>OBJECTIVE</b>	<ul style="list-style-type: none"> <li>• Reduce homicides, robberies, burglaries, and gun-related violence</li> <li>• Improve police and fire emergency 911 response</li> <li>• Invest in violence intervention/prevention to interrupt cycle of violence</li> </ul>
<b>LEGISLATION ELEMENTS</b>	<ul style="list-style-type: none"> <li>• Minimum 678 Officers</li> <li>• Expires 2024 after 10 years</li> <li>• Requires 3rd party evaluation and audit</li> <li>• Prohibits layoff of officers if layoff results in fewer than 800 sworn OPD personnel</li> <li>• Layoff of officers requires adoption of City Council resolution containing factual findings</li> </ul>
<b>FUNDING</b>	<ul style="list-style-type: none"> <li>• 3% of total revenue for eval, audit, &amp; oversight</li> <li>• \$2M to Fire</li> <li>• 60% to Police</li> <li>• 40% to Oakland Unite (Human Services)</li> </ul>
<b>EVALUATION AND AUDITS</b>	<ul style="list-style-type: none"> <li>• Data - SARAnet</li> <li>• Data - Cityspan</li> <li>• DVP Eval - Mathematica</li> <li>• OPD Eval - RDA</li> <li>• Audit - Controller's Office</li> </ul>
<b>COMMUNITY OVERSIGHT</b>	<ul style="list-style-type: none"> <li>• Nine (9) member Commission</li> <li>• Monitor annual performance audits</li> <li>• Monitor annual financial audits</li> <li>• Provide input on strategies</li> </ul>

## 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 Measure also specifies commission 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.

In addition, Northeastern University, Northwestern University and Rutgers University collaborated to complete an evaluation of the Ceasefire program, which was also supported by Measure Z-OPD funds. Key findings of the Ceasefire Evaluation were presented to the SSOC in August of 2018 and to the Public Safety Committee in June of 2019. The full *Oakland Ceasefire Evaluation* is included as **Attachment A**.

The citywide process and impact evaluation of the Ceasefire program was designed to determine if the reduction in homicides and shootings was attributable to the Ceasefire strategy. The evaluation found that during the five-year period between 2012 and 2017, Oakland saw a 42 percent reduction in homicides and a 49 percent reduction in shootings.

The results and key findings of the evaluation indicate that Ceasefire intervention was associated with an estimated 31.5 percent reduction in Oakland gun homicides and associated with a 20 percent reduction in shootings. Only two of 12 comparison cities experienced significant reductions during this time period.

The Ceasefire evaluation qualitative recommendations include:

- The Ceasefire Strategy should better involve participants' romantic partners and family members to reduce program stigma and increase community support.
- The Strategy should be more inclusive and strategic regarding the public messaging (and face) of Ceasefire.

In 2019, the Direct Communications included:

- 47 Call-ins/Intervention participants
- 15% were Partners, friends and family members
- 57% were referred for services

- 257 Custom Notifications
- 24% were Partners, friends and family members
- 68% were referred for services
- 92% involved a faith and or community leader

2020 Direct Communications to date include:

- 17 Call-ins/Intervention participants
- 35% were Partners, friends and family members
- 76% were referred for services
- 64 Custom Notifications
- 29% were Partners, friends and family members
- 68% were referred for services
- 92% involved a faith and or community leader

Resource Development Associates (RDA) was contracted for three years to provide a process and outcome evaluation of OPD's two Measure Z funded policing services - Community Resource Officers (CROs) and Crime Reduction Teams (CRTs). The evaluation sought to evaluate the impact of two key outcomes:

- Community members' trust in OPD; and
- Crime and violence within Oakland.

The first evaluation RDA conducted in 2017 focused primarily on the progress made by OPD in the implementation of Measure Z activities, highlighting their commitment to the goals and objectives of Measure Z (see **Attachment B**). The 2017 report also identified OPD's ongoing challenges with staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

Building on these findings, RDA's 2018 evaluation focused on the roles and expectations of CROs and CRTs to achieve Measure Z objectives (see **Attachment C**). The RDA evaluation team identified significant efforts by CROs to build community relationships and trust through CRO projects; strong collaboration between CROs and CRTs within areas; and the use of intelligence-led, geographic, and community-oriented policing approaches to address violent crime. Challenges with officer morale and retention as well as limitations in the availability of data hampered efforts to provide detailed information about the activities CROs and CRTs engaged in that may have contributed progress towards Measure Z goals.

The 2019 evaluation addresses questions raised in prior evaluations by collecting data from new sources that were previously unavailable, as well as analyzing updated data from existing sources (see **Attachment D**). Staff drew from updated reported crime data, CRO project data from the SARANet database, retention and turnover data collected from personnel records, and a pilot time study analysis of CRO and CRT officer activities to respond to evaluation questions.

The SSOC and City Administrator's Office oversaw the process for selecting the Oakland Unite evaluator, Mathematica Policy Research. In October of 2016, Mathematica was contracted to provide annual strategy-level reports that assess the effectiveness of a selection of Oakland

Unite strategies, an annual agency-level snapshot that summarizes descriptive findings for each Oakland Unite 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. Previous strategy reports and agency reports can be viewed at this website: <http://oaklandunite.org/about/research-and-reports/>. The 2020 report, which is currently being prepared by Mathematica, constitutes the agency-level report, providing detailed profiles for each Oakland Unite agency and strategy.

The *2016 -2019 Oakland Unite Agency Report* summarizes participant and service information for the agencies and strategies funded by Oakland Unite from January 1, 2016 to June 30, 2019 (see **Attachment E**). The information presents an initial view of the first six months of data collected for the agencies and strategies funded from July 1, 2019 through June 30, 2020. All the information provided in this report is based on administrative data and document reviews.

## **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 800 sworn police personnel in OPD. In addition, the City may only layoff 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; 2) Strengthen Community Trust and Relationships; and 3) Achieve Organizational Excellence.

OPD is committed to reducing the risk of negative disparate impacts on the community by enhancing precision-based policing practices, continuously evaluating racial disparities and related OPD strategy, policy and individual performance.

OPD benefits from working with RDA and receiving ongoing assessments of how CROs and CRTs are deployed to reduce crime and response times. Based on recommendations from the 2017 and the 2018 evaluations, OPD is revising the Community Policing Policy and increasing training and resources for CROs/CRTs. During the past year, 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 in March developed curriculum for and participated in the CRO training. Moving forward, the Department plans to conduct CRO trainings quarterly 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.

The *2019 Annual Evaluation* completed in January 2020 by RDA (**Attachment D**) utilized a mixed-methods evaluation design comprised of the following data sources to respond to the three evaluation questions listed below: OPD crime statistics; beat project details from OPD's SARAnet database; turnover and retention data co-developed by RDA and OPD; a pilot time study also co-developed by RDA and OPD; focus groups; interviews; and neighborhood meeting observations.

1. What are CRT and CRO staffing levels? Do CRT and CRO staffing levels support Measure Z objectives?
2. What activities do CRO and CRT officers engage in? How do CRO and CRT activities correspond to Measure Z objectives?
3. How have crime trends in Oakland changed over time and how do these trends correspond to Measure Z activities?

RDA described challenges OPD faces and provided six (6) recommendations that address concerns noted in the evaluation report as:

1. *OPD staffing exceeds the minimum specified in Measure Z but is below the authorized staffing level.*
2. *OPD's staffing issues are a barrier to keeping CRO and CRT positions filled and CRO and CRT officers focused on Measure Z priorities.*
3. *Measure Z retains high-level support from OPD Leadership.*
4. *CRO staffing is a clear OPD priority.*
5. *CRT vacancies are modest yet consistent in nature.*
6. *CROs and CRTs have an average tenure of two years.*
7. *CRO and CRT activities are aligned with the stated objectives of Measure Z, both directly and indirectly.*
8. *The racial composition of CROs and CRTs vary by sub-group.*
9. *Nascent data sources specific to CRO and CRT activities should be interpreted with caution; improvements have been made to monitor and refine this component of the evaluation.*

**Recommendation 1**

*Conduct a staffing study to assess appropriate OPD staffing levels.*



**Recommendation 2**

*Continue to prioritize CRO and CRT staffing and reduce the number of CRT position vacancies.*

**Recommendation 3**

*Continue to decrease the amount of time CROs and CRTs spend supporting patrol officer activities leaving them free to address community policing projects.*

**Recommendation 4**

*Continue to explore opportunities to increase retention and reduce turnover among CROs and CRTs.*

**Recommendation 5**

*Continue to explore opportunities to measure CRT activities.*

**Recommendation 6**

*Examine mechanisms to make CRO and CRT Units, and OPD overall, more representative of the communities they serve.*

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: 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. In August of 2018, the Ceasefire Evaluation noted a 52.1 percent reduction in fatal and non-fatal shootings between 2011 and 2017.

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. Oakland Unite's role in the strategy is to advocate for and serve these young men through coaching and resources that help them stay alive and free. Results from current and future evaluations inform program implementation.

**Department of Violence Prevention – Oakland Unite**

In 2017, the City Council created 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 mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The newly established Department of Violence Prevention is an opportunity to apply a citywide, comprehensive strategy and approach to the City's work in public safety and violence prevention, which must be guided by an equity outcome goal such as "Having all residents of Oakland living in safe, healthy, and thriving communities free from limitations related to race, gender, class or other identities."

The DVP pursues a public health approach to violence prevention that focuses on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most impacted by violence.

The Department of Violence Prevention emphasizes and elevates community voices and needs in the City's violence prevention efforts with specific emphasis in domestic violence, commercial sexual exploitation of children, and gun related violence and homicides. The DVP is charged with transforming the City's violence prevention efforts into a citywide strategy for community-led, non-law enforcement approaches to reduce and sustain violent reduction. At the core of the DVP's mission is the recognition that intense violence, especially shootings, homicides, sexual violence and domestic violence, hurts poor and working-class communities of color disproportionately and impacts African Americans the most.

The work of the DVP began with the engagement of the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder convening process, including a community-based Participatory Research component, that culminated in a community leadership summit on Saturday, June 8, 2019. In the fall of 2019, the new Chief of the Department of Violence Prevention, Guillermo Cespedes joined the staff in addition to Deputy Chief, Dr. Sarai Crain.

The work of the DVP also applies a racial equity framework to guide violence prevention and reduction efforts under Measure Z and citywide.

Guided by an explicit equity framework, the DVP prioritizes individuals and communities most impacted by violence and trauma. Their programs primarily serve the African American and Latinx community between 16-35 years old who have been victims of serious violence, have been involved in the justice system for violent offenses, are involved in group/gang violence, have been impacted by family violence, and/or have been commercially sexually exploited. 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.

As stated above, the independent evaluation of DVP violence intervention services includes annual descriptive reports on program activities; annual evaluations of the impact of selected strategies on participant outcomes; and a four-year comprehensive evaluation of the impact of participation in life coaching programs.

From January 1, 2016 through June 30, 2019, DVP's efforts were focused around five specific strategies: life coaching, education and economic self-sufficiency, violent incident and crisis response, innovation, and community asset building. Overall, from January 1, 2016 through June 30, 2019, 27 agencies were awarded \$25,621,600 in total funding, with direct services also provided within the Human Services Department (HSD).

All grantee agencies were required to match at least 20 percent of their DVP grants. HSD also invested \$880,000 in grantee training and technical assistance for agencies.

In preparation for their current funding period, the DVP reached out to city residents living at the center of violence to better understand what existing supports were most effective and where supports were falling short. Local and national experts also shared knowledge about effective violence prevention models.

Building off this information, as well as years of local experience and evaluation, a revised set of strategies was recommended to designed to address trauma, support healing, and reduce violence. The revised strategies included gender-based violence response, which increased

funding for services supporting commercially sexually exploited youth and victims of family violence, as well as a new community healing strategy to support grassroots efforts to reduce violence and heal trauma. In May 2019, the Oakland City Council authorized grants to newly selected agencies in these strategies through fiscal year 2020 (covering July 1, 2019 through June 30, 2020) for a total amount of \$9,315,850, with a one-year option to renew through June 30, 2021 (Resolution No. 87756 C.M.S.).

In the years since Measure Z was passed, Oakland Unite has supported over 3000 people each year and reached thousands more through community events.

During this period, Oakland Unite efforts were focused around five strategies:

1. Life coaching
2. Education and economic self-sufficiency
3. Violent incident and crisis response
4. Innovation
5. Community asset building

Twenty-seven (27) agencies were awarded \$25,621,600, with direct services also provided within the Human Services Department (HSD).

Like other cities across this country, Oakland has seen gun violence climb during the past 4-5 months of this pandemic. As mentioned above, while most other property crimes have seen general decreases, as of Sunday, September 20<sup>th</sup> shootings with injuries were up 41 percent (309 v. 219) and homicides up 27 percent (66 v. 52) compared to this time last year. This is coupled with the steady increase in COVID-related infections, since March there has been weekly new infection rates well over 300 percent in the three hardest hit East Oakland zip codes (twice in August a weekly infection rate of over 400 percent was reported), and currently hovering just between 160 percent -190 percent in the communities east of Fruitvale Avenue (94601, 94603 and 94621). It is without a doubt that these communities face the double threat of both of these public health crises that do not seem to be abating.

Since March, when the shelter-in-place order began, DVP has done the following to meet increased need and trauma in the most impacted communities:

- Working with Ceasefire partners (OPD, faith leaders, probation), DVP has participated in bi-weekly Ceasefire “interventions” (i.e. call-in’s) this past 6 weeks, as well as followed-up with increased number of individual Ceasefire referrals targeting those who have been highly active in recent gun violence and/or group-related feuds.
- Life coaches have increased frequency of virtual communications, while continuing to meet clients in-person when needed to address urgent concerns; still provide advocacy with justice system, referrals to employment and housing supports, though challenging given the COVID-related restrictions on in-person meetings with other providers, i.e. no face-to-face mental health visits, limited employment opportunities as brick-and-mortar businesses struggle to maintain staff and stay open. Increased the distribution of food/groceries, hygiene supplies, diapers, and gift cards. Become more flexible and creative in how clients earn financial incentives and have added increased time spent with family, children, increased physical activity/exercise at home, journal writing, and

intentional efforts to just shelter-in-place as milestones that earn incentives which are much needed.

- Community ambassador program since May 5, hired 16 young adults aged 17-35 to serve as credible messengers, selected for their street credibility and lived experience in neighborhoods where violence and COVID-19 has been most concentrated. Goal is to use personal protective equipment (PPE) and public health education as the vehicle and gateway to deepen more sustained conversation around interrupting violence and keeping neighborhoods violence-free. The ambassadors are paid \$25/hour for 3 hours per day, 3 days per week; over past 4 months, they have distributed 66,000 masks, 66,000 pairs of gloves and 22,000 hand sanitizers to residents in West and East Oakland, along with diapers, hygiene supplies, and food/produce/pre-made meals. DVP ambassadors have also disseminated information on free testing sites, census completion and now voting registration. Partnering with Oakland Police Activities League (PAL) and OPD Cadets (packing and distribution of PPE, produce/food), Oakland Fire Department (door knocking, fire trucks, street canvassing) and various County staff, and intense collaboration with community organizations like TRYBE (food distribution in Eastlake, San Antonio, Manzanita and Fruitvale) and Street Level Health Project (PPE and info to Spanish- and Mam-speaking residents and day-laborers), has extended DVP's reach and amplified all of the joint efforts.

## **ANALYSIS AND POLICY ALTERNATIVES**

Since the establishment of the Department of Race and Equity, the City has started to pivot to an equity approach in the delivery of City services. Taking an equity approach to public safety and violence prevention is grounded in adopting a racial equity outcome goal such as "Having all residents of Oakland living in safe, healthy, and thriving communities free from limitations related to race, gender, class or other identities."

Creating an equitable approach to violence prevention requires working with community members to identify root causes of differences in conditions that limit certain group's access to opportunity to achieve equitable outcomes.

While the independent program evaluations for Measure Z funded activities show trends in a positive direction, and year-end violent crimes rates have been trending down over the past few years, the positive outcomes are not felt by everyone in Oakland. Violence has historically, and continues to have, a disproportionate impact on communities of color, specifically African Americans.

### **Next Steps**

Historically, violence and trauma have been concentrated in African American communities to a greater degree than other groups, as indicated by numerous studies including the 2018 Equity Indicators Report, available at the following website: <https://www.oaklandca.gov/projects/oakland-equity-indicators>. More recently, Oakland's immigrant and undocumented communities have been under the additional strain and trauma of living under the threat of criminalization and deportation. Much of this can be attributed to structural and systemic barriers that have produced the underlying conditions of

intergenerational poverty, underemployment, low educational attainment, and lack of opportunities. As such, there is an urgent need to prioritize investment and resources in communities hit hardest by violence, and to analyze the challenges and assess the efforts put in place through a racial equity lens.

Applying a racial equity framework that guides efforts funded under Measure Z will inform violence reduction priorities across all departments toward a more comprehensive citywide strategic approach to public safety and violence prevention.

This equity approach is critical if the City of Oakland is serious about eliminating violence in the community not through mass incarceration that would lead to increased disparities in outcome (for instance), but through addressing the root causes of violence.

Coupled with the recommendations from the RDA and Mathematica evaluations for the Measure Z work, the City can more effectively utilize Measure Z funds and cast an equitable approach to reducing violent crime. Specific next steps and outcomes include:

- OPD should maintain consistent community policing assignments to allow the community to develop relationships with CRO's.
- OPD should continue to build better relationships with the community utilizing policing policies that refrain from over-policing Black and Latino communities.
- Oakland Unite should launch new strategies approved in the 2019-2021 Spending Plan that prioritize the needs of individuals and communities at the center of violence.
- Oakland Unite should continue to improve implementation of services by offering training and technical assistance to service providers, and by coordinating among providers and system partners to ensure programs are responsive to challenges and changing needs.
- OFD should continue to maintain or exceed industry standard response times so that victims of violence can have the best possible outcomes.
- The City should work to address inequity in access to opportunity in addition to violent crime, and coordinate work between all City departments including OPD.
- The City should commit to a racial equity framework to guide future violence reduction efforts funded under Measure Z. Citywide efforts going forward, across every City department should align towards the goal of eliminating racial disparities and advancing equity in life outcomes for all residents that will ultimately have the outcome of reduced violent crime for all.

### **FISCAL IMPACT**

There is no fiscal impact associated with this informational report.

### **PUBLIC OUTREACH / INTEREST**

This item did not require any additional public outreach other than the required posting on the City's website.

### **COORDINATION**

Staff from the Oakland Police Department, Human Services Department, the Oakland Fire Department, the Department of Race and Equity and the Department of Violence Prevention were consulted in preparation of this report and resolution.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Successful implementation of an equity framework can promote financial stability for impacted communities.

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

***Race and Equity:*** Applying an equity framework will help ensure the City's ability to address violence prevention in a strategic manner. If achieved, the quality of life for all Oakland residents will be improved. The April 30, 2019 update articulated a future focus on reducing racial disparities and measuring impacts on the lives of people most impacted by those disparities. While program services are delivered in racially marginalized areas of the City, there is a need for an analysis of the benefits and burdens of existing approaches, and a community-centered evaluation aimed at improving equity outcomes. Since the 2019-21 spending plan had already been finalized at the time of the report, it was understood that this analysis would be completed as part of the development of the next plan to shape the future direction of programming with an equity framework.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Receive An Informational Report From the Oakland Police Department, Department of Violence Prevention, Oakland Fire Department and Department of Race and Equity 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, Police Commission, and the Reimagining Public Safety Task Force.

For questions regarding this report, please contact Tonya Gilmore, Assistant to the City Administrator, at 510-238-7587.

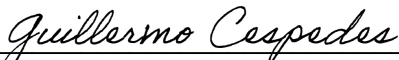
Respectfully submitted,



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MELINDA DRAYTON  
Interim Chief of Fire  
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Attachments (5):

- A. *Oakland Ceasefire Evaluation*
- B. *2017 Annual Evaluation* prepared by RDA
- C. *2018 Annual Evaluation* prepared by RDA
- D. *2019 Annual Evaluation* prepared by RDA
- E. *2016-2019 OU Agency Report* prepared by Mathematica