



CITY OF OAKLAND

City of Oakland Violence Reduction Plan 2026–30

2026–30





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CITY OF OAKLAND



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April 27, 2026

Dear Oakland Community,

Oakland has always been defined by resilience, care for one another, and a deep commitment to community. Even in difficult moments, our city continues to come together to support our neighbors and work toward a safer future. This commitment is reflected in the voters' decision to pass Measure NN in 2024, the third time the community has affirmed the value of dedicated public safety funding and oversight.

Too many Oakland families have been impacted by violence, and we recognize the profound harm it causes to individuals, families, and neighborhoods. At the same time, Oakland has demonstrated that meaningful progress is possible when we invest in community leadership and work together across systems. Every individual, family, and neighborhood deserves to thrive in a safe and supportive environment, and the City must invest in nurturing the entire community.

This Four-Year Community Violence Reduction Plan reflects that commitment. It was guided by the leadership of the Oakland Public Safety Planning and Oversight Commission and shaped by community partners, service providers, youth leaders, and public safety professionals. This plan builds upon Oakland's national leadership in community-driven violence prevention by deepening coordination, expanding effective strategies, and focusing investments on communities most impacted by violence. Lasting safety requires opportunities for young people, support for families, healing for those affected by trauma, and sustained collaboration across community partners and public safety agencies.

I am grateful to the many Oakland residents and partners who contributed their expertise and lived experience to this work. Together, we will continue building an Oakland where every neighborhood is safe, every young person has opportunity, and every family can thrive.

With gratitude and determination,

A handwritten signature in cursive script, reading "Barbara Lee".

Barbara Lee
Mayor, City of Oakland

LETTER FROM THE COMMISSION

Dear Oakland Community Members,

It is our honor to present the first Measure NN four-year Community Violence Reduction Plan.

When we were appointed by Interim Mayor Jenkins and then Mayor Lee to the Oakland Public Safety Planning and Oversight Commission (OPSPOC), we committed to one central goal: honoring the will of Oakland voters.

With the passage of Measure NN, Oaklanders chose a balanced approach to public safety that invests in both policing and violence prevention. Voters called for a well-staffed police department, a well-resourced Department of Violence Prevention, and a robust network of community-based organizations that provide critical violence intervention services and transform lives. They asked for the Oakland Fire Department and Oakland Police Department to improve response times and sustain minimum staffing levels. Voters also opted for the creation of a citizen oversight commission to develop a Community Violence Reduction Plan (CVRP) and track progress toward meeting the objectives of Measure NN.

We approached the development of the plan with a commitment to transparency and to collaboration. We met with community members, CBOs, City departments, and City leadership, as well as the City Attorney's office and the Finance Department, to ensure alignment with City processes. We solicited feedback at every stage of the process and elevated community priorities, seeing how Measure NN stretched the city to embrace something new — a commission with planning authority as well as oversight responsibilities.

The plan we developed, the first of its kind in Oakland, outlines how the City will use Measure NN funds from 2026–2030 to reduce violence and improve our emergency response systems. Grounded in the authority and constraints of Measure NN, this plan establishes goals, strategies, and metrics to guide the use of resources, while recognizing that program-level and implementation decisions rest with the City departments that currently receive NN funding — Oakland Police Department (OPD), Department of Violence Prevention (DVP), and Oakland Fire Department (OFD).

In the coming years, we will monitor and evaluate implementation of the plan, learn from what works and what does not, and adjust our recommendations accordingly. We invite you to be part of that ongoing work. We hope you will join our monthly meetings at City Hall, share your ideas and concerns, and help us stay focused on our shared North Star: a safer Oakland for our children and all generations to come. We are stronger together.

With love for life always,

The Oakland Public Safety Planning and Oversight Commission (OPSPOC)

Yoana Tchoukleva, Chair

Julia Owens, Vice Chair

Billy Dixon, Commissioner

Caheri Gutierrez, Commissioner

Rowneé Winn, Commissioner

ACKNOWLEDGMENTS

The Oakland Public Safety Planning and Oversight Commission would like to extend our deepest appreciation to the residents of Oakland—particularly survivors of violence, youth leaders, and community members most impacted—whose voices, experiences, and vision shaped the development of this plan. Your contributions ensure that this work remains grounded in equity, accountability, and the realities of those most affected by violence.

The OPSPOC would also like to recognize the leadership within the City of Oakland, including Mayor Barbara Lee, Public Safety Director Rev. Damita Davis-Howard, City Administrator Jestin Johnson, Assistant City Administrator Michelle Phillips, and Director of the Department of Race and Equity, Darlene Flynn. We would also like to acknowledge the support of Supervising Deputy City Attorney Selia Warren, Finance Director Bradley Johnson, and Assistant to the City Administrator Felicia Verdin for their stewardship and commitment to the effective implementation of Measure NN. The OPSPOC is also grateful to the dedicated staff and senior leaders across City departments, especially Chief Damon Covington at the Oakland Fire Department, Interim Chief James Beere and Deputy Chief Anthony Tedesco at the Oakland Police Department, and Chief Holly Joshi at the Department of Violence Prevention.

The OPSPOC extends special thanks to Anne Marks, Mona Cadena, David Kakishiba, John Jones III, Gabriel Garcia, Michele Clark, and other members of the Measure NN Coalition, whose sustained engagement has been instrumental in shaping priorities, elevating community voices, and ensuring transparency and accountability in the use of Measure NN resources. The OPSPOC would also like to recognize the Violence Prevention Coalition, specifically the work of Paula Hawthorn, Brenda Grisham, and the late Brigitte Cook, among others. These coalitions, along with engaged community members, continue to strengthen the alignment between community priorities and City action.

This plan is further informed by the expertise and partnership of community-based organizations, faith leaders, service providers, and regional partners, including Alameda County agencies and behavioral health and health care providers. Their ongoing work to prevent violence, support healing, and create pathways to stability is foundational to this effort. Together we affirm our shared commitment to building a safer, more just Oakland.

This plan was written by Bright Research Group in collaboration with the Oakland Public Safety Planning and Oversight Commission, the Oakland Police Department, the Department of Violence Prevention, and the Oakland Fire Department.



EXECUTIVE SUMMARY

The Oakland Community Violence and Emergency Response Act of 2024, or Measure NN, was approved by voters in 2024 to provide a stable funding source to reduce violent crime and improve public safety. Through parcel and parking taxes, Measure NN is estimated to provide \$45–47 million annually to support violence intervention and crime reduction efforts, improve 911 response, and ensure minimum police and fire staffing levels. The measure requires the development of a four-year Community Violence Reduction Plan (CVRP) that sets a strategic approach to achieving these objectives.

Measure NN also created the Oakland Public Safety Planning and Oversight Commission (OPSPOC), a five-member citizen oversight commission appointed by the Mayor. The Commission’s role is to provide oversight of Measure NN funding, develop the CVRP, and evaluate the implementation and impact of the plan. In 2025, the OPSPOC initiated strategic planning in collaboration with community stakeholders and the three city departments—the Department of Violence Prevention, the Oakland Police Department, and the Oakland Fire Department—that receive the majority of Measure NN funding. These Departments are responsible for developing priority spending plans that inform the CVRP and for leading the implementation of its strategies.

FOUR-YEAR COMMUNITY VIOLENCE REDUCTION PLAN GOALS

This plan supports the attainment of the following goals for community violence reduction:

1. Reduce homicides and nonfatal shootings by 10% annually through 2030.
2. Reduce domestic violence, sexual assault, and commercial sexual exploitation crimes by 10% by 2030.
3. Improve clearance rates for violent crimes named in Measure NN, including homicides, robberies, carjackings, domestic violence, and gun-related violence, by 10% by 2030.
4. Improve feelings of safety and resilience and reduce trauma among people served through direct services funded by Measure NN by 2030.
5. Improve 911 answering speeds so that 90% of all 911 calls are answered within 15 seconds by 2030.
6. Improve OPD response times to meet the state average of five minutes for violent crimes by 2030.
7. Maintain a sworn police force of at least 700 police personnel and at least 480 firefighters by 2030.

The OPSPOC will continually track progress toward goals, conduct regular evaluations, and evaluate the collective impact at the end of the plan.¹

¹ The OPSPOC will develop a plan to evaluate the progress and impact of the CVRP strategies and may commission external evaluations of progress toward goals, outcomes, and performance metrics once the plan is approved. The evaluation plan will incorporate racial equity analyses.

SUMMARY OF STRATEGIES

Oakland leads in the fields of community and gender-based violence interventions and has seen significant reductions in shootings, homicides, and other violent crimes since 2023. At the same time, the work is not done. The prevalence of gender-based violent crimes demands attention; Oakland’s emergency response times are out of compliance with state standards; and many violent crimes still go unreported or unsolved.

The CVRP’s strategies extend the work of decades of investment to address the root causes of violence and strengthen the capacity of Oakland’s public safety ecosystem to implement evidence-based, community-informed practices that improve public safety and emergency response. The plan contains 12 strategies, each with different funding allocations, across three domains:

- Direct interventions for people impacted by violence, including those who are likely to perpetrate or be victimized by gun violence as well as survivors of gender-based violence (approximately 80% of funding)
- Strengthening Oakland public safety systems, partnerships, and the capacity of the network of CBOs and DVP staff to deliver violence intervention services (approximately 10% of funding)
- Improving emergency response (approximately 10% of funding)

Table 1. Summary of 2026-30 CVRP Strategies

Area	Strategy	Lead	Est. % of 26–30 NN Fund ²
Direct Interventions for People Impacted by Violence	1. Community Violence Intervention (CVI) Services: Supports direct delivery of core interventions to people at the center of violence, including Lifeline clients and other individuals at high risk of perpetrating or being victimized by gun violence.	DVP	22–26%
	2. Implementation of Ceasefire: Funds police personnel responsible for implementing Oakland’s primary gun violence reduction strategy, Ceasefire-Lifeline.	OPD	30–34%
	3. Crime Reduction Teams and Investigations Improvements: Funds the deployment of Crime Reduction Teams to investigate and respond to violent crimes in the hardest hit areas of the city.	OPD	6–10%

² Measure NN generates approximately \$45–47 million annually. The funding ranges cover the full four-year period. Not all strategies will be funded each year; some strategies include one-time expenses; Departments may braid funding to achieve goals of the CVRP. All Department budgets are subject to City budgeting processes and City Council approval. The appendix includes additional details on Department estimated funding allocations by strategy.



Area	Strategy	Lead	Est. % of 26–30 NN Fund ²
	<p>4. Trauma-Informed Services for Survivors of Gender-Based Violence (GBV): Provides funding for the provision of direct services to victims and survivors of domestic violence and commercial sexual exploitation through crisis intervention, life coaching, and other supportive services.</p>	DVP	11–15%
<p>Strengthening Oakland Public Safety Systems, Partnerships, and Network Capacity to Reduce Violence</p>	<p>5. Recruitment and Retention of OPD Staff: Supports multipronged recruitment and retention efforts to achieve and maintain the minimum staffing levels of both sworn and non-sworn officers as required by Measure NN.</p>	OPD	3–7%
	<p>6. Community Accountability and Trust: Supports activities designed to foster and sustain trust between OPD and the residents of Oakland.</p>	OPD	1–3%
	<p>7. Fund Development for Public Safety: Supports increased capacity to pursue grants and new funding opportunities that align with Measure NN objectives.</p>	OPD	1–4%
	<p>8. Capacity Building for CVI and GBV Ecosystem: Ensures that the ecosystem of CBO providers and DVP frontline staff are coordinated and have the capacity to deliver evidence-based CVI and GBV services.</p>	DVP	1–2%
	<p>9. Coordination and Response to Human Trafficking: Supports OPD’s efforts to increase enforcement and strengthen collaboration with other agencies in order to interrupt commercial sexual exploitation, including the sexual exploitation of minors.</p>	OPD	2–4%
<p>Improving Emergency Response</p>	<p>10. Behavioral Health Response: Invests in efforts to improve the quality and efficiency of Oakland's alternative response programs.</p>	OPD, OFD	1–3%
	<p>11. Enhanced OFD Capacity & Community Training: Expands capacity for emergency response through staffing, personnel, and training enhancements; supports partnership activities with Oakland youth and residents.</p>	OFD	3–4%
	<p>12. Equipment Upgrades: Funds equipment upgrades for OPD and OFD that improve the speed, quality, and equity of emergency response and protect the health and well-being of Oakland’s first responders.</p>	OPD, OFD	4–6%

INTRODUCTION

About Measure NN

The Oakland Community Violence and Emergency Response Act of 2024, or Measure NN, was approved by voters in 2024 to provide a stable funding source to reduce violent crime and improve public safety for 10 years. Through parcel and parking taxes, Measure NN is estimated to provide \$45–47 million annually to support violence intervention and crime reduction efforts, improve 911 response, and ensure minimum police and fire department staffing levels. Measure NN builds on previous public safety legislation, Measure Y (2004) and Measure Z (2014), which provided funding for police, fire, and violence prevention.

Measure NN mandates that funds be used for direct services, programs, and strategies that advance the following objectives:

- 1) Reduce homicides, robberies, carjackings, break-ins, domestic violence, and other gun-related violence.
- 2) Improve emergency 911 response times and the quality of response.
- 3) Reduce the incidence of human trafficking, including the sexual exploitation of minors.

Three implementing departments—the Department of Violence Prevention (DVP), the Oakland Police Department (OPD), and the Oakland Fire Department (OFD)—are responsible for developing priority spending plans that articulate how they will use Measure NN resources to advance these goals. The measure requires that their spending plans be incorporated into each four-year Community Violence Reduction Plan (CVRP). The CVRP synthesizes the major approaches from the priority spending plans and articulates the City’s strategic priorities for violence reduction, including goals and performance metrics.³ Specific implementation plans, program design, and administrative efforts needed to operationalize these efforts and put them into action will be led by each department in accordance with the City’s budgeting, human resources, and administrative processes. Likewise, any additional approvals required by City Council or the City Administrator to implement the strategies outlined here will be sought.

Measure NN also created the Oakland Public Safety Planning and Oversight Commission (OPSPOC) to develop the CVRPs and ensure accountability for taxpayer dollars. In 2025, the OPSPOC initiated the development of the first four-year CVRP in collaboration with community stakeholders and the three city Departments that receive Measure NN funding.

³ Every four years, the OPSPOC will develop a CVRP per the Measure NN legislation. Over the 10-year Measure, two plans will be developed.

The CVRP is organized as follows:

- **About the Commission and Planning Process:** The plan begins with background information about the OPSPOC and the planning process with implementing departments.
- **Public Safety in Oakland:** The plan also provides an analysis of crime trends to establish a baseline of community needs and key themes from stakeholder and community listening processes.
- **Four-Year Goals:** The plan includes four-year violence reduction and emergency response improvement goals that are expected to be met through the implementation of CVRP strategies by 2030.
- **Selected Strategies and Rationale:** The plan describes the key strategies that Oakland will implement and advance through Measure NN funding from 2026 to 2030, including estimated funding allocation and theory of change for how this set of strategies will achieve the violence reduction goals for Oakland. This section also includes detailed descriptions of each strategy, the role of lead departments, activities supported through each strategy, a rationale/theory of change, and outcomes and performance metrics demonstrating how the OPSPOC will measure progress toward these goals. Where relevant, strategy descriptions include how implementing departments will coordinate with city agencies, partners, and nonprofits to achieve the four-year goals.
- **Appendix:** The appendix provides more detailed estimates for how Measure NN resources may be spent across the four years by lead implementing departments and more details on Measure NN funding.



About Measure NN Funding

Measure NN raises approximately \$45–47 million annually to fund citywide violence reduction services, with funding allocated to the Oakland Fire Department, police services, violence prevention services, and the OPSPOC’s administrative budget. Table 5 provides an estimate of 2026–2027 funding allocations by department. The appendix also includes additional information on strategies and funding allocations by department. Each department is responsible for developing a priority spending plan and annual budgets for the use of Measure NN funds in accordance with the guidelines and allowable uses outlined in the Measure. Departments develop annual budgets for NN funding each year in coordination with the Finance Department. All Department budgets are subject to City Council approval. Not all CVRP strategies will be funded each year. The percentages and allocations may differ from what is outlined in the CVRP from year to year, depending on external funding sources, one-time expenses, and the fiscal climate in the City.

Table 5. Estimated 26–27 Measure NN Funding

Implementing Department	Estimated Funding, 2026–2027
Oakland Police Department	\$22,900,000
Department of Violence Prevention	\$17,200,000
Oakland Fire Department	\$3,000,000
OPSPOC (Administrative Budget)	\$1,440,000

About the Oakland Public Safety Planning and Oversight Commission

The OPSPOC is a five-member citizen oversight commission appointed by the Mayor. OPSPOC’s role is to provide oversight of Measure NN funding, develop the four-year CVRP, evaluate the implementation and impact of the plan, and make policy recommendations to the Oakland City Council. The commissioners are all volunteers, appointed for their diverse lived experiences and professional expertise on the topic of public safety. The OPSPOC is responsible for ensuring that funds are used in accordance with the goals of the measure, evaluating progress and impact, reviewing reports from the lead implementing departments and the Budget Auditor, and submitting reports to the public.⁴ Three percent of Measure NN funding is used to support administrative costs associated with planning and oversight functions of the OPSPOC. The OPSPOC is guided by the following Vision, Mission, Values, and Racial Equity Statement.

⁴ The OPSPOC will develop a plan to evaluate the progress and impact of the CVRP strategies and may commission external evaluations of progress toward goals, outcomes, and performance metrics once the plan is approved. The evaluation plan will incorporate racial equity analyses.

VISION

The four-year 2026–2030 CVRP aims to create an Oakland where residents are safe, connected, and cared for. Through community-informed violence intervention and prevention services and improved 911 response, the OPSPOC envisions a thriving Oakland where people can live, visit, work, go to school, and enjoy life free from violence and crime.

MISSION

The OPSPOC provides oversight, accountability, and transparency to Oakland residents about how Measure NN funds are spent in order to achieve the goals and metrics outlined in the CVRP. The OPSPOC seeks guidance from the public and collaborates with the DVP, OPD, and OFD to achieve our vision.

VALUES AND GUIDING PRINCIPLES

To fulfill our mission, the OPSPOC will:

- **Collaborate with community and key stakeholders:** Work in partnership with community members, nonprofit organizations, city agencies, law enforcement, and other members of Oakland’s public safety ecosystem.
- **Prioritize communities most impacted by violence:** Ensure that communities and neighborhoods most impacted by gun violence, robberies, burglaries, carjackings, and human trafficking are prioritized in Oakland’s efforts to reduce violence.
- **Use a balanced approach to safety:** Support a multipronged approach that addresses both the root causes and the immediate harms of violence and crime, including prevention, direct intervention, accountability, and systems improvement.
- **Promote accountability to the public:** Use quantitative and qualitative data to track progress toward public safety goals, demonstrate positive impact, and steward taxpayer dollars responsibly and in alignment with Measure NN.
- **Lead with love and practice respect:** In alignment with Oakland’s “Love Life” motto, foster a culture in which commissioners, city staff, and community members treat one another with love, respect, and care, even amid disagreements.

RACIAL EQUITY STATEMENT

The OPSPOC supports community violence intervention and public safety solutions that work to eradicate racial disparities, address historical root causes of inequities in the public safety response system, and aim to improve the material conditions of those neighborhoods most impacted by violence and crime. The OPSPOC recognizes that in order to make Oakland safe for everyone, we must center those most likely to be at risk of harm.



Mural by Trust Your Struggle Collective, Nisha Kaur Sethi, Seti X, Miguel Bounce Perez, Erin Yoshi

About the Lead Implementation Departments

Three departments, the Department of Violence Prevention (DVP), the Oakland Police Department (OPD), and the Oakland Fire Department (OFD) are responsible for developing priority spending plans and leading the implementation of the strategies included in the CVRP.



DEPARTMENT OF VIOLENCE PREVENTION

As the City of Oakland’s violence prevention entity delivering direct services to individuals at the highest risk of violence as well as the City’s primary funder of community violence intervention services, the Department of Violence Prevention (DVP) has a responsibility to build and maintain a robust and effective community-centered approach to public safety. To this end, the DVP coordinates across city departments and collaborates with cross-sector partners to ensure that investments in and approaches to public safety are comprehensive, holistic, and aligned with best and promising practices. The DVP plays a critical role in achieving the Measure NN goals of reducing homicides and gun-related violence, as well as reducing the incidence of domestic violence and commercial sexual exploitation. Approximately 40% of resources are allocated to Violence Prevention Services annually, 75% of which go to contracts with CBO partners.



OAKLAND POLICE DEPARTMENT

The Oakland Police Department (OPD) is committed to reducing crime and serving the community through fair, quality policing. OPD’s mission is to provide police service focused on public safety and the sanctity of life; to hold the department accountable to a high standard of conduct, efficiency, and efficacy; and to promote mutual respect between the department and the communities of Oakland. The role of OPD is to advance impact toward all three Measure NN goals, including reducing shootings, homicides, and other violent crime; interrupting human trafficking and domestic violence; and improving 911 response times and quality. The majority of Measure NN funds, approximately 60%, are allocated to police services, 10% of which need to be allocated for costs and functions of non-sworn personnel.



OAKLAND FIRE DEPARTMENT

The proud members of the Oakland Fire Department (OFD) are committed to providing the highest quality and highest level of courteous and responsive services to the residents, businesses, and visitors of Oakland. This is accomplished by implementing comprehensive strategies and training in fire prevention, fire suppression, emergency medical services, and all risk mitigation, including human-caused and natural disasters, emergency preparedness, 911 services, and community-based fire services. OFD is responsible for improving 911 response times and quality. Three million dollars are allocated to the Oakland Fire Department annually.

Summary of Strategic Planning Process

To develop the CVRP, the OPSPOC facilitated a comprehensive strategic planning process that included collaboration with the three implementing departments and engagement with community partners and stakeholders. The Commission’s planning work began in the fall of 2025. The key phases of this work consisted of Initial Planning, Stakeholder Engagement, Strategy Development, Drafting of the CVRP, and Public Comment. The OPSPOC and the three Departments collaborated throughout the strategic plan to develop goals, performance metrics, and strategies. The table below shows the staff who contributed to the development of the CVRP from the DVP, OFD, and OPD.

Table 2. Lead Implementation Department Participation in Strategic Planning

Representation	Groups Represented
DVP Leadership and Staff	Department leadership, direct practice staff and program officers, as well as managers and other leaders
OFD Leadership	Department leadership, deputy chiefs, and battalion chiefs overseeing fire and emergency medical services
OPD Leadership and Units	Department leadership, the investigations team, Ceasefire, the wellness center, criminal investigations, 911 dispatch operations, human trafficking and domestic violence enforcement

INITIAL PLANNING

Relationship Building and Initial Outreach: The OPSPOC met with City leadership, including Mayor Lee, the City Administrator, and the Public Safety Director within the Mayor’s office, to align their approach with the City’s vision for community violence reduction.

Background Research: The Commission reviewed existing spending plans from implementation leads and reviewed evaluation reports from past violence reduction efforts in Oakland. They conducted best practices research, reviewing public safety plans from other cities as well as local and county reports. They also consulted with public safety experts from Baltimore and Philadelphia to learn about their approaches to community violence reduction.

Field Observations and Ride-Alongs: To gain firsthand knowledge of how public safety Departments engage with the community and to better understand staff training, the OPSPOC Vice Chair participated in a sit-along with OPD Dispatch and a ride-along with the OPD Mobile Evaluation Team (MET).

STAKEHOLDER ENGAGEMENT

The OPSPOC sought insights from Oakland’s network of providers and departments vested in community violence reduction by hosting a series of focus groups. These included sessions with CBOs that serve survivors of gender-based violence; the Measure NN coalition, which was responsible for drafting the measure; and DVP staff. They also gathered community input through standing agenda items at regular public meetings of the OPSPOC. A consultant was brought on to document information from these input sessions. The table below shows the key bodies engaged.

Table 3. Summary of Stakeholders Engaged by the OPSPOC

Key Stakeholders	Groups Represented
Human Trafficking and Gender-Based Violence CBOs	CBOs vested in meeting the needs of human trafficking survivors, commercially sexually exploited children, domestic violence survivors, and marginalized youth
Measure NN Coalition and Violence Prevention CBOs	CBOs and leaders vested in community-based alternatives, violence prevention, and community violence intervention (CVI). The coalition was responsible for writing Measure NN and getting in on the ballot for voters to consider
Alameda County Behavioral Health	Staff from the county-level crisis system of care, specifically focusing on the Mobile Evaluation Team (MET) and behavioral health co-response models

STRATEGY DEVELOPMENT

Collaborative Workshops Between the OPSPOC and DVP, OPD, and OFD: Beginning in October, the OPSPOC and department heads and their staff met to begin planning for the development of the CVRP. In the fall of 2025, OPSPOC leadership facilitated dedicated goal and strategy development sessions with leadership from OPD, OFD, and DVP. During these sessions, departments articulated their vision for public safety in Oakland, defined short- and long-term goals, and identified specific strategies and metrics for success.

The CVRP draws on the spending plans and priorities developed by the lead implementing departments and reviewed by the Office of the City Administrator. The DVP had already developed its priority spending plan to inform an RFP for the provision of CVI and GBV services by CBOs. OPD developed and refined its priority spending plan with input from the OPSPOC. The OPSPOC worked with leadership from OFD to refine the spending plan in alignment with the objectives of the measure.

Draft Strategies by Department: Commission Chair and Vice Chair and Departments met to identify strategies by goal area. Following the workshops, the OPSPOC entered a drafting and asynchronous review phase with department leadership. At monthly public meetings, the OPSPOC shared draft strategies, received public comment, and heard from department leadership about the rationale behind each strategy.

DRAFTING THE CVRP

With a portion of the administrative funds allocated in the Measure and through an RFP process, the Commission secured consulting support to assist with drafting the CVRP. Bright Research Group (BRG)

analyzed crime trends, drafted the plan, met with department leadership, and refined a set of draft strategies for the Commission to review and approve. This synthesis drew from a review of each Department’s priority spending plan, the draft strategies for each department synthesized by the OPSPOC, and the Measure NN legislation. BRG also worked with the OPSPOC to refine the mission, vision, and values, as well as other required sections of the CVRP. Commissioners and Department leadership provided edits on the draft and solicited feedback from the community through a series of community listening presentations online and in-person in West Oakland, East Oakland, the Fruitvale, and at City Hall. The Office of the City Administrator, the City Attorney, and Department leadership reviewed and approved the 2026-30 CVRP.



PUBLIC SAFETY IN OAKLAND

This section provides a snapshot of violence, crime, and emergency response over the last 10 years and provides an estimation of the community needs that the Community Violence Reduction Plan (CVRP) seeks to address. All data shared in this section were sourced from Oakland Police Department’s (OPD) website and through public information requests. This section also includes a synthesis of key themes from stakeholder input and community listening sessions.

Improving public safety through significant reductions in violence is a long-standing community concern. Violence threatens the health and well-being of Oakland residents, causing injury, trauma, and loss to individuals, families, and communities. Oakland benefits from a rich network of nonprofits, government agencies, and community leaders who share love for the Town and a deep commitment to ending violence through community-driven and evidence-based strategies. In 2025, Oakland saw a historic drop in homicides—its lowest number in 25 years—and rates of violent and nonviolent crimes have declined since 2023. Despite these promising trends, violence persists, and its impact disproportionately impacts communities of color and residents of East and West Oakland. Among the notable trends illustrated in this analysis:

Significant Declines in Violence Since 2023: All reported violent crime has declined since 2023. Assault with a firearm and homicides have markedly declined, as have rapes and nonviolent crimes.

Gender-Based Violence Trends Difficult to Measure; Available Data Show Little Change: Publicly available data do not allow for consistent trend analysis of gender-based violence (GBV) in Oakland, as domestic violence is not disaggregated from other assaults; human trafficking and sexual exploitation of minors are not reported annually; and rape is the only GBV offense tracked over time. Data obtained through a data request from OPD indicate that reports of rape and human trafficking have decreased from 2022 to 2025. Domestic violence crimes saw a slight increase between 2023 and 2025. Furthermore, as GBV is frequently underreported, these data should be considered underestimates of the true scale of the problem.⁵

Oakland Is Out of Compliance with 911 Response Times: The City Auditor’s assessment of emergency response times found that OPD has been out of compliance with state standards for answering 911 calls in a timely manner for 10 of the past 11 years. The problem for non-English speakers is more acute, with a higher likelihood of delays. East Oakland residents experience the greatest delays in response from OPD.

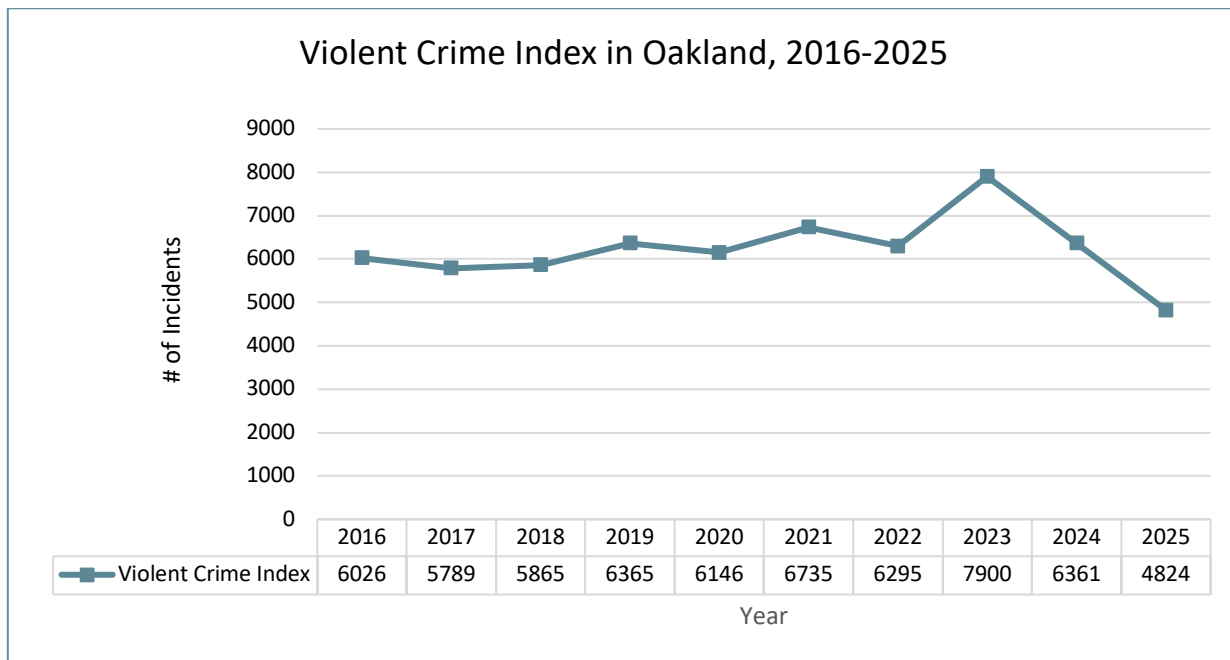
⁵ World Health Organization. (2021). *Violence against women prevalence estimates 2018: Global, regional and national prevalence estimates for intimate partner violence against women and global and regional prevalence estimates for non-partner sexual violence against women* (1st ed.). <https://www.who.int/publications/i/item/9789240022256>

Historical Trends in Violence and Crime

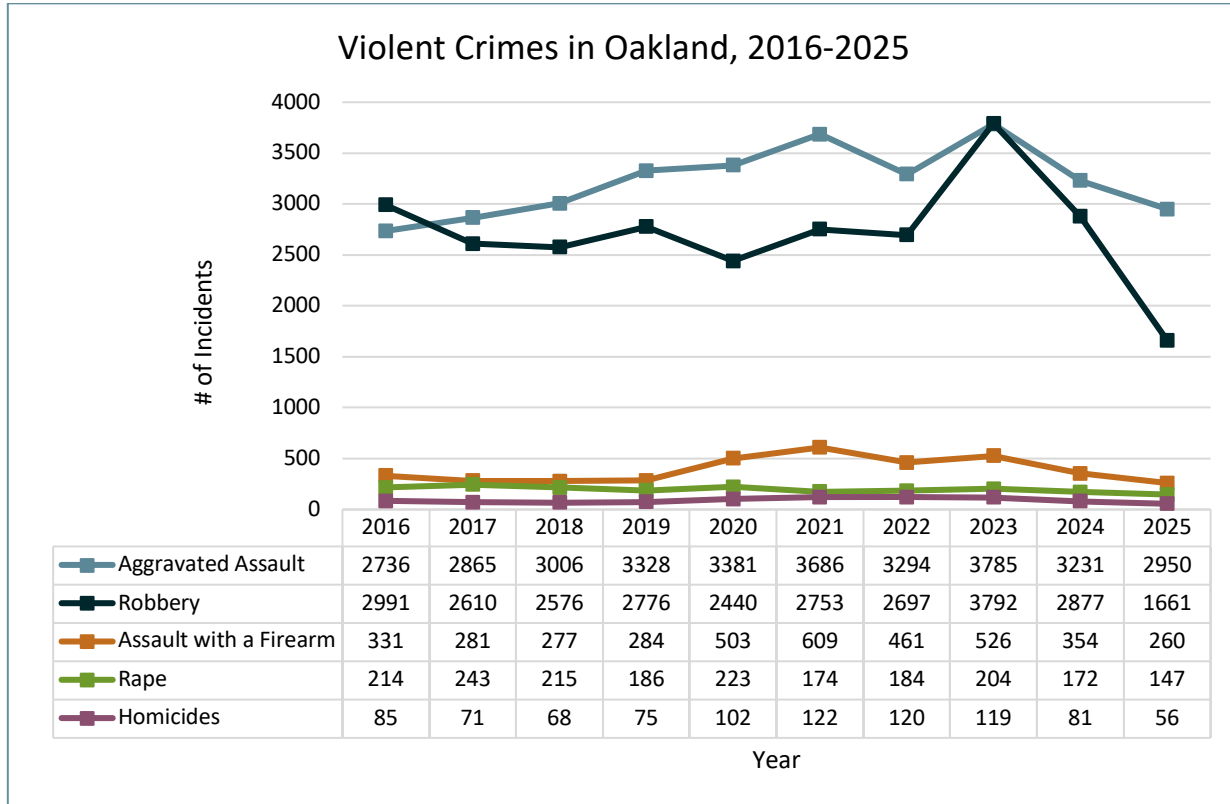
VIOLENT CRIME INDEX

Publicly available crime data accessible through the City of Oakland show that the overall violent crime index, which includes homicide, aggravated assault, rape, and robbery, remained fairly steady for years until 2020, when it began to climb, peaking in 2023.⁶ A sharp increase in robberies in 2023 appears to drive a substantial portion of the peak of the violent crime index that year. All violent crime has seen a notable decline since 2023. City of Oakland leaders attribute this substantial decline to the City’s multipronged approach to violence prevention and intervention, which includes the dedicated work of the City’s and CBOs’ frontline efforts to implement evidence-based and community-informed interventions to disrupt violence, as well as the relaunch of Ceasefire-Lifeline, Oakland’s focused deterrence effort.

Figure 1. Violent Crime Index in Oakland, 2016–2025



⁶ Oakland’s annual crime figures can be found here: <https://cityofOakland2.app.box.com/s/sjiq7usfy27gy9dfe51hp8arz511ixad/folder/126124687343>. Note: Publicly available crime statistics differ from those provided by the Oakland Police Department. Homicide figures exclude accidental, justified, fetal, and manslaughter charges.

Figure 2. Violent Crime by Incident Type in Oakland, 2016–2025


HOMICIDES AND GUN VIOLENCE REDUCTIONS SINCE 2023

Group and network-involved gun violence and homicide cause lasting harm to individuals, families, and communities in Oakland. According to a report from the California Partnership for Safe Communities and the National Institute for Criminal Justice Reform, in 2023, Oakland had 48 active street groups comprised of 1,232–1,755 individuals. Although these individuals represent only approximately 0.4% of Oakland’s total population, they are responsible for one-third of all homicides and shootings in Oakland.⁷ Most homicide victims are Black (65%); Latinos make up 19% of homicide victims; Whites make up 11%; and Asians comprise 5% of victims according to 2024 data provided by the DVP.⁸

NONFATAL SHOOTINGS AND HOMICIDES

Mirroring violent crime trends overall, nonfatal shootings and homicides declined from 2016 to 2019. Beginning in 2020, gun violence rose sharply in Oakland, exceeding national trends. But recent years have seen improvement. By the end of 2024, homicides and nonfatal shootings declined by 34%, and in

⁷ California Partnership for Safe Communities, & National Institute for Criminal Justice Reform. (2023, December). Oakland Ceasefire assessment final report. <https://cao-94612.s3.amazonaws.com/documents/Oakland-Ceasefire-Evaluation-Final-Report-May-2019.pdf>

⁸ City of Oakland, Department of Violence Prevention. 2024.

2025, the City recorded its lowest homicide count in decades, representing a 22% decrease from the prior year.

To explain the recent trends in nonfatal shootings and homicides, some analysts suggest that the increase between 2020 and 2023 and the more recent declines beginning in 2023 correlate directly with the City's decision to divest from and then reinstate the City's primary violence intervention, the Ceasefire-Lifeline strategy. Ceasefire is an evidence-based approach that specifically targets retaliatory group-affiliated gun violence and has shown promise in communities across the country.^{9 10 11 12} Looking more closely at nonfatal shootings (assault with a firearm) and homicides, the data show decreases during the years when Oakland prioritized, resourced, and implemented its local Ceasefire initiative with fidelity, and increases during the years when it was not. The shaded areas in Figures 3 and 4 represent the time periods when Ceasefire was not prioritized or adequately implemented in the City.

These trends cannot be entirely attributed to the pause and relaunch of Ceasefire. Similar spikes in violence occurred in at least 24 other US cities in 2020 and 2021 as the pandemic unfolded. However, Oakland experienced a larger increase than peer cities: Violent crime rose by 62% in Oakland during that time, compared to a 49% increase across the 24-city sample.¹³ Increases in gun violence and homicides during the pandemic have also been attributed to a surge in gun purchases—a 63% increase nationally in 2020 compared to average annual gun purchases during the prior decade.¹⁴ Social distancing mandates that prevented the critical work of in-person relationship-building between frontline violence practitioners and youth and adults at risk of violence are believed to have also contributed to rises in violence during the pandemic.¹⁵

⁹ Romero, R. (2025, July 25). New report links crime to Oakland's budget crisis. *The Oaklandside*.

<https://oaklandside.org/2025/06/25/oakland-bay-area-council-economic-institute-report-public-safety-crime/>

¹⁰ Romero, R. (2024, September 9). Oakland's violence prevention chief Holly Joshi talks about restoring Ceasefire.

The Oaklandside. <https://oaklandside.org/2024/09/09/holly-joshi-oakland-ceasefire-violence-prevention/>

¹¹ Romero, R. (2025, December 3). Violent crime in Oakland is way down for the second year in a row. *The Oaklandside*.

<https://oaklandside.org/2025/12/03/oakland-homicides-shootings-down-2025/>

¹² Muhammad, D. (2026, January 16). Oakland has cut its homicide rate by 52% in just two years. This program deserves credit. *San Francisco Chronicle*. <https://www.sfchronicle.com/opinion/openforum/article/gun-shooting-violence-killing-oakland-21278047.php>

¹³ Rosenfeld, R., & Lopez, E. (2021, May). *Pandemic, social unrest, and crime in U.S. cities: March 2021 update*.

Council on Criminal Justice. https://counciloncj.org/crime-trends-yearend-2021-update/?gad_source=1&gad_campaignid=22295557823&gbraid=0AAAAACEWu3FW3dsSkzsQ90-UoS7nsuitL&gclid=CjwKCAjwctHPBhADEiWAWo3sJjreBJbxPAN4xvigpHgM3sD24zgaGoOm1IR2MCjH_GggiQXnQ6JxoCxZYQAvD_BwE

¹⁴ Hall, C. (2025, March 13). *COVID-19's impact on gun violence in America*. Center for American Progress.

<https://www.americanprogress.org/article/covid-19s-impact-on-gun-violence-in-america/>

¹⁵ Nielson, S. (2023, July 25). Oakland's crime rates are surging. Here's how they compare with S.F. and other Bay Area cities. *San Francisco Chronicle*.

<https://www.sfchronicle.com/bayarea/article/oakland-bay-area-rates-18259788.php>

Figure 3. Assaults with a Firearm in Oakland, 2016–2025

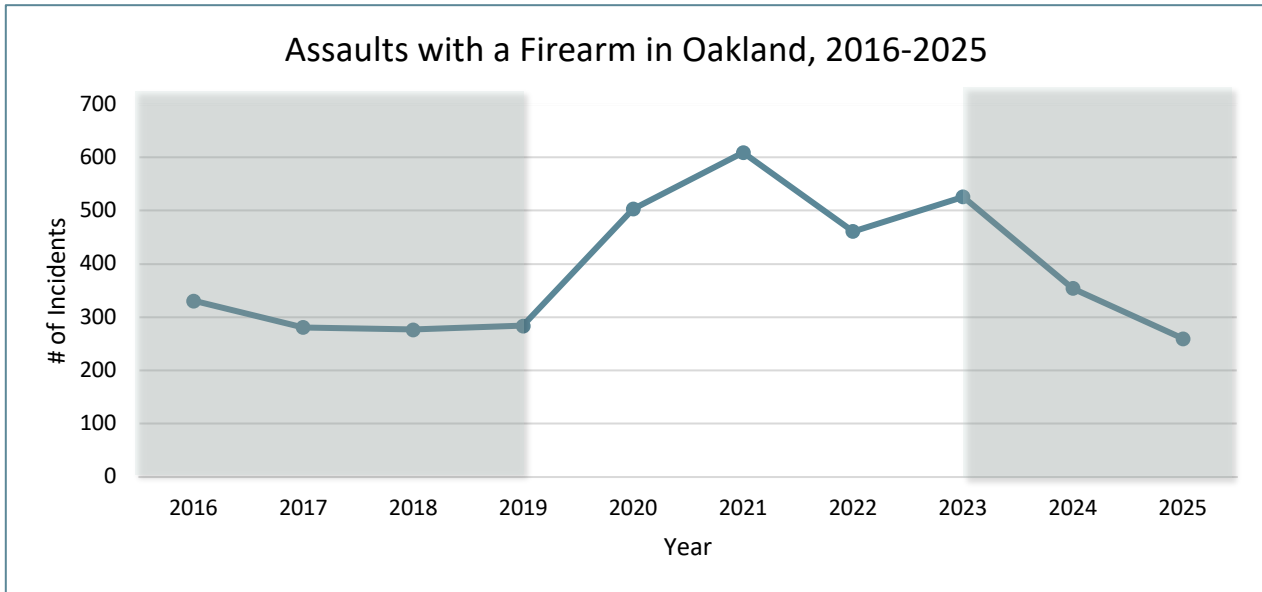
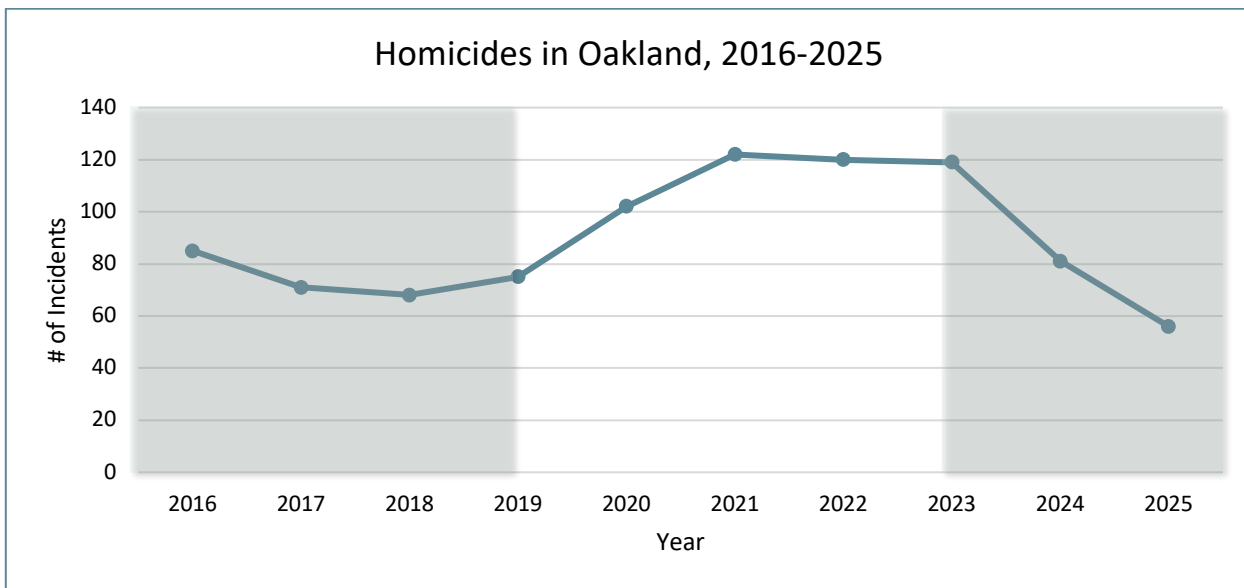


Figure 4. Homicides in Oakland, 2016–2025



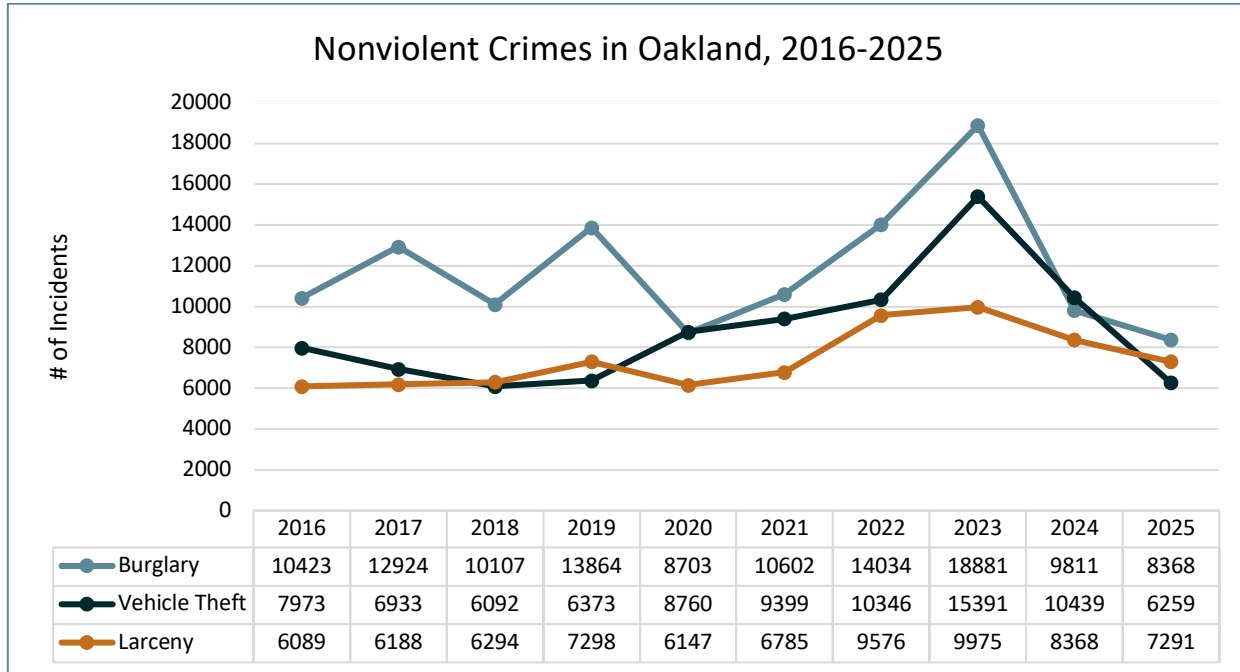
NONVIOLENT CRIMES

The trends in nonviolent offenses in Oakland show more variance in pre-COVID years, a decline during the early years of the pandemic, and increases in the latter half of the COVID crisis. By contrast, there were declines in larceny and residential burglary during the pandemic in other US cities,¹⁶ suggesting

¹⁶ Rosenfeld, R., & Lopez, E. (2021, May). *Pandemic, social unrest, and crime in U.S. cities: March 2021 update*. Council on Criminal Justice. https://counciloncj.org/crime-trends-yearend-2021-update/?gad_source=1&gad_campaignid=22295557823&gbraid=0AAAAACEWu3FW3dsSkzsQ90-

that the increases seen in Oakland in 2021 may be a result of circumstances specific to our city. But since 2023, nonviolent crime has declined to pre-pandemic levels.

Figure 5. Nonviolent Crimes in Oakland, 2016–2025



GENDER-BASED VIOLENCE

The City lacks clear and consistent publicly available data regarding crime trends for gender-based violence (GBV) offenses. While domestic violence is one of the most prevalent forms of violent crime in Oakland, the City’s annual trend data reports do not disaggregate domestic violence from other types of assault. Crimes related to human trafficking and the sexual exploitation of minors are also not reported in the publicly available annual crime data, despite widespread acknowledgment that human trafficking is an ongoing crisis in Oakland.^{17 18 19} Rape is the only type of GBV that is available in annual crime trend reports to the public.

[UoS7nsuitL&gclid=CjwKCAjwctcHPBhADEiwAWo3sJqB8mTg9AzeFdygIW31CwY2_qcgyhttoikrdNS6jCnd8u38GGhdyw_xoCTv4QAvD_BwE](https://www.alameda-county.ca.gov/2026/01/30/oakland-sex-trafficking-dream-youth-clinic-town-hall/)

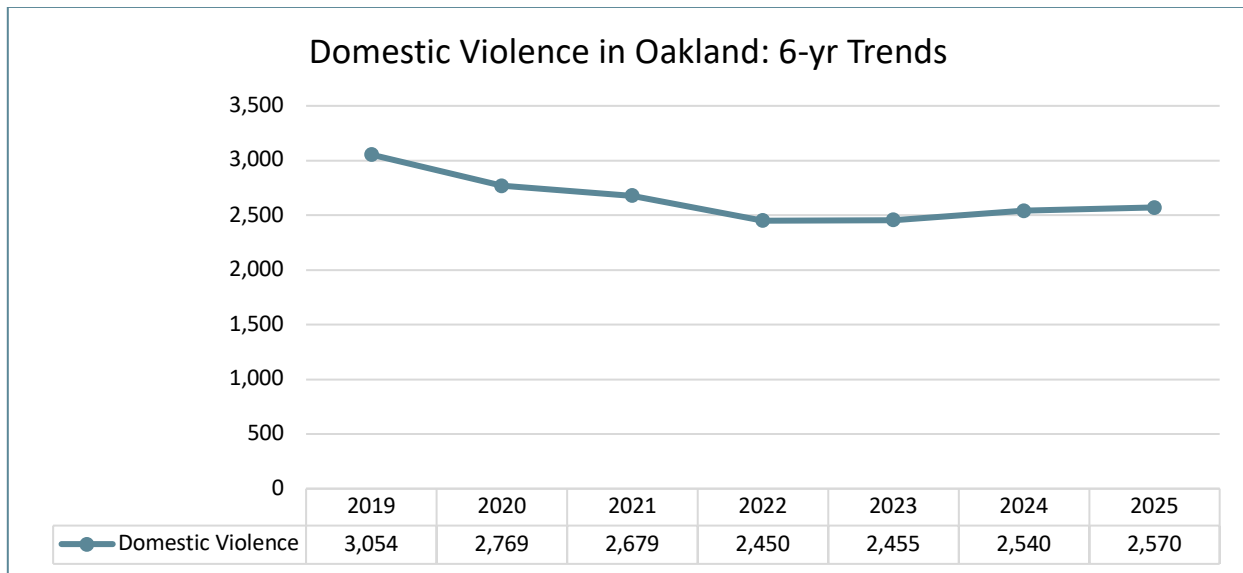
¹⁷ Alameda County Board of Supervisors. (2026, January). *National human trafficking month proclamation*. Office of the District Attorney of Alameda County. <https://da.alamedacountyca.gov/national-human-trafficking-prevention-month-proclamation/>

¹⁸ Perry, D. T., & Basson, D. (2022). *Commercial sexual exploitation of children in Alameda County: Estimating the scope of the problem*. WestCoast Children’s Clinic. https://www.westcoastcc.org/wp-content/uploads/2022/04/WCC_PrevalenceBrief_April2022.pdf

¹⁹ Romero, R. (2026, January 30). Oakland has a sex trafficking problem. Young people have ideas to solve it. *The Oaklandside*. <https://oaklandside.org/2026/01/30/oakland-sex-trafficking-dream-youth-clinic-town-hall/>

To assess trends in GBV, a public information request was submitted, and OPD provided the following figures for reports of GBV from 2019 to 2025. Domestic violence is the most prevalent form of GBV reported by Oakland residents, followed by generalized sex offenses, rape, and then human trafficking.²⁰ While sexual offenses, rape, and human trafficking trends align with those found across other violent and nonviolent crimes (i.e., reductions after 2023), domestic violence data do not follow this pattern. Domestic violence crimes saw a slight increase between 2023 and 2025. This suggests a need for specific and sustained attention and investment in efforts to interrupt and prevent domestic violence. Furthermore, as gender-based violence is frequently underreported, these data should be considered underestimates of the true scale of the problem.²¹

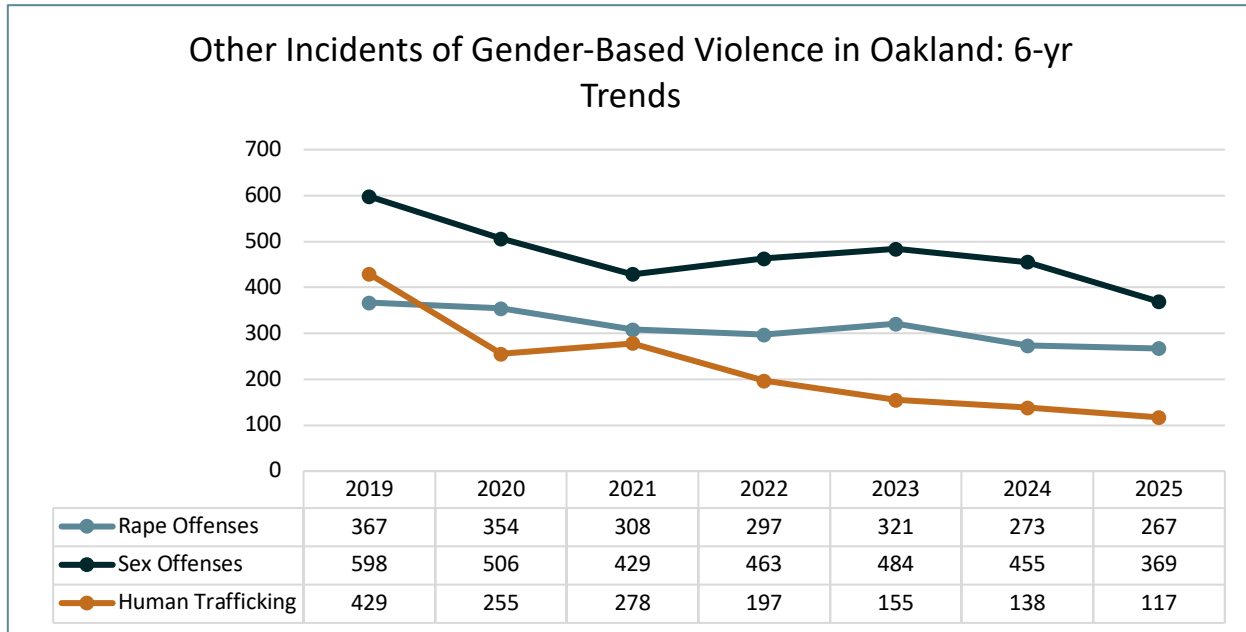
Figure 6. Domestic Violence in Oakland, 2019–2025



²⁰ The tables below show reports to OPD for the following penal codes: For domestic violence: 243 (battery) and 273.5 PC violations (intimate partner violence); For sex offenses: 243.4 (sexual battery), 220 (assault with intent to commit a sex crime), 286 (forced penetration), 287 (oral sex crimes), 288 sections (lewd acts with child under 14), and 289 (forced penetration); For rape: 261 (rape); For sex trafficking: 266h (pimping), 266i (pandering), and loitering with the intent to supervise 653.23 (prostitution-related activities).

²¹ World Health Organization. (2021). *Violence against women prevalence estimates 2018: Global, regional and national prevalence estimates for intimate partner violence against women and global and regional prevalence estimates for non-partner sexual violence against women*. <https://www.who.int/publications/i/item/9789240022256>

Figure 7. Gender-Based Violence in Oakland, 2019–2025



Trends in Emergency Response Times

California state emergency response performance standards require that 90% of 911 calls are answered within 15 seconds and that 95% are answered within 20 seconds. Oakland falls far short of these benchmarks. According to a 2024 independent audit conducted by Oakland’s City Auditor, the City’s 911 center answered 54% of calls within 15 seconds and 57% within 20 seconds. Nearly one-third of calls were not answered within a full 60 seconds.²² The problem is not new. The audit found that OPD has been out of compliance with state standards for 10 of the past 11 years. Delays are particularly acute for residents who don’t speak English and for residents residing in East Oakland.

The audit concluded that staffing shortages are a major contributing factor, calling for an increase in the number of dispatch operators and more bilingual staff specifically. It also urged updates to beat boundaries so that OPD staffing meets the needs of the districts with the highest call volumes.²³

²² Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

²³ Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

Community Needs and Gaps Identified During Strategic Planning

Throughout the strategic planning process, the OPSPoC aimed to hear from community residents and stakeholders about their key priorities and community needs related to public safety. Some of the key themes from listening sessions, focus groups, and OPSPoC meetings informed the assessment of community needs. While not all community needs will be met through this plan, the key themes and priorities are described below.



Need for Youth Prevention Services in Oakland

Community stakeholders identified the need for more prevention and early intervention strategies for young people who are at risk of future involvement in violence. Some noted that the funding landscape in Oakland has shifted, with a loss of funding for young people who are at risk but not at the highest risk of gun violence. Stakeholders would like to see additional funding for community violence prevention, healing, and youth employment that may not be funded by the Department of Violence Prevention. Other stakeholders highlighted the need for school-based partnerships, parental engagement, safe recreation and fitness spaces and social media violence interruption efforts. While other funders such as the Oakland Fund for Children and Youth (OFCY) support more upstream work with young people, there was a shared sentiment that the need for supportive programming for youth outpaced what is currently available.

Support for Community Policing, Problem-Solving, and Crime Prevention Through Environmental Design

A significant theme during the public comment period of the dissemination of the draft CVRP was the need for Oakland to bring back its community policing efforts, including strengthened collaboration between OPD and the neighborhood councils. Residents were disappointed with the loss of City staff to support problem solving, coordination with neighborhood councils, and more upstream efforts to prevent and reduce crime. Some expressed support for crime prevention through environmental design methods. Others would like Oakland to bring back Community Resource Officers as quickly as possible.

Others highlighted the need for bilingual officers, as well as the recommendation that OPD recruit officers who are from Oakland.

Increased Intervention Needed for Commercial Sexual Exploitation

Human trafficking, a key objective of the measure, was a priority for many community stakeholders. The visible commercial sexual exploitation on the streets of Oakland was a key community concern that residents say demands urgent action. Stakeholders recommended increased enforcement, direct community education to people who purchase sex, better collaboration between OPD and CBOs to support survivors, and public education campaigns to deter people from coming to Oakland to commit crimes related to human trafficking.

GOALS

2026-30 Community Violence Reduction Plan Goals

This plan supports the attainment of the following goals for community violence reduction:

1. Reduce homicides and nonfatal shootings by 10% annually through 2030.
2. Reduce domestic violence, sexual assault, and commercial sexual exploitation crimes by 10% by 2030.
3. Improve clearance rates for violent crimes named in Measure NN, including homicides, robberies, carjackings, domestic violence, and gun-related violence, by 10% by 2030.
4. Improve feelings of safety and resilience and reduce trauma among people served through direct services funded by Measure NN by 2030.
5. Improve 911 answering speeds so that 90% of all 911 calls are answered within 15 seconds by 2030.
6. Improve OPD response times to meet the state average of five minutes for violent crimes by 2030.
7. Maintain a sworn police force of at least 700 police personnel and at least 480 firefighters by 2030.

The OPSPC will regularly track progress toward goals and evaluate collective impact at the end of the four-year plan. Lead implementation departments will coordinate and align their collective efforts in partnership with other city agencies, County and state agencies responsible for supporting public safety, and community-based organizations that deliver support and direct interventions to communities impacted by violence to achieve these goals. Measure NN is but one source of funding directed to violence reduction and public safety efforts in Oakland. Departments will secure, blend, and braid multiple funding sources to achieve the goals of the 2026–30 CVRP.

STRATEGY SUMMARY

The 2026–2030 Community Violence Reduction Plan contains 12 strategies in support of the Measure NN goals. This set of strategies will reduce violent crime, improve 911 response time, and reduce human trafficking. The 12 strategies are organized into three functional areas: (1) direct interventions for people impacted by violence, (2) strengthening Oakland public safety systems, partnerships, and network capacity to reduce violence, and (3) improving emergency response. These strategies were collaboratively developed by the OPSPOC and lead implementation departments.

2026–2030 CVRP Strategies

Table 4. Summary of CVRP Strategies

Area	Strategy	Lead	Est. % of 26–30 NN Fund ²⁴
Direct Interventions for People Impacted by Violence	1. Community Violence Intervention (CVI) Services: Supports direct delivery of core interventions to people at the center of violence, including Lifeline clients and other individuals at high risk of perpetrating or being victimized by gun violence.	DVP	22–26%
	2. Implementation of Ceasefire: Funds police personnel responsible for implementing Oakland’s primary gun violence reduction strategy, Ceasefire-Lifeline.	OPD	30–34%
	3. Crime Reduction Teams and Investigations Improvements: Funds the deployment of Crime Reduction Teams to investigate and respond to violent crimes in the hardest hit areas of the city.	OPD	6–10%
	4. Trauma-Informed Services for Survivors of Gender-Based Violence (GBV): Provides funding for the provision of direct services to victims and survivors of domestic violence and commercial sexual exploitation through crisis intervention, life coaching, and other supportive services.	DVP	11–15%
Strengthening Oakland Public Safety Systems, Partnerships,	5. Recruitment and Retention of OPD Staff: Supports multipronged recruitment and retention efforts to achieve and maintain the minimum staffing levels of both sworn and non-sworn officers as required by Measure NN.	OPD	3–7%

²⁴ Measure NN generates approximately \$45–47 million annually. The funding ranges cover the full four-year period. Not all strategies will be funded each year; some strategies include one-time expenses; Departments may braid funding to achieve goals of the CVRP. The appendix includes additional details on Department budgets.



Area	Strategy	Lead	Est. % of 26–30 NN Fund ²⁴
and Network Capacity to Reduce Violence	6. Community Accountability and Trust: Supports activities designed to foster and sustain trust between OPD and the residents of Oakland.	OPD	1–3%
	7. Fund Development for Public Safety: Supports increased capacity to pursue grants and new funding opportunities that align with Measure NN objectives.	OPD	1–4%
	8. Capacity Building for CVI and GBV Ecosystem: Ensures that the ecosystem of CBO providers and DVP frontline staff are coordinated and have the capacity to deliver evidence-based CVI and GBV services.	DVP	1–2%
	9. Coordination and Response to Human Trafficking: Supports OPD’s efforts to increase enforcement and strengthen collaboration with other agencies in order to interrupt commercial sexual exploitation, including the sexual exploitation of minors.	OPD	2–4%
Improving Emergency Response	10. Behavioral Health Response: Invests in efforts to improve the quality and efficiency of Oakland's alternative response programs.	OPD, OFD	1–3%
	11. Enhanced OFD Capacity & Community Training: Expands capacity for emergency response through staffing, personnel, and training enhancements; supports partnership activities with Oakland youth and residents.	OFD	3–4%
	12. Equipment Upgrades: Funds equipment upgrades for OPD and OFD that improve the speed, quality, and equity of emergency response and protect the health and well-being of Oakland’s first responders.	OPD, OFD	4–6%

Theory of Change for Selected Strategies

The work of creating a healthy, thriving, and safe community is collective work. Oakland benefits from a rich network of community partners, public agencies, leaders, and residents who recognize that a multipronged approach that leverages the strengths of each partner and fosters cross-sector collaboration is critical to achieving the City’s public safety goals. The violence reduction efforts funded through Measure NN build on decades of investments to address the root causes of violence and strengthen the capacity of Oakland’s public safety ecosystem to implement evidence-based and community-informed practices.

Oakland leads in the fields of community and gender-based violence interventions and has seen significant reductions in shootings, homicides, and other violent crimes since 2023. At the same time, the work is not done. The prevalence of gender-based violent crimes demands attention; Oakland’s emergency response times are out of compliance with state standards; and many violent crimes still go unreported or unsolved. Funding to strengthen residents’ trust in the Oakland Police Department and to support prevention efforts has been significantly reduced due to budget cuts.

The set of strategies supported by Measure NN builds on the efforts previously funded through Measure Y and Measure Z and prioritizes investments in direct services and public safety infrastructure to create a safe and thriving Oakland. This section lays out a justification and theory of change for how this set of strategies will result in the attainment of the violence reduction goals laid out in the 2026–2030 CVRP.

SUSTAINING DIRECT INTERVENTIONS FOR PEOPLE AT THE CENTER OF VIOLENCE IN OAKLAND

Over the next four years, the bulk of Measure NN investments (80%) will be directed toward interventions that aim to directly engage people at the center of violence in Oakland, including those likely to perpetrate or be victimized by gun violence and survivors of gender-based violence (GBV). Community Violence Intervention (CVI) is a growing national field of practice that aims to disrupt cycles of violence through evidence-based strategies, including life coaching, hospital-based interventions, focused deterrence, and cognitive behavioral therapy.²⁵ The CVI and GBV strategies led by the Department of Violence Prevention (DVP) provide access to participant-centered services and opportunities that disrupt cycles of violence and harm, prevent retaliatory violence, and reduce re-traumatization.^{26 27} These strategies require significant coordination between the DVP and Oakland’s network of nonprofit providers to deliver interventions, facilitate referrals, and secure external resources to maximize impact.

²⁵ Department of Violence Prevention. (2025). *Measure NN 2026–29 spending plan*. City of Oakland. https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/documents/dvp_measure-nn-spendingplan_2026-2029_final.pdf

²⁶ Jannetta, J., Oglesby-Neal, A., & Urban Institute. (2025). *A process and outcome evaluation of Oakland’s Measure Z-funded group violence response services: July 2022 to December 2024*. Urban Institute. <https://www.urban.org/research/publication/process-and-outcome-evaluation-oaklands-measure-z-funded-group-violence>

²⁷ Mathematica Policy Research. (2021). *Oakland Unite 2016–2020 comprehensive evaluation: Implementation and impacts of youth and adult life coaching*. https://anthonylouisdagostino.com/publications/Mathematica_Comprehensive%20evaluation%20of%20Oakland%20Unite%20life%20coaching%202016-2019.pdf



Group Photo of DVP Staff, 2025

Ceasefire-Lifeline, Oakland’s core strategy to reduce group violence, and OPD’s Crime Reduction Teams employ targeted deterrence and enforcement to interrupt group-related violence, deter violent crime, and improve investigations. Expanded capacity within OPD to support investigations will also improve clearance rates for violent crimes. This set of strategies builds on Oakland’s progress toward reducing shootings and homicides by focusing services and deterrence efforts on the individuals who are at the center of group and network-related shootings and homicides and those individuals most likely to be victims of commercial sexual exploitation and domestic violence offenses. Direct intervention services are intended for residents of Oakland who are most vulnerable to violence. Black and Latino residents account for the vast majority of shooting and homicide victims and survivors identified as victims of sex trafficking. Services funded by the DVP are intended to reduce experiences of these forms of violence and associated trauma, thus moving Oakland closer to racial equity. Additionally, both the DVP and funded organizations use a credible messenger model, hiring staff with applicable lived experiences.

STRENGTHENING OAKLAND PUBLIC SAFETY SYSTEMS

Approximately 10% of Measure NN funding supports strategies that strengthen public safety systems, partnerships, and the capacity of the network of CBOs and DVP staff to deliver CVI. Community violence reduction efforts are most effective when CBOs, agencies, and key partners are coordinated, and working toward shared goals. This CVRP also includes several strategies that support internal capacity building of lead departments. OPD’s priority spending plan outlines a multiphase effort to recruit and retain sworn and non-sworn staff, with the goal of improving and rebuilding investigations, special victims, and dispatch units and meeting the minimum of 700 sworn positions. Recruiting and retaining sworn and non-sworn staff is expected to improve response times and clearance rates.²⁸ OPD believes that public trust in the department must be built upon a strong foundation of consistent, quality responses to calls for service in the community. Responding to 911 calls in accordance with state standards, improving investigation clearance rates, and building a workforce pipeline rooted in Oakland are expected to strengthen residents’ trust over time. OPD recognizes the importance of strengthening

²⁸ Mourtgos, S. M., Adams, I. T., & Nix, J. (2024). Staffing levels are the most important factor influencing police response times. *Policing: A Journal of Policy and Practice*, 18. <https://www.crimrxiv.com/pub/02md8eqk/release/1>

Oakland residents’ trust in the Department and improving enforcement and coordination with other agencies to end human trafficking.

Additionally, the plan includes strategies that support improving the capacity of CVI and GBV providers to reach the DVP’s target population and achieve impact. Training and capacity-building support for DVP staff, CBOs, and the frontline workforce will improve alignment across the provider ecosystem, strengthen the skills of the frontline workforce, and support innovations in serving those impacted by GBV. Investing in the public safety ecosystem will ensure that Oakland remains a leader in holistically addressing community and gender-based violence.



IMPROVING EMERGENCY RESPONSE

OFD and OPD play a critical role in responding to emergencies. Timely response saves lives, prevents escalation of violence, and builds community trust. Response times in Oakland, particularly for OPD, are out of compliance with state standards. Approximately 10% of Measure NN funds will be used for strategies that improve the quality and timeliness of emergency response. The CVRP includes three primary approaches to improving emergency response:

- Strengthening behavioral health alternatives to traditional law enforcement response
- Upgrading equipment to support faster response and ensure the safety of first responders
- And enhancing capacity within OFD and the community to respond to emergencies

The behavioral health strategy invests in alternative-response programs within OPD and OFD to reduce the burden on an already-strained 911 system and ensure that community members experiencing behavioral health challenges receive an appropriate response. The integration of new technologies and



upgrades to equipment will enable faster response to life-threatening emergencies, more equitable service to residents who do not speak English as their primary language, and a first responder workforce that is healthier and better equipped to stay on the job. Finally, enhanced OFD capacity through hiring and deployment of staff and delivery of trainings ensures adequate response to emergent crises. These infrastructure and capacity-building investments will improve the quality and timeliness of emergency response.



STRATEGIES

This section includes a detailed description of each of the 12 strategies.

Direct Interventions for People Impacted by Violence

The bulk of Measure NN resources will be directed toward interventions that aim to directly engage people at the center of violence in Oakland, including those likely to perpetrate or be victimized by gun violence and survivors of GBV.

STRATEGY 1: COMMUNITY VIOLENCE INTERVENTION SERVICES

Implementation Lead: Department of Violence Prevention

Strategy 1: Description

This strategy supports direct delivery of core interventions to people at the center of violence, including Lifeline clients or other individuals at high risk of perpetrating or being victimized by group or network-related gun violence. The Department of Violence Prevention (DVP) and experts in the field estimate that a significant amount of gun violence is driven by about 350 individuals. This strategy funds DVP staff and community-based organization (CBO) providers to deliver evidence-based community violence intervention (CVI) services, such as violence interruption, hospital-based violence intervention, life coaching, and youth diversion services, as well as supportive services to address the immediate needs of individuals at the center of gun violence. Supportive services, such as housing, employment readiness and navigation, and behavioral health care, improve participants' safety, stability, and sense of connection to resources. Through intensive and wraparound programming, CVI participants change their behavior, interrupt intergenerational cycles of trauma, and ultimately stop participating in group violence. Youth and adults who meet eligibility criteria may receive the following interventions or others as needed:

Violence Interruption: Violence interruption is a flexible and responsive approach where trained individuals with lived experience engage people involved in potentially violent situations to de-escalate interactions before gun violence erupts. These credible messengers identify conflicts before they begin and use their influence to prevent violence from occurring. They conduct proactive outreach with group-involved individuals to mediate conflicts and prevent violence. They also support families and work to prevent retaliation after a shooting/homicide occurs in order to interrupt cycles of violence.

Hospital-Based Intervention: Frontline providers meet gunshot victims in the hospital and encourage enrollment in intensive life coaching, provide them with short-term transition care and case management, and help them access victims of crime benefits.

Intensive Life Coaching: Life coaches work with adults and youth one-on-one to reduce risks of violence, build support systems, and increase protective factors.

Youth Diversion Services: Youth receive intensive life coaching while participating in a restorative process that leads to them taking responsibility for their actions and working to repair the harm they caused to their direct victim(s), the community, and themselves.



Credit: Jeff Chiu, AP News

DVP Life Coach LaSasha Long

Strategy 1: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Lifeline interventions
- Violence interruption
- Hospital-based violence intervention
- Life coaching for youth and adults
- Youth diversion
- Emergency relocation
- Housing
- Employment navigation
- Workforce development cohorts
- Healing services
- Family and victim support
- Additional interventions based on the needs of the target population and/or emerging innovations in the field of CVI

Strategy 1: Rationale

Gun violence negatively impacts the health and safety of Oakland residents. Public health strategies that provide support for communities where systemic racism, disinvestment, and intergenerational trauma are highly concentrated can help stem gun violence and homicides.^{29 30 31 32 33 34} CVI is a growing national field of practice that aims to disrupt cycles of violence through evidence-based strategies, including life coaching, hospital-based interventions, focused deterrence, street outreach/violence interruption, and cognitive behavioral therapy.³⁵ Evaluations of life coaching services delivered to Oakland adult residents at risk of violence found that participants were half as likely to be arrested and 22% less likely to be arrested for a gun offense than individuals in similar circumstances who did not receive life coaching.^{36 37} Interventions utilizing Cognitive Behavioral Therapy (CBT) are recognized as highly effective approaches with the DVP’s target population, reducing re-offense rates and group violence.³⁸

Violence interruption also has a strong evidence base, including a multicity review of the Cure Violence model, which follows the same principles that inform Oakland’s violence interruption program. This

²⁹ Webster, D. W., Tilchin, C. G., & Doucette, M. L. (2023). *Estimating the effects of Safe Streets Baltimore on gun violence*. Johns Hopkins Center for Gun Violence Solutions & Johns Hopkins Bloomberg School of Public Health.

³⁰ South, E. C., Hemenway, D., & Webster, D. W. (2022). Gun violence research is surging to inform solutions to a devastating public health crisis. *Preventive Medicine*, 158, Article 107034. <https://pmc.ncbi.nlm.nih.gov/articles/PMC9642971/>

³¹ Crifasi, C. K., Williams, R. G., Booty, M. D., Owens-Young, J. L., Webster, D. W., & Buggs, S. A. L. (2022). Community perspectives on gun violence and safety: the role of policing in Baltimore City. *Journal of Criminal Justice*, 82, Article 101915. <https://www.sciencedirect.com/science/article/abs/pii/S0047235222000848>

³² Ward, J. A., McGinty, E. E., Hudson, T., Stone, E. M., Barry, C. L., Webster, D. W., & Crifasi, C. K. (2022). Reimagining public safety: Public opinion on police reform and gun violence prevention by race and gun ownership in the United States. *Preventive Medicine*, 165, Article 107180. <https://pubmed.ncbi.nlm.nih.gov/35933003/>

³³ Webster, D. W., Richardson, J., Meyerson, N., Vil, C., & Topazian, R. (2022). Research on the effects of hospital-based violence intervention programs: Observations and recommendations. *The Annals of the American Academy of Political and Social Science*, 701(1), 114–131. <https://journals.sagepub.com/doi/10.1177/00027162231173323>

³⁴ Buggs, S. A. L., Webster, D. W., & Crifasi, C. K. (2022). Using synthetic control methodology to estimate effects of a Cure Violence intervention in Baltimore, Maryland. *Injury Prevention*, 28(1), 61–67. <https://pubmed.ncbi.nlm.nih.gov/33558396/>

³⁵ Department of Violence Prevention. (2025). *Measure NN 2026–29 spending plan*. City of Oakland. https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/documents/dvp_measure-nn-spendingplan_2026-2029_final.pdf

³⁶ Jannetta, J., Oglesby-Neal, A., Birdsall, C., Gearing, H., & Kim, K. (2025). *A process and outcome evaluation of Oakland’s Measure Z–funded group violence response services: July 2022 to December 2024*. Urban Institute. <https://www.urban.org/research/publication/process-and-outcome-evaluation-oaklands-measure-z-funded-group-violence>

³⁷ Mathematica. (2021). *Oakland Unite 2016–2020 comprehensive evaluation: Implementation and impacts of youth and adult life coaching*. <https://www.oaklandca.gov/files/assets/city/v/1/city-administrator/documents/measure-z/mathematica-comprehensive-evaluation-of-life-coaching-2016-2019.pdf>

³⁸ Lipsey, M. W., Landenberger, N. A., & Wilson, S. J. (2007). Effects of cognitive-behavioral programs for criminal offenders. *Campbell Systematic Reviews*, 3(1), 1–141. <https://doi.org/10.4073/csr.2007.6>

study found marked decreases in homicides in New York City, Chicago, Philadelphia, Charlotte, and some international sites.³⁹

Evidence for the effectiveness of hospital-based violence intervention is robust and growing.^{40 41} Control-group studies consistently demonstrate that patients admitted for violent injury who receive hospital-based violence intervention services are twice as likely as control group members to attend follow-up appointments and avoid future violent injury.^{42 43}

The evidence also shows a consistent correlation between high-quality employment and improved public safety, both on the community and client levels. For example, an 18-month workforce development program that included CBT provision for adults at acute risk of violence effectively prevented shootings and homicides (a 65% reduction versus the control group over the 20-month follow-up period).⁴⁴

Diversion programs designed for mid-to-high-risk juvenile justice system-involved youth have also been shown to significantly reduce recidivism—these programs prevent further incarceration and provide participants with wraparound and/or restorative services while they are in the community. For example, a randomized control trial of the Make It Right program, a pre-charge restorative justice diversion program for minors in San Francisco, found that youth who completed the program were 44% less likely to be rearrested within six months and 30% less likely to be rearrested within four years than youth who went through traditional prosecution.⁴⁵

The DVP Lifeline strategy serves individuals at the highest risk of imminent gun violence, the majority of whom are African American or Latino males living at the intersections of poverty and criminal justice

³⁹ Ransford, C., Williams, M., & Slutkin, G. (2025). A systematic review on the effectiveness of the Cure Violence approach. *Inquiry: The Journal of Health Care Organization, Provision, and Financing*, 62. <https://pubmed.ncbi.nlm.nih.gov/40922561/>

⁴⁰ Cheng, T. L., Wright, J. L., Markakis, D., Copeland-Linder, N., & Harris, K. L. (2008). Effectiveness of a mentor-implemented, violence prevention intervention for assault-injured youths presenting to the emergency department: Results of a randomized trial. *Pediatrics*, 122(5), 938–944. <https://doi.org/10.1542/peds.2007-2096>

⁴¹ Gomez, G., Simons, C., St. John, W., Creager, L., Joy, A. L., & Justice, C. (2012). Project Prescription for Hope (RxH): trauma surgeons and community aligned to reduce injury recidivism caused by violence. *The American Surgeon*, 78(9), 1000–1004. <https://pubmed.ncbi.nlm.nih.gov/22964211/>

⁴² Julliard, C., Cooperman, L., Sathyadev, N., Pirrotta, L., Thai-Paquette, K., & Sidelinger, D. E. (2016). A decade of hospital-based violence intervention: Benefits and shortcomings. *Journal of Trauma and Acute Care Surgery*, 81(6), 1156–1161. <https://pubmed.ncbi.nlm.nih.gov/27653168/>

⁴³ Romo, N. D., Castillo, C., Hernandez, J., & Cheng, T. L. (2023). Improving adolescent violent trauma outcomes with a hospital-based violence prevention initiative. *Hospital Pediatrics*, 13(2), 153–158. <https://pubmed.ncbi.nlm.nih.gov/36597702/>

⁴⁴ Bhatt, M. P., Heller, S. B., Kapustin, M., Ludwig, J., & Mullainathan, S. (2024). Predicting and preventing gun violence: An experimental evaluation of READI Chicago. *The Quarterly Journal of Economics*, 139(1), 1–56. <https://academic.oup.com/qje/article-abstract/139/1/1/7220727?redirectedFrom=fulltext>

⁴⁵ San Francisco District Attorney’s Office, Shem-Tov, Y., Raphael, S., & Skog, A. (2022, January). *The impacts of the Make-it-Right program on recidivism*. California Policy Lab. <https://www.capolicylab.org/wp-content/uploads/2024/01/Impacts-of-the-Make-it-Right-Program-on-Recidivism.pdf>

system involvement. Although client demographics fluctuate, typically 85–95% of individuals enrolled in DVP life coaching are Black or Latino.

Strategy 1: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence

Strategy 1: Performance Metrics

- Number and percentage of CVI participants served who meet DVP target population, disaggregated by race/ethnicity
- Improved feelings of safety, resilience, and reduced trauma among participants served with CVI services
- Reduced recidivism among participants served with CVI services
- Percentage and amount of Measure NN funding disbursed to CBOs

Strategy 1: Estimated Funding Allocation

22–26% of Measure NN funding from 2026 to 2030



Credit: Jeff Chiu, AP News

DVP Life Coach LaSasha Long

STRATEGY 2: IMPLEMENTATION OF CEASEFIRE

Implementation Lead: Oakland Police Department

Strategy 2: Description

This strategy funds police personnel responsible for implementing Oakland’s primary gun-violence reduction strategy, Ceasefire-Lifeline. Launched in 2012, Oakland’s Ceasefire has three goals: to reduce street-group and network-related shootings and homicides; decrease recidivism and incarceration rates for individuals engaged in violence; and strengthen trust between communities and public safety partners.⁴⁶ Ceasefire achieves these goals through four core components: (1) identifying individuals at the highest risk of being involved in a shooting; (2) outreach to those individuals to communicate concern for their well-being and the consequences of continued involvement in violence; (3) offering services and support that address these individuals’ needs, including housing, life coaching, and employment navigation through city and community partnerships; and (4) narrowly focused police enforcement for those individuals who continue to engage in violence.

OPD’s Ceasefire unit plays an essential role in this strategy by leading weekly Shooting Review meetings to identify individuals at imminent risk of violence, coordinating and participating in direct communication with high-risk individuals, and conducting enforcement efforts as needed when engagement in violence persists. The unit operates in close coordination with City of Oakland departments, nonprofits, and faith-based organizations to offer services and alternatives to street-group involvement. Services are provided by a strong network of credible messengers, ensuring that accountability is paired with wraparound support. This strategy supports Strategy 6, Community Accountability and Trust, by strengthening collaboration with CBOs to reduce shootings and homicides in neighborhoods most impacted by violence.

Strategy 2: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Funding Ceasefire officers, sergeants, and lieutenants to conduct Ceasefire operations
- Data analysis
- Shooting Review meetings
- Coordination with city departments, nonprofits, and faith-based organizations
- Targeted enforcement responses for individuals who continue to engage in gun violence

⁴⁶ City of Oakland. (n.d.). *Oakland Ceasefire strategy*. <https://www.oaklandca.gov/Public-Safety-Streets/Crime-Prevention/Oakland-Ceasefire-Strategy>



Credit: Roselyn Romero, The Oaklandside

Oakland residents marching to commemorate the 12th anniversary of Ceasefire Night Walks in 2024

Strategy 2: Rationale

Historically, law enforcement responses to gun violence in Oakland and across the United States have relied on punitive enforcement approaches that have caused harm to communities, strained community trust in police, and failed to deliver lasting reductions in violence. In the early 2010s, when Oakland’s homicide rate was nearly seven times the national average,⁴⁷ Oakland’s community leaders, activists, and residents demanded a different approach—one that concentrates resources on the individuals most likely to be involved in gun violence; one that leads with respect, dignity, and the belief that individuals engaged in violence often do so out of survival and as a result of prior trauma; and one that pairs law enforcement accountability with authentic community collaboration.

Central to Ceasefire is the practice of focused deterrence, or the recognition that a small number of individuals drive a disproportionate share of gun violence and that concentrating resources on this group is the most effective way to reduce harm. In Oakland, this amounts to approximately 350 individuals.⁴⁸ The evidence base for focused deterrence is among the strongest in violence prevention, showing consistent, statistically significant reductions in shootings and homicides documented across dozens of US cities utilizing this strategy, including Oakland.⁴⁹

⁴⁷ California Partnership for Safe Communities. (2025). *The Return of Oakland Ceasefire: Rebuilding Key Capacities to Reduce Community Violence*. <https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/cpsc-audit-update-2025.pdf>

⁴⁸ California Partnership for Safe Communities. (2025). *The Return of Oakland Ceasefire: Rebuilding Key Capacities to Reduce Community Violence*. <https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/cpsc-audit-update-2025.pdf>

⁴⁹ Braga, A. A., Weisburd, D. L., & Turchan, B. (2018). Focused deterrence strategies and crime control: An updated systematic review and meta-analysis of the empirical evidence. *Criminology & Public Policy*, 17(1), 205–250. <https://doi.org/10.1111/1745-9133.12353>

Another pillar of Ceasefire’s approach is procedural justice, the principle that every interaction with community members must be led with dignity and respect. Ceasefire’s commitment to treating individuals with genuine care and a belief that most individuals want a way out of violence is what distinguishes it from past punitive enforcement approaches and makes community partners willing to stand behind it. It’s also effective. Research shows that when law enforcement treats community members with fairness and respect, trust builds, and people are more likely to comply with the law and cooperate with authorities.⁵⁰

Ceasefire’s impact also depends on a strong partnership with City agencies and a network of community-based partners who deliver wraparound supportive services that address immediate needs and offer opportunities for a life free from violence. Credible messengers co-create strategies to reduce harm.⁵¹ Oakland’s own history tells a compelling story about Ceasefire’s effectiveness. Following the launch of Ceasefire between 2012 and 2019, Oakland saw a 43% citywide decline in homicides.⁵² A rigorous quasi-experimental evaluation attributed a 31.5% reduction in citywide gun homicides during that time period directly to Ceasefire, earning it an “Effective” rating from the National Institute of Justice’s CrimeSolutions database.⁵³ When City leaders began gradually moving away from Ceasefire in 2016 and redirecting resources from its core focus of individuals at imminent risk of violence in 2019, gun violence surged.⁵⁴ Although many cities across the US saw an increase in violence during this time, Oakland’s pandemic-era increase outpaced the national average.⁵⁵ Following an audit of Ceasefire, which concluded that implementation of the strategy had lost focus and thus failed to stem rising levels of violence,⁵⁶ Oakland renewed its commitment to Ceasefire in 2024 and adherence to its evidence-based model. By the year’s end, Oakland had seen a 34% reduction in both homicides and nonfatal

⁵⁰ Mazerolle, L., Bennett, S., Davis, J., Sargeant, E., & Manning, M. (2013). *Legitimacy in policing: A systematic review*. The Campbell Collaboration. <https://doi.org/10.4073/csr.2013.1>

⁵¹ Department of Violence Prevention. (2025). *Measure NN 2026–2029 spending plan*. City of Oakland. https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/documents/dvp_measure-nn-spendingplan_2026-2029_final.pdf

⁵² Braga, A. A., Barao, L., Zimmerman, G. M., Brunson, R. K., Papachristos, A. V., Wood, G., & Farrell, C. (2019). *Oakland Ceasefire evaluation: Final report to the City of Oakland*. Northeastern University. <https://cao-94612.s3.amazonaws.com/documents/Oakland-Ceasefire-Evaluation-Final-Report-May-2019.pdf>

⁵³ National Institute of Justice. (n.d.). *Program profile: Ceasefire (Oakland, Calif.)*. CrimeSolutions. <https://crimesolutions.ojp.gov/ratedprograms/ceasefire-oakland-calif#5-0>

⁵⁴ California Partnership for Safe Communities, & National Institute for Criminal Justice Reform. (2023, December). *Oakland Ceasefire Audit Report and Findings: A Report on Gun Violence Reduction Efforts*. <https://cao-94612.s3.us-west-2.amazonaws.com/documents/Final-CF-Report-Oakland-01.24.pdf>

⁵⁵ Rosenfeld, R., & Lopez, E. (2021, May). *Pandemic, social unrest, and crime in U.S. cities: March 2021 update*. Council on Criminal Justice. https://counciloncj.org/crime-trends-yearend-2021-update/?gad_source=1&gad_campaignid=22295557823&gbraid=0AAAAACEWu3FW3dsSkzsQ90-UoS7nsuitL&gclid=CjwKCAjwctHPBhADEiwAWo3sJumV7L5dArkM5TD09tiOhiuJIYULNErNN7eoalsQ_tfROkh-3aAE4BoCvysQAvD_BwE

⁵⁶ California Partnership for Safe Communities. (2025). *The Return of Oakland Ceasefire: Rebuilding Key Capacities to Reduce Community Violence*. <https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/cpsc-audit-update-2025.pdf>

shootings and, in 2025, recorded its lowest homicide count in decades—a 22% decrease from the prior year.⁵⁷

Strategy 2: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence

Strategy 2: Performance Metrics

- Number of officers in the Ceasefire unit
- Number of individuals at high risk of violence who are reached through direct communication
- Number of enforcements conducted
- Reductions in homicides and shootings in areas disproportionately impacted by violence
- Improved resident perceptions of police

Strategy 2: Estimated Funding Allocation

30–34% of Measure NN funding from 2026 to 2030

STRATEGY 3: CRIME REDUCTION TEAMS AND INVESTIGATIONS IMPROVEMENTS

Implementation Lead: Oakland Police Department

Strategy 3: Description

This strategy funds the deployment of Crime Reduction Teams (CRTs). CRTs aim to investigate and respond to violent crimes in areas of the City that are hit the hardest by violence and crime, using proactive and intelligence-based policing. To ensure that policing is fair and just, CRTs' focus is narrow, targeted, and data driven. By concentrating investigative resources in areas of greatest need, CRTs interrupt cycles of violence, disrupt criminal networks, and increase accountability for those who perpetrate serious crimes.

OPD sees CRTs as a cross-functional resource within the department; these teams lead complex, high-risk operations and provide essential support to Ceasefire, the Special Victims Unit, Homicide, Robbery, and local and federal task forces. By investing in CRTs, OPD improves its investigative capacity, leading to improved clearance rates—a critical public safety outcome. This strategy supports Strategy 6, Community Accountability and Trust. Solving crimes improves community trust, holds perpetrators accountable, and leads to an increased sense of safety among residents.

⁵⁷ Oakland Police Department. (2025). *End of Year Crime Report*. <https://cityofOakland2.app.box.com/s/sjiq7usfy27gy9dfe51hp8arz5l1ixad/file/2093487790831>

Strategy 3: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Deploy CRTs to conduct targeted enforcement activities, such as:
 - Respond to crime in regions of the City most impacted by violence
 - Provide law enforcement responses in support of Ceasefire
 - Support investigative units
 - Conduct human trafficking operations and enforcement
 - Conduct operations and proactive policing

Strategy 3: Rationale

The deployment of CRTs reflects an evolution in Oakland’s public safety approaches, one that began under Measure Z and continues as a core priority under Measure NN.⁵⁸ While earlier policing models relied on broad neighborhood patrols, for OPD, CRTs represent a more precise and accountable approach by concentrating investigative and enforcement resources on the specific locations and criminal networks driving the greatest harm. This strategic focus on the places, patterns, and individuals most responsible for shootings, homicides, and commercial burglaries is designed to deliver meaningful reductions in violence where Oakland residents most urgently need them.

Underlying the deployment of CRTs is the premise that violent crime is clustered and that a subset of neighborhoods bears the brunt of the City’s shootings, robberies, and assaults. Concentrating police resources on those regions of the City that experience disproportionate levels of crime and violence has been shown to reduce crime without displacing it to nearby areas.⁵⁹ CRTs use systematic data analysis to continually update and prioritize hot spots, adapting as crime trends shift and evolve. This dynamic data-informed approach distinguishes CRTs from traditional patrol models and is central to their success.

Improving OPD’s ability to solve violent crimes is a strategic community safety priority for the department. Unsolved crimes fail to hold perpetrators accountable, enabling repeated violence, eroding trust in law enforcement, and diminishing residents’ sense of safety. CRT investments strengthen investigative capacity across the department while also freeing up bandwidth, which supports a faster, more robust response to emergencies across the City.

Strategy 3: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence

⁵⁸ City of Oakland. (2014). *The 2014 Oakland Public Safety and Services Violence Reduction Act (Measure Z)*. <https://www.oaklandca.gov/files/assets/city/v/1/city-administrator/documents/measure-z/measure-z-2014-85149-c.m.s.pdf>

⁵⁹ Braga, A. A., Papachristos, A. V., & Hureau, D. M. (2012). Hot spots policing effects on crime. *Campbell Systematic Reviews*, 8(1), 1–96. <https://doi.org/10.4073/csr.2012.8>

- Improve emergency 911 response times and the quality of response
- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 3: Performance Metrics

- Improved clearance rates for violent crimes
- Improved perceptions of safety among residents
- Number of CRT operations conducted by type
- Reductions in homicides and shootings in areas disproportionately impacted by violence

Strategy 3: Estimated Funding Allocation

6–10% of Measure NN funding from 2026 to 2030



STRATEGY 4: TRAUMA-INFORMED SERVICES FOR SURVIVORS OF GENDER-BASED VIOLENCE

Implementation Lead: Department of Violence Prevention

Strategy 4: Description

This strategy supports the provision of direct services to victims and survivors of domestic violence and commercial sexual exploitation such as crisis intervention, life coaching, housing, legal assistance, and other supportive services. Through services provided by DVP staff and CBO providers, youth and adults victimized by gender-based violence (GBV) will have access to both immediate and long-term support. Survivors have complex needs and therefore require a combined suite of supportive services that are integrated and accessible.

Crisis navigation connects survivors of both domestic violence and commercial sexual exploitation to rapid trauma-informed safety services after a crisis has occurred. Crisis navigators are available around the clock to meet clients where they are to address their most pressing safety concerns, such as housing, legal assistance, etc. Through timely and responsive services, crisis navigators can connect participants to life coaching and case management services.

Life coaching services funded through this strategy prioritize safety, healing, and stability for youth and adults. Life coaching services are trauma-informed, culturally relevant, and intensive, providing daily contact and referring to additional resources. Navigation to transitional and long-term housing enables survivors to leave unsafe living situations. Healing services help participants recover from trauma and abuse through group therapy, cognitive behavioral interventions, and other healing modalities. GBV services ensure that participants' safety needs are met, mitigate immediate harm, and support healing from trauma. Together, these services and others supported by this strategy reduce revictimization and empower survivors.



Strategy 4: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Crisis navigation for youth and adults
- Life coaching and case management for youth and adults
- Emergency and transitional housing
- Healing services
- Legal assistance and other supportive services

- Additional interventions based on the needs of the target population and/or emerging innovations in the field of GBV

Strategy 4: Rationale

Domestic violence—the most common form of GBV—and commercial sexual exploitation, including of children, is visible on the streets of Oakland. Black women, children, and gender-nonconforming people are more likely to be victims of commercial sexual exploitation. While City agencies, CBOs, and residents agree that Oakland is facing a crisis, the City lacks reliable data on commercial sexual exploitation. When it comes to domestic violence, incidents often go underreported to law enforcement, and reporting mechanisms do not disaggregate domestic violence from other types of assaults.⁶⁰

Similarly, the body of literature on evidence-based practices to intervene and interrupt domestic violence is limited. There is emerging research on revictimization among survivors of domestic violence. Research suggests that psychological distress (particularly trauma-related/PTSD symptoms) can contribute to revictimization.⁶¹ This implies that programs that specifically support trauma recovery should be prioritized in survivor services. Accessing crisis services where safety is the guiding principle is associated with more self-efficacy, coping skills, and safety.⁶² There is also evidence that providing holistic, wraparound services (rather than services exclusively focused on one or another need, like housing or psychological support alone) as soon as possible after a DV survivor’s case comes to light is associated with fewer subsequent domestic violence incidents.⁶³

Crisis advocacy has been shown to have a significant impact on reducing the likelihood of revictimization.⁶⁴ Evidence suggests that survivor-focused programs are more effective if they include psychoeducation⁶⁵ about the causes and consequences of domestic violence; attention to ongoing

⁶⁰ Department of Violence Prevention. (2025). *Measure NN 2026–29 spending plan*. City of Oakland. https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/documents/dvp_measure-nn-spendingplan_2026-2029_final.pdf

⁶¹ Bellot, A., Muñoz-Rivas, M. J., Botella, J., & Montorio, I. (2024). Factors associated with revictimization in intimate partner violence: A systematic review and meta-analysis. *Behavioral Sciences*, *14*(2), Article 103. <https://doi.org/10.3390/bs14020103>

⁶² Bennett, L., Riger, S., Schewe, P., Howard, A., & Wasco, S. (2004). Effectiveness of hotline, advocacy, counseling, and shelter services for victims of domestic violence: A statewide evaluation. *Journal of Interpersonal Violence*, *19*(7), 815–829. <https://doi.org/10.1177/0886260504265687>

⁶³ Seivwright, A., Lester, L., & Flatau, P. (2025). Service pathways and outcomes of holistic programs supporting women experiencing intimate partner violence. *Australian Social Work*. <https://www.tandfonline.com/doi/full/10.1080/0312407X.2025.2501262>

⁶⁴ Messing, J. T., Campbell, J., Sullivan Wilson, J., Brown, S., Patchell, B., & Shall, C. (2015). Oklahoma Lethality Assessment Study: A quasi-experimental evaluation of the Lethality Assessment Program. *Social Service Review*, *89*(3), 499–530. <https://www.ojp.gov/library/publications/oklahoma-lethality-assessment-study-quasi-experimental-evaluation-lethality-0>

⁶⁵ Psychoeducation describes a range of interventions that enhance education, support, and coping skills development.

safety, cognitive, and emotional skill development to mediate trauma-related symptoms; and a focus on empowerment and survivors' strengths.⁶⁶

The research on how to prevent revictimization of human trafficking survivors is neither rigorous nor extensive.^{67 68} A recent meta-analysis considering multiple studies points to the importance of providing holistic, wraparound services combined with a secure residential care component. This meta-analysis suggests that while physical health care, mental health support, economic empowerment, and a safe place to stay are each important, they will most likely be successful in preventing revictimization if they are integrated.⁶⁹

Impact on Measure NN Objectives

- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 4: Performance Metrics

- Number of participants who received GBV services, disaggregated by type of victimization and race/ethnicity
- Improved feelings of safety, resilience, and reduced trauma among people served with GBV services
- Reduced revictimization among participants served with GBV services
- Percentage and amount of Measure NN funding disbursed to CBOs

Strategy 4: Estimated Funding Allocation

11–15% of Measure NN funding from 2026 to 2030

Strengthening Oakland Public Safety Systems

Approximately 10% of Measure NN funding will support strategies designed to strengthen public safety systems, partnerships, and the capacity of the network of CBOs and DVP staff to deliver CVI. Community

⁶⁶ Warshaw, C., Rivera, E. A., & Sullivan, C. M. (2013). *A systematic review of trauma-focused interventions for domestic violence survivors*. National Center on Domestic Violence, Trauma & Mental Health. https://ncdvtmh.org/wp-content/uploads/2022/10/NCDVTMH_EBPLitReview2013.pdf

⁶⁷ Knight, L., Xin, Y., & Mengo, C. (2022). A scoping review of resilience in survivors of human trafficking. *Trauma, Violence, & Abuse*, 23(3), 1048–1062. <https://pubmed.ncbi.nlm.nih.gov/33468034/>

⁶⁸ Wright, N., Jordan, M., & Lazzarino, R. (2021). Interventions to support the mental health of survivors of modern slavery and human trafficking: A systematic review. *International Journal of Social Psychiatry*, 67(8), 1026–1034. <https://pubmed.ncbi.nlm.nih.gov/34431379/>

⁶⁹ Schroeder, E., Yi, H., Okech, D., Bolton, C., Aletraris, L., & Cody, A. (2023). Do social service interventions for human trafficking survivors work? A systematic review and meta-analysis. *Trauma, Violence, & Abuse*, 25(1), 164–179. <https://pubmed.ncbi.nlm.nih.gov/37897353/>

violence reduction efforts are most effective when CBOs, agencies, and key partners are aligned, coordinated, and working toward shared goals.

STRATEGY 5: RECRUITMENT AND RETENTION OF OPD STAFF

Implementation Lead: Oakland Police Department

Strategy 5: Description

This strategy supports multipronged recruitment and retention efforts to achieve and maintain the minimum staffing levels of sworn officers required of OPD by Measure NN and improve staffing for Dispatch and other units. Measure NN requires that the City hire and maintain no fewer than 700 sworn police officers. To meet Measure NN’s staffing-level goals, OPD plans to implement a comprehensive approach to recruitment and staffing—one that creates conditions for robust, sustained hiring and improved staff retention.

OPD is committed to meeting these staffing-level goals and may do so with a variety of approaches that will attract new and experienced officers who reflect the Oakland communities they will serve. Recruitment approaches may include targeted recruitment campaigns, strengthening the cadet program, and other efforts. OPD may commission data analyses or studies that illuminate staffing needs of specific divisions, units, and beats. OPD hopes to optimize staffing across OPD divisions; this may include rebuilding the Special Victims Unit (which has also faced chronic understaffing⁷⁰), the Investigations Unit, and Dispatch. OPD plans to take a holistic approach by examining the beat structure and considering new deployment strategies to improve overall response times and specifically address the inequities in response times experienced by the residents of East Oakland.

OPD believes that a fully staffed department will have positive effects across the City, leading to reduced overtime costs, improved investigative capacity and clearance rates, faster emergency response times, reductions in crime, and—ultimately—a department that’s better able to serve Oakland communities and advance public safety.

Strategy 5: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Recruitment campaigns for sworn and non-sworn personnel
- Pipeline and career exposure programs to attract Oakland residents and youth to a career in OPD
- Research and data analysis on staffing needs
- Staffing and deployment optimization

⁷⁰ PFM Group Consulting. (2024). *Oakland Police Department staffing study*. Office of the Inspector General, City of Oakland. <https://www.oaklandca.gov/files/assets/city/v/1/inspector-general/documents/published-reports/pfm-llc-opd-staffing-study.pdf>

- Officer-retention strategies



Strategy 5: Rationale

OPD’s robust recruitment strategy is a direct response to residents’ concerns and demands for action. In a February 2026 poll of 700 registered voters, respondents signaled that crime is a lived reality for many Oakland residents. Sixty-one percent of respondents personally experienced or knew someone who had been a victim of theft or petty crime in the past year, and 24% had experienced or knew a victim of violent crime. According to that same poll, there is broad support for more police—70% of respondents believe police presence should increase. Support was highest in Districts 2, 4, 6, and 7, exceeding 75%; it was lowest (51%) in District 1.⁷¹

The recruitment strategy is also a response to the department’s chronic staffing shortfall. OPD estimates that it loses at least 60 officers per year. OPD’s approach is designed to meet staffing needs at different experience levels and timelines. As examples, external academies build the long-term pipeline; lateral hires provide faster relief for specialized units like investigations and the Special Victims Unit, which require experienced OPD officers; and the cadet program invests in creating a pathway for young Oakland residents to pursue a career in OPD, deepening community ties and building a police force that reflects the city it serves.

⁷¹ East Bay Polling Institute. (2026). *Oakland Q1 2026 public opinion survey*. <https://www.eastbaypollinginstitute.org/polls/oakland-q1-2026>

OPD believes that retention is equally critical. Recruitment gains are undermined by high attrition rates, making staffing and deployment optimization central to this strategy’s long-term success. Strategically expanding teams that face entrenched vacancies but are responsible for addressing and solving the City’s violent crimes, including the Special Victims Unit and the Investigations Unit, can improve outcomes for survivors, increase the department’s ability to solve serious cases, and create the working conditions that make it possible to recruit and retain skilled investigators over the long term. A recent report suggested that rewriting beat boundaries to reflect call volumes and officer capacity could improve officer effectiveness and workload and drastically improve response in East Oakland, where fewer officers have to respond to greater call volumes.⁷²

Special attention to the recruitment and retention of dispatch operators is central to this strategy. Oakland’s 911 response times fall far short of state standards and rank among the worst of comparable California cities. According to the Oakland City Auditor, in 2024, the City answered just 54% of calls within the state-required 15-second threshold. Disparities were especially acute for the 10% of Oakland households without an adult English speaker and for residents in East Oakland, where response times significantly lag those of the rest of the City. The audit attributes the chronic underperformance primarily to dispatcher staffing shortages. Evidence suggests that staffing is the most important factor in emergency response times above and beyond overtime, call volume, and the level of proactive police work that has taken place.⁷³ Achieving minimum staffing, supporting the recruitment and retention of dispatchers, and optimizing officer and dispatch deployment are all critically needed.

Strategy 5: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence
- Improve emergency 911 response times and the quality of response
- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 5: Performance Metrics

- Number of sworn officers
- Improved sworn officer retention rate
- Improved dispatch retention rate
- Reductions in overtime costs as a proportion of total personnel costs

⁷² Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

⁷³ Mourtgos, S. M., Adams, I. T., & Nix, J. (2024). Staffing levels are the most important factor influencing police response times. *Policing: A Journal of Policy and Practice*, 18, Article paae001. <https://www.crimrxiv.com/pub/02md8eqk/release/1>

- Improved residents’ perceptions of safety and responsiveness, disaggregated by race/ethnicity and zip code
- Reduced disparities in emergency response times in East Oakland compared to the rest of the City
- Reduced disparities in emergency response times among residents who speak a language other than English compared to residents who speak English

Strategy 5: Estimated Funding Allocation

3–7% of Measure NN funding from 2026 to 2030

STRATEGY 6: COMMUNITY ACCOUNTABILITY AND TRUST

Implementation Lead: Oakland Police Department

Strategy 6: Description

This strategy supports activities designed to foster and sustain trust, strengthen information sharing, and promote opportunities for collaboration between OPD and the residents of Oakland. OPD believes that strong police–community relationships are essential to an Oakland where residents trust, rely on, and collaborate with OPD and, ultimately, feel safe in this city. OPD may rely on diverse approaches to support community trust building such as community engagement with schools, neighborhood groups, and CBOs or participation in neighborhood and community improvement projects. OPD is committed to constitutional policing, which prioritizes the protection of residents’ civil rights, trust, accountability, transparency, and community partnership. As such, this strategy also supports OPD initiatives to increase communication with residents, solicit their feedback on Police Services and improve transparency. OPD may also sustain or deepen its collaboration with Neighborhood Crime Prevention Councils and other bodies that support strong relationships between residents and the police. OPD may initiate or build the foundation for reestablishing community policing programs in Oakland or efforts that aim to prevent crime through environmental design (CPTED).

Strategy 6: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Community engagement and partnership activities, such as resident outreach and collaboration with neighborhood groups, schools, and CBOs
- Programs and initiatives that foster community trust, support neighborhood councils, and improve collaboration with residents and community groups
- Communications efforts to keep residents informed or solicit community input
- Internal practices that strengthen transparency, accountability, and department response to community input



Strategy 6: Rationale

Repairing historical mistrust between OPD and the residents of Oakland, especially those who have experienced disparate police response, over-policing, and abuse at the hands of police, is critical for improved public safety. Distrust of the police varies by race⁷⁴ as a result of persistent and historical disparities in treatment by law enforcement and judicial processes.⁷⁵ ⁷⁶ Deliberate positive contact with police can substantially improve community members' attitudes toward police, leading to improved perceptions of police legitimacy and willingness to cooperate.⁷⁷ Studies of community policing, as an example, show that it improves community member satisfaction, police legitimacy, and trust between

⁷⁴ Kuen, K., Appleton, C. J., Weisburd, D., & Uding, C. V. (2025). Do White and Black people truly view the police differently? Findings from a study of crime hot spots in Baltimore, Maryland. *American Journal of Criminal Justice*, 50(3), 541–564. <https://pmc.ncbi.nlm.nih.gov/articles/PMC12089163/>

⁷⁵ Lofstrom, M., Hayes, J., Grogger, J., MacDonald, J. M., & Raphael, S. (2021). *Racial disparities in law enforcement stops*. Public Policy Institute of California. <https://www.ppic.org/publication/racial-disparities-in-law-enforcement-stops/>

⁷⁶ Widra, E. (2024, December 19). *Despite fewer people experiencing police contact, racial disparities in arrests, police misconduct, and police use of force continue*. Prison Policy Initiative. https://www.prisonpolicy.org/blog/2024/12/19/policing_survey_2022/

⁷⁷ Peyton, K., Sierra-Arévalo, M., & Rand, D. G. (2019). A field experiment on community policing and police legitimacy. *Proceedings of the National Academy of Sciences*, 116(40), 19894–19898. <https://doi.org/10.1073/pnas.1910157116>

residents and law enforcement.⁷⁸ A recent evaluation of the Comprehensive Safety Model implementation in Los Angeles, which works by building trust and relationships between officers, community residents, and stakeholders, resulted in reductions in crime in targeted low-income areas, including network/group violence.⁷⁹

Staffing shortages led to the elimination of OPD’s use of Community Resource Officers (CROs), part of the City’s community policing program. The CROs served as liaisons between the community and the department, attending monthly neighborhood council meetings in their beat and communicating resident concerns to their area captain. Through problem-solving, coordinating City resources, and improving neighborhood conditions, including addressing the environmental factors that facilitate crime, the CROs were a critical resource to community members. Many residents would like to see the CROs reinstated, the Neighborhood Services Coordinator position re-developed, and Community Policing rebuilt in Oakland. In the meantime, OPD community engagement activities that promote strengthened trust can contribute to an improved sense of safety among Oakland residents and rebuild historical mistrust.

Strategy 6: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence
- Improve emergency 911 response times and the quality of response
- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 6: Performance Metrics

- Improved resident perceptions of police, disaggregated by race/ethnicity and zip code
- Improved resident sense of safety, disaggregated by race/ethnicity and zip code

Strategy 6: Estimated Funding Allocation

1–3% of Measure NN funding from 2026 to 2030

⁷⁸ Gill, C., Weisburd, D., Telep, C. W., Vitter, Z., & Bennett, T. (2014). Community-oriented policing to reduce crime, disorder and fear and increase satisfaction and legitimacy among citizens: A systematic review. *Journal of Experimental Criminology*, 10(4), 399–428. <https://doi.org/10.1007/s11292-014-9210-y>

⁷⁹ Leap, J., Franke, T., Christie, C. A., & Bonis, S. (2020). *Evaluation of the LAPD Community Safety Partnership*. UCLA Luskin Social Justice Research Report. https://lapdonlinestrgeacc.blob.core.usgovcloudapi.net/lapdonlinemedia/2021/11/CSP-Evaluation-Report_2020_FINAL.pdf



STRATEGY 7: FUND DEVELOPMENT FOR CRIME PREVENTION

Implementation Lead: Oakland Police Department

Strategy 7: Description

This strategy will increase funds for crime prevention and violence reduction efforts in Oakland through expanding OPD’s capacity for grant writing and fund development. This will enable OPD to proactively pursue funding for upstream and downstream crime prevention and violence intervention strategies and opportunities that enable collaborations with other departments and City agencies to support collective efforts to improve public safety. OPD plans to pursue opportunities that advance the goals of Measure NN. The Department may seek funding to expand the Department’s capacity to prevent and interrupt crime and community violence and/or create multisector partnerships to improve public safety. OPD may undertake strategies that improve information sharing across City agencies and among the nonprofit ecosystem about upcoming funding opportunities. External funding can help address the devastating cuts to funding previously allocated to violence prevention and intervention, which have been felt deeply in Oakland.

Strategy 7: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Expanded staffing for fund development
- Fund development and grant management
- Multisector collaborations on funding opportunities
- Capacity building for grant writing
- Information-sharing strategies among partners regarding grant opportunities

Strategy 7: Rationale

OPD has limited internal resources to pursue external grants that improve public safety and as a result misses out on many funding opportunities. While the City Administrator’s office has resources for grant identification and proposal writing support, this resource supports many departments throughout the City. OPD believes that expanded grant identification and writing capacity will grow and sustain Oakland’s work in violence prevention and intervention and generate funding for cross-sector initiatives to improve public safety. Additional funding will increase investments in violence prevention and intervention and deepen the impact of existing efforts.

In addition to strengthening OPD’s own capacity to pursue new federal, state, and philanthropic dollars, this strategy may support efforts to pursue collaborative grant opportunities with community and City partners. This positions OPD and its partners to continue to build and sustain its violence reduction work. New funds can scale the effective strategies currently supported by Measure NN dollars and scale the impact, leading to further reductions in violence over the long term.

Strategy 7: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence
- Improve emergency 911 response times and the quality of response
- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 7: Performance Metrics

- Number of grants submitted
- Total funds secured for public safety improvement by type, amount, intervention approach, and targeted population

Strategy 7: Estimated Funding Allocation

1–4% of Measure NN funding from 2026 to 2030

STRATEGY 8: CAPACITY BUILDING FOR THE COMMUNITY VIOLENCE INTERVENTION AND GENDER-BASED VIOLENCE ECOSYSTEM

Implementation Lead: Department of Violence Prevention

Strategy 8: Description

This strategy ensures that the ecosystem of nonprofit providers and DVP frontline staff are coordinated and have the capacity to achieve impact with participants. Oakland benefits from a strong network of CBOs and DVP staff who are deeply committed to improving community health and safety. The DVP

believes that capacity-building activities will enhance the network’s ability to deliver high-touch, intensive services to people who are at the center of gun violence and survivors of gender-based violence. The DVP may invest in diverse capacity building approaches, such as training, coaching, and organizational development to DVP staff, CBOs, and the frontline workforce that engages participants in direct services. Oakland relies on a credible-messenger model and is a leader in the field of CVI in developing training and certification opportunities for the frontline-provider workforce. Credible messengers are people with lived experience of community violence who come from the communities most impacted by violence. The DVP may pursue certifications for this workforce.

The DVP recognizes the intersectional nature of violence, particularly gender-based and street violence, as women make up a quarter of the City’s shooting victims.⁸⁰ Oakland’s approach to CVI incorporates gender-based violence and aims to build the network’s capacity to recognize, interrupt, and intervene against multiple forms of violence through trainings, learning communities, and workshops.

This strategy also supports innovations in program design for interventions in GBV, such as conducting formative research, the design of new interventions, and activities that support adoption of new modalities across the network of DVP staff and providers.



2025 Life Coaching Certification Training

⁸⁰ Department of Violence Prevention. (2025). *Measure NN 2026–2029 spending plan*. City of Oakland. https://www.oaklandca.gov/files/assets/city/v/1/violence-prevention/documents/dvp_measure-nn-spendingplan_2026-2029_final.pdf

Strategy 8: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Training needs assessments
- Trainings, workshops, and learning communities
- Fellowships and certification opportunities for frontline staff and supervisors, such as those offered through the Oakland Peace Academy
- Organizational development, executive coaching, and leadership development
- Network-wide convenings
- Development of educational materials and curricula
- Participant working groups and advisory boards
- Research, data analysis, and program innovation



2023 DVP Training Event

Strategy 8: Rationale

Community violence interventions are most effective when the efforts of nonprofits, providers, and government agencies are coordinated and aligned. For more than a decade, Oakland has invested in efforts to strengthen the capacity of DVP staff and CBO providers to impact the health and well-being of participants, their families, and communities. The DVP wants to ensure that Oakland remains on the cutting edge of violence intervention by reinvigorating Oakland’s investment in its frontline workforce and network of providers. The capacity-building strategy may support efforts such as the expansion of certification and fellowship opportunities for credible messengers, strengthening capacity across the network to implement evidence-based practices in community violence intervention through learning communities, trainings, and workshops; and improving collaborative relationships and referral pathways

across the ecosystem of providers. Training and capacity-building services are most impactful when they respond to frontline-provider needs, encourage collaboration and coordination among CVI services, and incorporate the principles of Adult Learning Theory.⁸¹

Strategy 8: Impact on Measure NN Objectives

- Reduce homicides, robberies, carjackings, break-ins, domestic violence, and gun-related violence
- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 8: Performance Metrics

- Number and type of trainings delivered
- Number of graduates of certification opportunities
- Number of organizations receiving capacity-building support by type of support received
- Improved capacity to implement evidence-based practices among DVP staff and CBO providers

Strategy 8: Estimated Funding Allocation

1–2% of Measure NN funding from 2026 to 2030⁸²

STRATEGY 9: COORDINATION AND RESPONSE TO HUMAN TRAFFICKING

Implementation Lead: Oakland Police Department

Strategy 9: Description

This strategy supports OPD’s efforts to interrupt and prevent commercial sexual exploitation, including the sexual exploitation of minors, through enhanced enforcement, investigations, and collaboration with City and County agencies. OPD plans to deploy Crime Reduction Teams (CRTs) to conduct vice operations in order to deter and hold traffickers and perpetrators accountable. CRTs expand enforcement activities and investigative capacity in areas of the City where commercial sexual exploitation is most visible. Increased operations will enable the enforcement of all applicable laws, deterring traffickers and perpetrators from coming to Oakland to commit human trafficking related crimes.

OPD may also pursue other approaches to reduce human trafficking, such as rebuilding the staffing of the Special Victims Unit, which is responsible for investigating commercial sexual exploitation, and

⁸¹ Knowles, M. S., Holton, E. F., & Swanson, R. A. (2015). *The adult learner: the definitive classic in adult education and human resource development* (8th ed.). Routledge.

⁸² The DVP has secured external grant funds to cover this strategy in 2026 but may draw on Measure NN funds to fund training and capacity-building efforts in the future.

increasing coordination with other partners. Further, OPD hopes to sustain its participation on existing task forces and deepen its collaboration with City, County, and CBO partners. Together, these activities build a system that pairs enforcement operations with survivor-centered responses and durable interagency partnerships.

Strategy 9: Supported Activities

This strategy supports activities including but not limited to:

- Enforcement operations and other activities for reducing commercial sexual exploitation
- Investigations related to commercial sexual exploitation
- Implementation of all applicable laws designed to deter perpetrators and hold traffickers accountable
- Staffing and expanding the Special Victims Unit
- Interagency partnerships efforts to improve response to commercial sexual exploitation
- Relationship building and formal partnerships with CBOs that serve survivors

Strategy 9: Rationale

Human trafficking is challenging to track given that many cases go unreported. Survivors often do not come forward for fear of retribution and the stigma associated with victimization. As a result, data often underestimates the true scope of harm. Although the full scale of the problem in Oakland is unknown, commercial sexual exploitation is a visible crisis in this city, one that demands a strong, coordinated response. Law enforcement plays a primary role in the trafficking response. CRTs and OPD's Special Victims Unit carry that role in Oakland. With a fully staffed Special Victims Unit and enhanced CRT operations, OPD can better identify victims, link them to supportive services in the community, and hold perpetrators accountable.

Evidence shows that an effective response requires collaboration. One study showed that law enforcement agencies working within formal task forces were significantly more likely to identify victims and prosecute perpetrators than agencies acting independently.⁸³ Coordination across City departments and with county- and state-level partners diversifies available strategies, improves information flows, and helps close resource gaps needed to solve complex cases. Partnerships with CBOs are equally important. Agencies with strong, formalized ties to community-based service providers are better positioned to offer survivors immediate referrals to housing, counseling, and legal services, and to conduct field responses that are both trauma-informed and survivor-centered.⁸⁴

⁸³ Farrell, A., McDevitt, J., & Fahy, S. (2008). *Understanding and Improving Law Enforcement Responses to Human Trafficking* (Final Report No. 222752). U.S. Department of Justice, Office of Justice Programs. <https://www.ojp.gov/pdffiles1/nij/grants/222752.pdf>

⁸⁴ Okech, D., Morreau, W., & Benson, K. (2011). Human trafficking: Improving victim identification and service provision. *International Social Work*, 55(4), 488–503. <https://journals.sagepub.com/doi/10.1177/0020872811425805>

Strategy 9: Impact on Measure NN Objectives

- Reduce the incidence of human trafficking, including the sexual exploitation of minors

Strategy 9: Performance Metrics

- Number of CRT operations conducted to interrupt commercial sexual exploitation
- Number of trafficking perpetrators arrested and prosecuted
- Number of partnerships established
- Reduction in the incidence of commercial sexual exploitation
- Number of human trafficking survivors referred to CBOs

Strategy 9: Estimated Funding Allocation

2–4% of total Measure NN funding from 2026 to 2030

Improving Emergency Response

OFD and OPD play a critical role in responding to emergencies, and timely response saves lives, prevents escalation of violence, builds community trust, and deters future violent crime. Slightly less than 10% of Measure NN funds will be used for strategies that improve emergency response.

STRATEGY 10: BEHAVIORAL HEALTH RESPONSE

Implementation Leads: Oakland Police Department and Oakland Fire Department

Strategy 10: Description

This strategy invests in specialized behavioral health response programs within OPD and OFD to reduce the burden on an already-strained 911 system and ensure that community members experiencing behavioral health challenges receive an appropriate response. OPD and OFD may undertake efforts to increase capacity and improve the performance of Oakland’s behavioral health alternative-response programs, such as Mobile Assistance Community Responders of Oakland (MACRO)⁸⁵ and the Mobile Evaluation Team (MET).⁸⁶ These programs free up officers to respond to violent crime and ensure that community members experiencing behavioral health challenges are connected to supportive services. Departments may use diverse approaches to improve the capacity, effectiveness, and reach of

⁸⁵ Launched in April 2022 in response to community advocacy for alternative public safety models, MACRO deploys civilian teams consisting of a Community Intervention Specialist (CIS) and an Emergency Medical Technician (EMT) to respond to nonemergency calls involving behavioral health concerns, individual wellness, and nonviolent community disturbances.

⁸⁶ MET is a co-responder model that pairs a dedicated OPD officer with an Alameda County Behavioral Health clinician in order to avoid the use of involuntary psychiatric hospitalization when appropriate by providing alternative treatment resources; increase the city’s capacity to address calls related to mental health; reduce the amount of time a cover officer has to be on the scene; and provide alternative resources to individuals in crisis.

behavioral health alternative-response programs, such as evaluating their effectiveness, developing plans to improve their impact, developing community education efforts, and other activities to increase the City’s capacity to respond to calls related to behavioral health.

Strategy 10: Supported Activities

Supported activities for this strategy may include but are not limited to:

- Efforts to improve dispatch of and response to behavioral health and nonemergency calls
- Capacity-building and training activities that may expand coverage of behavioral health alternatives or improve performance
- Planning and evaluation efforts
- Program improvement and scaling of alternative-response programs
- Communications initiatives, such as the development of behavioral health resources or community education



Strategy 10: Rationale

Oakland’s emergency response system is under significant strain. The City averages 52 calls per hour across its emergency lines—an increase of roughly 10% annually from 2020 to 2024. Its ability to respond swiftly is mired by chronic staffing shortages.⁸⁷ Research suggests that as many as two-thirds of emergency calls to which police respond involve incidents that do not require law enforcement and

⁸⁷ Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

would be better served by a different approach.⁸⁸ Every nonemergency call routed to OPD contributes to dispatch delays for calls that do require a police response. Rerouting nonemergency calls to alternative resources improves patrol availability, improving response times for emergency calls. For example, Oakland’s MACRO program, which aims to unburden OPD of 911 calls for nonemergency services and improve health and safety outcomes for Oakland’s residents, demonstrates the feasibility of this approach.⁸⁹ In 2024, MACRO responded to 6,309 incidents.⁹⁰ Almost all those responses (98%) were resolved on-site without requiring police intervention.⁹¹

There is also widespread recognition that law enforcement personnel are generally not well equipped to serve as the primary responders to many behavioral health calls, such as mental health crises.^{92 93} Police encounters with individuals in acute behavioral health distress carry an elevated risk of harm for people who need care, not criminalization.⁹⁴ A quasi-experimental study of an alternative-response system that deploys health care professionals in lieu of law enforcement in instances of mental health or substance abuse crisis showed a 34% reduction in reports of crimes associated with these incidents (e.g., trespassing, public disorder, and resisting arrest).⁹⁵ The literature consistently underscores that effective crisis responders must be equipped to engage individuals in a compassionate, skillful, and nonjudgmental manner.^{96 97} For calls where clinical expertise is essential but law enforcement presence may also be warranted, co-responder models that pair a clinician with a crisis-trained officer provide an

⁸⁸ Vera Institute of Justice. (2023). *Understanding Police Enforcement: A Multicity 911 Analysis*. <https://vera-institute.files.svcdcn.com/production/downloads/publications/understanding-police-enforcement-911-analysis.pdf>

⁸⁹ Oakland Fire Department. (2025, March 10). *MACRO output summary report 2024 (Version 3.10.25)*. City of Oakland. <https://www.oaklandca.gov/files/assets/city/v/2/fire/documents/macro/impact-reports/macro-output-summary-report-2024-version-3.10.25.pdf>

⁹⁰ Oakland Fire Department. (2025, May 27). *MACRO informational report*. City of Oakland. [https://www.oaklandca.gov/files/assets/city/v/3/fire/documents/macro/impact-reports/macro informational-report may-27 psc.v2 cp jd.ej.mh.vfinal%5B58%5D.pdf](https://www.oaklandca.gov/files/assets/city/v/3/fire/documents/macro/impact-reports/macro%20informational-report%20may-27%20psc.v2%20cp%20jd.ej.mh.vfinal%5B58%5D.pdf)

⁹¹ Oakland Fire Department. (2025, September). *September 2025 MACRO NN report*. City of Oakland. <https://www.oaklandca.gov/files/assets/city/v/1/fire/documents/macro/impact-reports/september-2025-macro-nn-report.pdf>

⁹² Lindenfeld, Z., Mauri, A. I., Rouhani, S., & Willison, C. E. (2026). Specialized mental health crisis response activities within US law enforcement agencies. *Community Mental Health Journal*, 62(1), 127–134. <https://pubmed.ncbi.nlm.nih.gov/40760237/>

⁹³ Xanthopoulou, P., Thomas, C., & Dooley, J. (2022). Subjective experiences of the first response to mental health crises in the community: A qualitative systematic review. *BMJ Open*, 12(2), Article e055171. <https://pubmed.ncbi.nlm.nih.gov/35115355/>

⁹⁴ IACP Law Enforcement Policy Center. (2018). *Responding to persons experiencing a mental health crisis*. International Association of Chiefs of Police. <https://bj.a.ojp.gov/sites/g/files/xyckuh186/files/media/document/mentalillnesspolicy2018.pdf>

⁹⁵ Dee, T. S., & Pyne, J. (2022). A community response approach to mental health and substance abuse crises reduced crime. *Science Advances*, 8(23), Article eabm2106. <https://doi.org/10.1126/sciadv.abm2106>

⁹⁶ Ghelani, A. (2021). Knowledge and skills for social workers on mobile crisis intervention teams. *Clinical Social Work Journal*, 50, 414–425. <https://pubmed.ncbi.nlm.nih.gov/34803191/>

⁹⁷ Holgersen, K. H., Pedersen, S. A., Brattland, H., & Hynnekleiv, T. (2022). A scoping review of studies into crisis resolution teams in community mental health services. *Nordic Journal of Psychiatry*, 76(8), 565–574. <https://pubmed.ncbi.nlm.nih.gov/35148238/>

alternative response. Oakland has the highest volume of mental health calls for service in Alameda County,⁹⁸ and its MET program operates with this model.



Strategy 10: Impact on Measure NN Objectives

- Improve emergency 911 response times and the quality of response

Strategy 10: Performance Metrics

- Increased number and percentage of behavioral health calls addressed by alternative-response programs
- Increased number of nonemergency 911 calls addressed by alternative-response teams
- Improved public awareness and use of alternative-response programs
- Number of calls responded to by alternative response teams, disaggregated by zip code

Strategy 10: Estimated Funding Allocations

1–3% of Measure NN funding from 2026 to 2030

⁹⁸ Alameda County Behavioral Health Care Services. (2016, September 26). *Evaluation of the Oakland Police Department mobile evaluation team*. https://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_9_26_16/HEALTH%20CARE%20SERVICES/Regular%20Calendar/BHCS_Oakland_Policy_Dept_Mobile_Evaluation_Team_9_26_16.pdf

STRATEGY 11: ENHANCED OFD CAPACITY AND COMMUNITY TRAINING

Implementation Lead: Oakland Fire Department

Strategy 11: Description

This strategy supports capacity building for OFD and its community partners through trainings, staffing, and community partnership activities. Funding will strengthen OFD’s ability to manage the full range of emergencies Oakland faces and extend first-responder skills and exposure to OFD careers into the community. Under this strategy, OFD may expand staffing to oversee Measure NN–funded OFD activities, support recruitment and firefighter wellness, and manage external partnerships that enhance and expand Oakland’s capacity to respond to emergencies. OFD may develop and implement training programs for OFD personnel and community partners to enhance emergency preparedness. This strategy also supports OFD’s commitment to strengthening community partnership through the expansion of career pathway and leadership development opportunities for Oakland youth.

Strategy 11: Supported Activities

Supported activities for this strategy may include:

- Expanded staffing
- Pipeline development and recruitment efforts
- Personnel costs to ensure full deployment
- Internal training and wellness supports
- External training to community partners and residents
- Community engagement and partnership efforts, such as career exposure for youth and other activities



Strategy 11: Rationale

OFD’s ability to respond to Oakland’s emergencies quickly and effectively depends on a workforce that is adequately staffed and well trained. Additional staffing, supported by this strategy, may offer added management and capacity for OFD to execute Measure NN–funded work and ensure full deployment. OFD also believes that supporting the wellness of existing personnel is also critical to maintaining a full force of firefighters to respond to the City’s emergencies.

Regular training for OFD personnel keeps skills current, prepares staff for the full range of emergencies Oakland faces, and supports the working conditions that make it possible to recruit and retain qualified firefighters and paramedics. Community training extends this investment to residents so that they have the skills to respond to unexpected emergencies; bystander intervention saves lives.

OFD believes that pipeline and career exposure programs are also important community investments. Investing in programs that serve youth from East Oakland and other communities most affected by violence by providing career exploration, leadership development, and hands-on experience with the fire department builds community trust in OFD and creates a pathway for young Oakland residents to enter the department in the future.

Strategy 11: Impact on Measure NN Objectives

- Improve emergency 911 response times and the quality of response

Strategy 11: Performance Metrics

- Number of trainings provided to OFD
- Number of trainings provided to community partners
- Number of youth engaged through community partnership programs and activities, disaggregated by zip code

Strategy 11: Estimated Funding Allocation

3–4% of Measure NN funding from 2026 to 2030

STRATEGY 12: EQUIPMENT UPGRADES

Implementation Leads: Oakland Police Department and Oakland Fire Department

Strategy 12: Description

This strategy supports equipment upgrades and infrastructure improvements for OPD and OFD that improve the speed, quality, and equity of emergency response and protect the health of Oakland’s first

responders. OFD and OPD plan to invest in new technologies and make upgrades to equipment that enable faster response to life-threatening emergencies, quicker resolution of violent crime investigations, more equitable service to residents who do not speak English, and a first-responder workforce that is healthier and better equipped to stay on the job. Some examples of the types of modernization and optimization efforts departments may undertake include:

- Improvements to OPD’s Real Time Operations Center (RTOC) to improve evidence processing and investigative coordination for violent crime cases
- Deploying Drone First Responder (DFR) technology to place eyes on emergency scenes before OPD officers arrive
- Upgrading body-worn cameras with real-time language translation to improve communication between OPD officers and non-English-speaking residents
- Improving the physical dispatch workspace within OPD and conducting a health and wellness evaluation of the communications center to better support dispatch operators’ well-being and retention
- Upgrading OFD’s Advanced Life Support equipment to improve the quality of emergency medical response
- Replacing expired helmets and turnout gear with PFAS-free protective equipment to reduce occupational exposure to harmful chemicals and protect the long-term health of firefighters
- Replace turnout gear and expired helmets with PFAS free protective equipment
- Modernization of OFD station facilities to support efficient and safe operations and/or equipment upgrades.



Strategy 12: Supported Activities

Supported activities for this strategy may include:

- Equipment upgrades
- Investments in new, more advanced technologies
- Workspace improvements

Strategy 12: Rationale

Outdated equipment and infrastructure and resistance to new technologies related to emergency response can create and sustain inefficiencies, compromise the quality of response, and—in some cases—pose risks to the health and well-being of first responders. OFD and OPD plan to make investments in technology and equipment upgrades that will improve the quality and speed of emergency response over the long term.

For OPD, one of the most pressing operational challenges is the time it takes to investigate and solve violent crime. Modernizing infrastructure, such as the Real Time Operations Center (RTOC), can reduce the time it takes to process evidence and improve clearance rates for serious crimes. Research shows that the likelihood of solving a violent crime declines as time passes and that communities with unresolved violent crimes experience ongoing fear, distrust, and secondary harm. Other equipment upgrades, such as Drone First Responder (DFR) technology, offer real-time intelligence, enabling a faster, tailored emergency response. Oakland is among a growing number of cities considering DFR programs. Some already implementing these programs have documented reductions in response times for Priority 1 calls.^{99 100} Any investment in DFR will be subject to and comply with existing laws and policies regarding privacy and technology use by law enforcement and will follow City approval protocols.

Oakland is one of the most linguistically diverse cities in California, with approximately one in ten households without an adult who speaks English proficiently.¹⁰¹ The City’s own audit of emergency response found that 911 calls requiring third-party interpretation averaged five minutes longer than English-language calls.¹⁰² Upgrades to equipment such as body-worn cameras to support real-time translation may extend language access during the field encounter, helping officers communicate directly with residents, gather accurate information, and improve situations that might otherwise be complicated by a language barrier. It may also improve response times by resolving issues more

⁹⁹ Priority 1 calls are incidents that involve immediate threats to life.

¹⁰⁰ International Association of Chiefs of Police. (2024). *Smarter response, safer cities: Real results from DFR programs*. IACP Blog. <https://www.theiacp.org/news/blog-post/sponsored-content-smarter-response-safer-cities-real-results-from-dfr-programs>

¹⁰¹ U.S. Census Bureau. (2023). *American Community Survey 1-year estimates*. <https://data.census.gov/>

¹⁰² Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

efficiently, freeing up staff to respond to the next emergency. Workspace improvements would address a different but equally important issue that affects 911 response. Dispatcher vacancies and burnout are documented contributors to Oakland’s chronically lagged 911 answer times.¹⁰³ A workspace that improves efficiency as well as supports staff health and well-being is a foundation for improved working conditions that enable recruitment and retention.

For OFD, equipment, apparatus, and station upgrades will enable higher-quality emergency response, improved response times, and better patient outcomes. Investing in modern equipment ensures that OFD personnel have the tools necessary to deliver high-quality, life-saving medical care during emergency responses. Investing in upgraded protective gear addresses a well-documented occupational health hazard for firefighters. Research has found elevated rates of cancer among firefighters with PFAS exposure from expired turnout gear,¹⁰⁴ and several California jurisdictions have moved to phase out gear containing PFAS as a result.¹⁰⁵ Protecting the health of firefighters is a direct investment in Oakland’s emergency response capacity. Healthier firefighters are better positioned to respond quickly and effectively to emergencies, require fewer medical leaves, and stay on the job longer into their careers, preserving the staffing levels necessary to meet the needs of the City.

Strategy 12: Impact on Measure NN Objectives

- Improves emergency 911 response times and quality of response

Strategy 12: Performance Metrics

- Improvements in dispatch operator retention
- Improvements in clearance rates
- First-responder satisfaction and confidence with equipment upgrades

Strategy 12: Estimated Funding Allocations

4–6% of Measure NN funding from 2026 to 2030

¹⁰³ Houston, M. (2025, October 8). *Audit report: Inadequate 9-1-1 staffing and outdated beat boundaries lead to slow and inequitable police emergency response times*. Office of the City Auditor, Oakland. https://www.oaklandauditor.com/wp-content/uploads/2025/10/20251008_9-1-1-Emergency-Response-Times-Audit.pdf

¹⁰⁴ Herkert, N. J., Zhang, S., Mazumder, N., Ormond, R. B., Urwin, D., & Stapleton, H. M. (2025, December 16). Per- and Polyfluoroalkyl Substances (PFAS) and Brominated Flame Retardants (BFRs) in Firefighter Turnout Gear: Two Chemical Classes of Concern to Consider. *Ecotoxicology and Public Health*. <https://pubs.acs.org/doi/10.1021/acs.estlett.5c01153>

¹⁰⁵ Venton, D. (2025, May 20). *All SF firefighters will soon have equipment free of toxic ‘forever chemicals.’ KQED*. <https://www.kqed.org/news/12066755/all-sf-firefighters-will-soon-have-equipment-free-of-toxic-forever-chemicals>

APPENDIX

This section provides additional detail on Measure NN funding allocations.

Measure NN Allocations

Measure NN allocates approximately \$45–\$47 million annually to Police Services, Violence Prevention Services, and OFD. The allocation of funds collected is a multistep process.

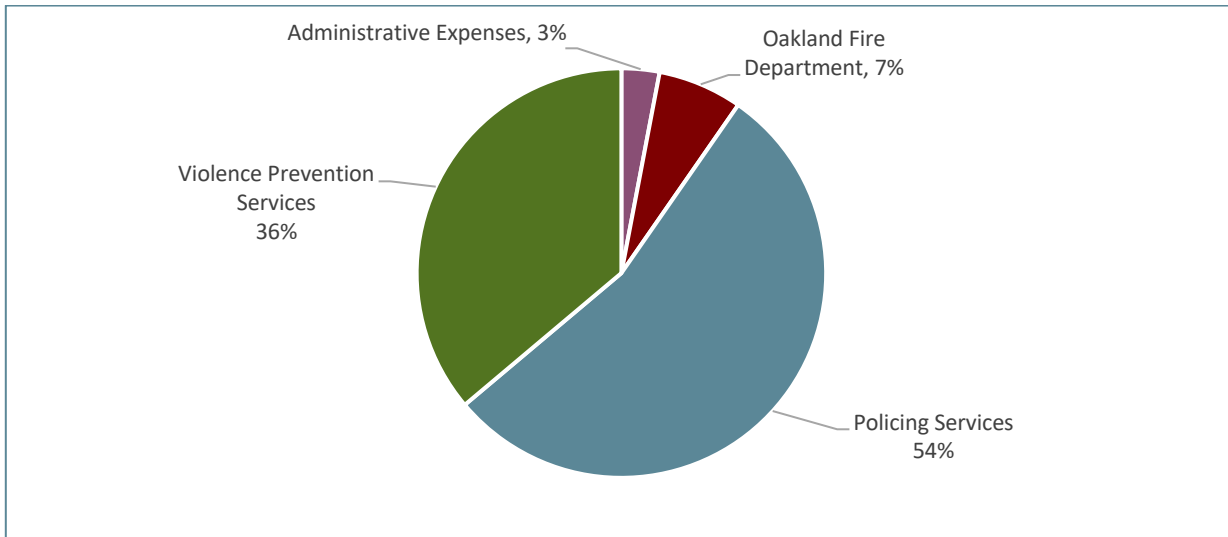
Step 1: Audit, financial monitoring, collection, and lax levy costs and fees are administrative charges that come off the top of the total funds collected. This amount varies year to year.

Step 2: Of the net Measure NN funds remaining, 3% is appropriated for administrative expenses and approximately \$3 million is appropriated for OFD.

Step 3: Of the amount remaining after the above allocations are made, 60% is appropriated for Police Services and 40% is appropriated for Violence Prevention Services. At least 75% of Violence Prevention Services funding must be spent on grants to and contracts with CBOs.

The pie chart below depicts the approximate allocation of Measure NN funds. The exact percentages will vary year to year depending on the total revenue collected.

Figure 8. Allocation of Measure NN Funds (Estimated Total Fund: \$45M)¹⁰⁶



¹⁰⁶ Audit, financial monitoring, collection, and lax levy costs vary from year to year and are not included in this chart. Please see Measure NN legislation for additional detail on the allocation of funds.

Priority Spending Plans

Each of the lead implementing departments is required to develop a priority spending plan at least every three years. The spending plan includes proposed expenditures, a strategic rationale for those expenditures, and expected outcomes/performance metrics. These plans are incorporated into this CVRP.

City Budgeting

The City of Oakland operates on a two-year budget cycle, with a mid-cycle update. During the budgeting process, each department develops an annual budget for Measure NN resources in coordination with the Finance Department in the City Administrator’s Office. The actual use of Measure NN funding toward each strategy may vary by year depending on the general purpose fund, funding from external grants, the availability of one-time resources from other funds, and changes in the external funding landscape or the City’s fiscal outlook. Actual funding may fall outside of the funding ranges included below, and not all strategies will be funded with Measure NN resources each year. The strategies included in the CVRP reflect the priorities of the OPSPOC and lead implementing departments for reducing violence in Oakland over the next four years.

Measure NN Funding by Department

The tables below show the estimated percentage of each department’s Measure NN funding allocation to the CVRP strategies over the four-year period (2026–2030), as well as the estimated funding for the first year (2026–2027). It is important to note that Departments will not necessarily fund every strategy each year. This plan does not mandate specific annual funding allocations, and these ranges are subject to change. Final 26–27 budgets for each of the lead implementing Departments will be added to the CVRP as an addendum after the City’s budgeting process is complete, in June or July of 2026.

Table 6. Summary of Estimated OPD Measure NN Funding Allocations

CVRP Strategy	Est. % of OPD 26–30 Measure NN Funding	Est. 26–27 Funding (\$)
Strategy 2: Implementation of Ceasefire	55–70%	\$13,700,000
Strategy 3: Crime Reduction Teams and Investigations Improvements	10–20%	\$3,400,000
Strategy 5: Recruitment and Retention of OPD Staff	5–20%	\$2,300,000
Strategy 6: Community Accountability and Trust	2–6%	\$500,000
Strategy 7: Fund Development for Public Safety	2–8%	\$700,000
Strategy 9: Coordination and Response to Human Trafficking	3–8%	\$700,000
Strategy 10: Behavioral Health Response	2–6%	\$0
Strategy 12: Equipment Upgrades	2–8%	\$1,600,000
TOTAL		\$22,900,000

**OPD’s estimated Measure NN funding is ~\$23M annually, or \$92M over the four-year 2026–2030 period.*

Table 7. Summary of Estimated DVP Measure NN Funding Allocations

CVRP Strategy	Est. % of DVP 26–30 Measure NN Funding	Est. 26–27 Funding (\$)
Strategy 1: Community Violence Intervention Services	55–70%	\$10,900,000
Strategy 4: Trauma-Informed Services for Survivors of GBV	25–40%	\$5,400,000
Strategy 8: Capacity Building for CVI and GBV Ecosystem	2–5%	\$0
Admin (grant management and contracts/fiscal staff who manage CBO contracts)	2–5%	\$900,000
TOTAL		\$17,200,000

**DVP’s estimated Measure NN funding is ~\$17M annually, or \$68M over the four-year 2026–2030 period.*

Approximately 75% of DVP’s Measure NN funding will be spent on grants to and contracts with community-based service providers, as required by the legislation.



Table 8. Summary of Estimated OFD Measure NN Funding Allocations

CVRP Strategy	Est. % of OFD 26–30 Measure NN Funding	Est. 26–27 Funding (\$)
Strategy 10: Behavioral Health Responses	5–10%	\$150,000
Strategy 11: Enhanced OFD Capacity & Community Training	45–60%	\$750,000
Strategy 12: Equipment Upgrades	30–45%	\$2,100,000
TOTAL		\$3,000,000

**OFD’s estimated Measure NN funding is \$3M annually, or \$12M over the four-year 2026–2030 period.*

OPSPOC Admin Budget

Measure NN allocates 3% of total funding to administrative expenses, including costs associated with tax collection, the Budget Auditor, evaluation services, and other administrative costs related to supporting the Commission and implementing funded services and programs. The final 26–27 OPSPOC budget will be added to the CVRP as an addendum after the City’s budgeting process is complete, in June or July of 2026.¹⁰⁷

Table 9. Estimated OPSPOC Admin Budget

Category	Description	Est. 26–27 Budget
Personnel	Assistant to the City Administrator (0.45 FTE)	\$150,000
	Program Analyst II	\$180,000
	Materials and related expenses (office supplies, food and drinks for public meetings or community input sessions, printing costs, etc.)	\$10,000
	Commissioner training and capacity building (training fees, costs associated with conference attendance, and other capacity-building expenses)	\$20,000
Professional Services Contracts	Professional services contracts to support evaluation of the implementation and impact of the CVRP and evaluation of the effectiveness of services or programs funded by Measure NN	\$460,000
	Other professional services contracts related to performance data tracking and analysis, technical assistance, communications, community engagement, and other services to support the Commission	\$620,000
Total		\$1,440,000

¹⁰⁷ Audit, financial monitoring, collection, and lax levy costs and fees are administrative charges that come off the top of the total funds collected. They are charged separately from the 3% administrative budget.

Table 10. Summary of CVRP Strategies Organized by Measure NN Objective

Measure NN Objective	CVRP Strategies
(1) Reduce homicides, robberies, carjackings and break-ins, domestic violence, and other gun-related violence	<ul style="list-style-type: none"> • Strategy 1: Community Violence Intervention Services • Strategy 2: Implementation of Ceasefire • Strategy 3: Crime Reduction Teams and Investigations Improvements • Strategy 5: Recruitment and Retention of OPD Staff • Strategy 6: Community Accountability and Trust • Strategy 7: Fund Development for Public Safety • Strategy 8: Capacity Building for CVI and GBV Ecosystem
(2) Reduce response time for 911 emergency calls for service, and improve the quality of response	<ul style="list-style-type: none"> • Strategy 3: Crime Reduction Teams and Investigations Improvements • Strategy 5: Recruitment and Retention of OPD Staff • Strategy 6: Community Accountability and Trust • Strategy 7: Fund Development for Public Safety • Strategy 10: Behavioral Health Responses • Strategy 11: Enhanced OFD Capacity & Community Training • Strategy 12: Equipment Upgrades
(3) Reduce the incidence of human trafficking, including the sexual exploitation of minors	<ul style="list-style-type: none"> • Strategy 3: Crime Reduction Teams and Investigations Improvements • Strategy 4: Trauma-Informed Services for Survivors of GBV • Strategy 5: Recruitment and Retention of OPD Staff • Strategy 6: Community Accountability and Trust • Strategy 7: Fund Development for Public Safety • Strategy 8: Capacity Building for CVI and GBV Ecosystem • Strategy 9: Coordination and Response to Human Trafficking

GLOSSARY

OVERSIGHT AND GOVERNANCE

Community Violence Reduction Plan (CVRP)—A four-year strategic plan required under Measure NN that offers a vision for Oakland’s public safety and articulates how Measure NN resources will be used to reduce violent crime, improve emergency response, and reduce human trafficking.

Measure NN—The Oakland Community Violence and Emergency Response Act of 2024, approved by voters to provide approximately \$45–\$47 million annually through parcel and parking taxes to fund violence intervention, crime reduction, and emergency response. Preceded by prior public safety measures, Measure Y (2004) and Measure Z (2014).

Oakland Public Safety Planning and Oversight Commission (OPSPOC)—A five-member citizen oversight commission appointed by the mayor that’s responsible for developing the CVRP, overseeing Measure NN funding, evaluating implementation and impact, and making policy recommendations to the Oakland City Council.

VIOLENCE INTERVENTION

Community Violence Intervention (CVI)—An approach that uses evidence-informed strategies to reduce near-term violence through tailored community-centered initiatives. These multidisciplinary strategies intensively engage individuals and groups to prevent and disrupt cycles of violence and retaliation and to establish relationships between individuals and community assets to deliver services that save lives, address trauma, provide opportunity, and improve the physical, social, and economic conditions that drive violence. These strategies include street outreach, violence interruption, hospital-based violence intervention, life coaching, peace fellowships, cognitive behavioral therapy, and others.¹⁰⁸

Credible Messengers—Individuals with lived experience of community violence who come from the communities most impacted by violence and serve in frontline CVI roles such as violence interrupter and life coach. Their shared experience with participants is central to building trust and delivering effective services.¹⁰⁹

Focused Deterrence—An evidence-based violence reduction strategy, central to Ceasefire-Lifeline, that’s based on the premise that a small number of individuals drive a disproportionate share of gun violence. The strategy concentrates resources—both services and enforcement—on that group, pairing direct communication about consequences with offers of support. It is among the most rigorously

¹⁰⁸ CVI Action Plan (2024) Community Violence Intervention Action Plan: Mapping Transformation for the Field. https://cvi-actionplan.org/wp-content/uploads/2026/01/CVI_ActionPlan_FullReport_v10.pdf

¹⁰⁹ Bureau of Justice Assistance, US Department of Justice, *Community-Based Violence Intervention and Prevention Initiative Glossary* (2022). <https://www.ojp.gov/archive/topics/community-violence-intervention/glossary>

evaluated approaches in violence prevention, with statistically significant reductions documented across dozens of US cities.¹¹⁰

Hospital-Based Violence Intervention Program (HVIP)—A CVI strategy in which frontline providers meet gunshot victims at the hospital bedside, help address immediate needs with wraparound supports, and provide longer-term life coaching and case management.¹¹¹

Intensive Life Coaching—Life coaches work with participants one-on-one to reduce the risk of violence, build support systems, and increase protective factors.¹¹²

Violence Interruption—A CVI strategy in which trained individuals with lived experience engage people who are involved in potentially violent situations to de-escalate conflict before gun violence erupts. Violence interrupters conduct proactive outreach, mediate conflicts, and work with families after shootings to prevent retaliation.¹¹³

Youth Diversion Services—These services include a restorative justice process between the person who caused harm and the person who was harmed, as well as a plan to repair that harm.¹¹⁴

GENDER-BASED VIOLENCE

Commercial Sexual Exploitation—The use of force, fraud, or coercion to make a person engage in sexual acts in exchange for money. Commercial sexual exploitation disproportionately affects young girls and women.¹¹⁵

Gender-Based Violence (GBV)—Gender-based violence includes physical, sexual, and psychological abuse; threats; coercion; arbitrary deprivation of liberty; and economic deprivation, whether in public or private life, on the basis of one’s gender. Domestic violence, sexual assault, and commercial sexual exploitation are all forms of gender-based violence and are most commonly experienced by women.¹¹⁶

EMERGENCY RESPONSE

Drone First Responder (DFR) technology—refers to pre-positioned, remotely operated drones that are rapidly deployed in response to emergency calls to reach an incident first and provide real-time aerial situational awareness to public safety agencies.

¹¹⁰ A. A. Braga, D. L. Weisburd, and B. Turchan, “[Focused Deterrence Strategies and Crime Control: An Updated Systematic Review and Meta-Analysis of the Empirical Evidence](#),” *Criminology & Public Policy* 17, no. 1 (2018): 205–250.

¹¹¹ Department of Violence Prevention, City of Oakland, [Measure NN 2026–29 Spending Plan](#) (2025).

¹¹² Department of Violence Prevention, City of Oakland, [Measure NN 2026–29 Spending Plan](#) (2025).

¹¹³ Department of Violence Prevention, City of Oakland, [Measure NN 2026–29 Spending Plan](#) (2025).

¹¹⁴ Department of Violence Prevention, City of Oakland, [Measure NN 2026–29 Spending Plan](#) (2025).

¹¹⁵ Centers for Disease Control and Prevention, [About Sex Trafficking](#) (April 9, 2024).

¹¹⁶ Centers for Disease Control and Prevention, [Ending Gender-Based Violence Globally](#) (November 25, 2022).

Community Resource Officer (CRO) Program — A program within the Oakland Police Department that assigned specially trained officers to specific beats to lead problem-solving, coordinate responses to community-identified priorities. CROs served as liaisons with Neighborhood Councils and local stakeholders.

Co-Responder Model—An emergency response approach that pairs a sworn law enforcement officer with a mental health clinician to respond to calls involving behavioral health crises. This response seeks to minimize arrests and emergency room visits by providing on-scene support and connection to community resources.¹¹⁷

Crime Reduction Teams (CRTs) — A cross-functional unit within the Oakland Police Department that responds to violent crime and provides essential support to Ceasefire, the Special Victims Unit, Homicide, Robbery, and local and federal task forces.

Mobile Assistance Community Responders of Oakland (MACRO)—An alternative emergency response program housed within OFD, launched in April 2022, that deploys civilian teams consisting of a Community Intervention Specialist and an EMT to respond to nonemergency calls involving behavioral health concerns, individual wellness, and nonviolent community disturbances.

Mobile Evaluation Team (MET)—A co-responder program established in 2014 by OPD in partnership with Alameda County Behavioral Health that pairs a dedicated OPD officer with a county behavioral health clinician to respond to higher-acuity mental health calls.

Real Time Operations Center (RTOC)—A centralized unit within the Oakland Police Department that uses real-time intelligence and technology to coordinate field operations and support violent crime reduction efforts across the city.

¹¹⁷ M. J. Teti, C. C. Strange, J. M. Hyatt, and R. J. Kane, [“PROTOCOL: Co-Responding Police-Mental Health Programs and the Impact on Justice and Social Service Outcomes: A Systematic Review,”](#) *Campbell Systematic Reviews* 21, no. 3, article e70051 (2025).

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