



CITY OF OAKLAND

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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Tonya Gilmore
Assistant to the
City Administrator

SUBJECT: Joint Meeting Of The City Council
And Safety And Services
Oversight Commission

DATE: April 17, 2019

City Administrator Approval

Date:

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4/25/19

RECOMMENDATION

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

EXECUTIVE SUMMARY

This report provides a summary of how City Departments have utilized funding from the Public Safety and Services Violence Prevention Act of 2014 (Measure Z) to reduce violence and considers grounding this work within a racial equity framework to improve effectiveness. This report is presented at a joint meeting of the City Council and the Safety and Services Oversight Commission, along with members of Police Commission and Community Policing Advisory Board (CPAB) as required by the Measure Z .

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

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

Item: _____
City Council
April 30, 2019

BACKGROUND/LEGISLATIVE HISTORY

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

Measure Z Objectives and Desired Outcomes

Explicitly stated in Measure Z, the objectives are to:

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

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

Oakland Police Department (OPD) practices "Geographic Policing" or "Community Policing" by hiring, deploying and maintaining sworn police personnel who are assigned to specific geographic areas or neighborhoods.

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

OPD is committed to maintain a minimum number of sworn personnel and the Oakland Fire Department (OFD) is required to maintain adequate personnel resources to respond to fire and medical emergencies.

In support of objective #3 - Invest in violence intervention and prevention strategies that provide support for at-risk youth and young adults to interrupt the cycle of violence and recidivism:

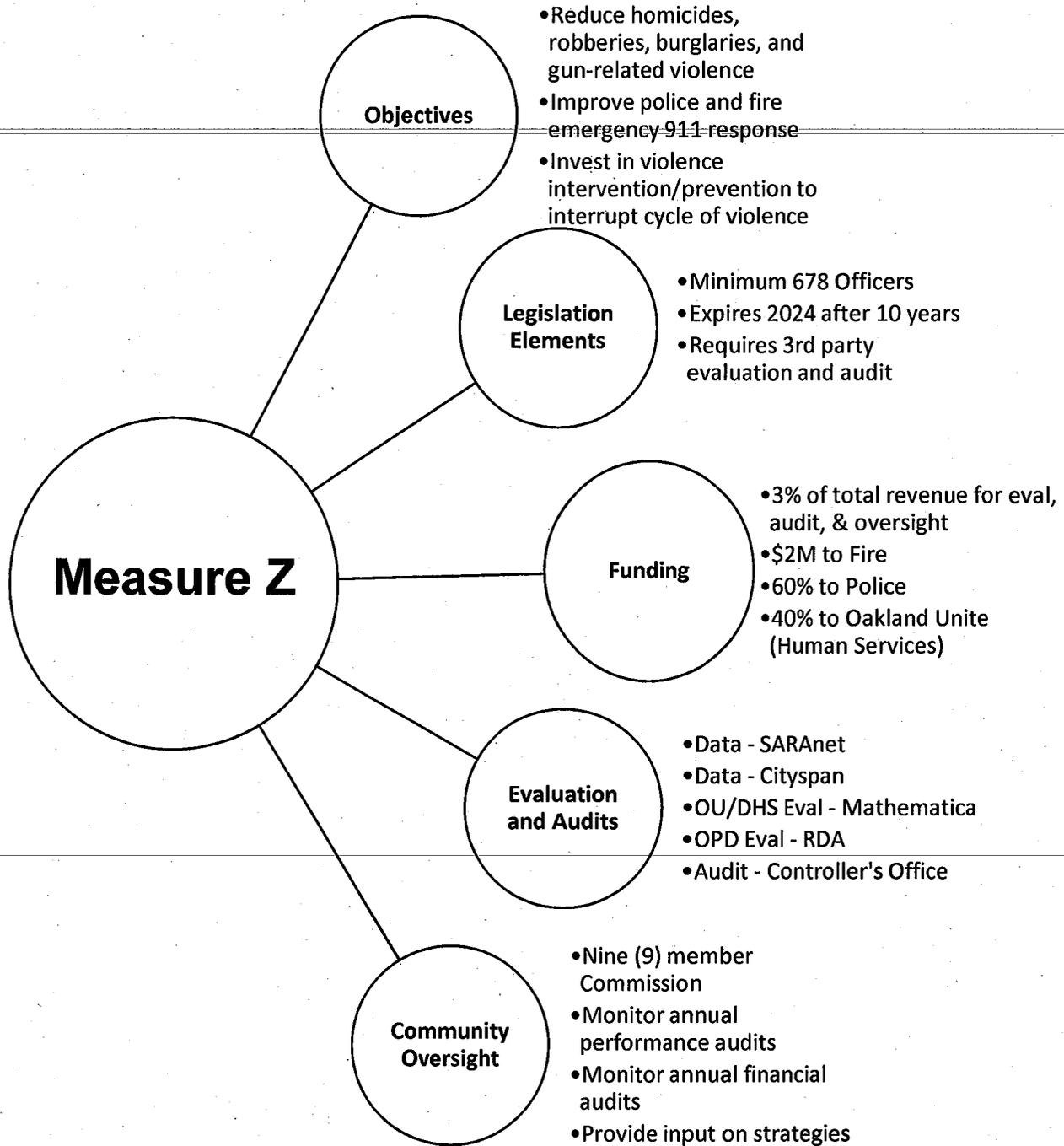
Oakland Unite, a division of the Human Services Department (HSD), brings together and funds community-driven support for people at the center of violence using proceeds from the Safety and Services Act as well as leveraged funds. As intended by Measure Z, Oakland Unite works to interrupt the cycle of violence and recidivism by helping people seek safety, healing and growth through transformative relationships and opportunities. Half of Oakland Unite's funding is dedicated to strategies intended to interrupt and prevent gun violence.

Oakland Unite programs provide outreach, case management, and education and employment supports for youth and young adults at the center of gun violence, and crisis response for family violence victims, commercially sexually exploited children, and victims of shootings and

homicides. By working to fulfill the third objective of Measure Z, Oakland Unite contributes to broader citywide reductions in gun violence and other serious violence.

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

Figure 1. Overview of Measure Z – Public Safety and Services Violence Prevention Act



Accountability and Evaluation

Measure Z created the Public Safety and Services Violence Prevention Oversight Commission (SSOC), comprised of nine (9) community members, to monitor the financial and program implementation of Measure Z, specifies commission duties, the membership composition and required background experiences for SSOC members, as well as the requirement to have a joint meeting of the SSOC and the City Council. Section 4(A)5 of Measure Z states the following:

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

Annual independent program evaluations are also a requirement. Specifically, these evaluations include analysis and evidence that policing, and violence prevention/intervention programs and strategies are progressing toward the desired outcomes, and to consider whether programs and strategies are achieving reductions in community violence and serving those at the highest risk.

In addition, a collaboration between Northeastern University, Northwestern University and Rutgers University was created to complete an evaluation of the Ceasefire program which is also supported by Measure Z-OPD funds, which was reported in August of 2018.

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

In 2018, the results and key findings of the evaluation indicate that Ceasefire intervention was associated with an estimated 31.5 percent reduction in Oakland gun homicides and associated with a 20% reduction in shootings. Only two of 12 comparison cities experienced significant reductions during this time period (**Attachment A**).

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

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

For policing programs, RDA during the first year of the evaluation, reported on the progress of Measure Z funded policing services, highlighting: (1) OPD's commitment to the goals and objectives of Measure Z; (2) the activities conducted by Community Resource Officers (CROs) and Crime Reduction Teams (CRTs); and (3) progress in implementing geographic policing and engaging the community in local problem-solving projects. The 2017 report also identified

challenges the department faced, including staff retention, concerns about internal and external awareness of OPD's community policing efforts, and unclear departmental expectations around the role of CROs and CRTs.

The report concluded that OPD leadership and line staff demonstrate a strong commitment to the goals and objectives of Measure Z and to implementing best practices in geographic policing, community engagement, and problem solving. Measure Z funded officers collaborate regularly and effectively to support crime reduction and problem solving. Officers also convey a nuanced understanding of how procedural justice approaches support both community engagement and crime reduction, and officers indicate commitment to this work.

The work plan for the 2018 evaluation focused on 1) assessing the roles and expectations for CROs and CRTs; 2) examined how CROs and CRTs further the goals of Measure Z; and 3) identified challenges and barriers that may hinder the successful implementation of Measure Z. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts. Despite these strengths in leading community-oriented and intelligence-led operations, there are steps OPD could take to better ensure the successful implementation of Measure Z, with due consideration given to the challenges the department faces.

The SSOC and City Administrator's Office oversaw the process for selecting the Oakland Unite evaluator, Mathematica Policy Research. In October of 2016, Mathematica was contracted to provide annual strategy-level reports that assesses the effectiveness of a selection of Oakland Unite strategies, an annual agency-level snapshot that summarizes descriptive findings for each Oakland Unite agencies and a comprehensive evaluation which assesses the impact of select programs on individual criminal justice and education outcomes over a four-year period.

For Oakland Unite's violence intervention programs, the independent strategy evaluation in 2017 focused on the services provided through Oakland Unite between January 2016 and June 2017 and examined agencies funded under two sub-strategies focused on adults—Life Coaching and Employment and Education Support Services (EESS) which were both found to decrease arrest rates for violence offenses in the six months after enrollment, relative to a comparison group. Additionally, agencies reported that 40 percent of participants were placed in jobs after taking part in the program.

Oakland Police Department

The Safety and Services Act identifies Community-focused Policing Services Strategies and emphasizes "uses" or strategies towards achieving specific objective stated as:

1. Geographic Policing:
 - a) CRTs and CROs
 - b) Conduct intelligence ("Intel")-based violence suppression operations
 - c) Domestic violence and child abuse intervention
 - d) Sustaining and strengthening of the City's Operation Ceasefire strategy, including
 - e) project management and crime analysis

2. Maintenance of Sworn Police Personnel positions.

OPD's official strategic goals are to: 1) Reduce Crime; 2) Strengthen Community Trust and Relationships; and 3) Achieve Organizational Excellence.

OPD is committed to reducing the risk of negative disparate impact on the community by enhancing precision-based policing practices, continuously evaluating resulting racial disparities and related OPD strategy, policy and individual performance. Beyond the scope of Measure Z, OPD has also partnered with Dr. Jennifer Eberhardt of Stanford University's SPARQ¹ Institute to analyze the data of police officer stops ("stop data"). OPD uses this analysis to inform policies and training with the goal of reducing its overall policing 'footprint' in areas that are already relatively more policed due to higher levels of crime. OPD recently published a Racial Impact Report² which provides more insight to the 2016-2018 stop data.

OPD benefits from working with RDA, for ongoing assessment of how CROs and CRTs are deployed to reduce crime and response times. Based on recommendations from the 2017 and the 2018 evaluations, OPD is revising the Community Policing Policy and increasing training and resources for CROs/CTRs. During the past year, the Department worked closely with the Community Policing Advisory Board (CPAB) to collaboratively edit the Community Policing Policy. Also, the CPAB was consulted on CRO trainings, and in March developed curriculum for and participated in the CRO training. Moving forward, the Department plans to conduct CRO trainings quarterly with input from the CPAB. With adequate staffing and training of the CRO/CRT positions the officers will be in a better position to build relationships with residents.

The 2018 Annual Evaluation completed in February 2019 by Resources Development Associates stated that "CROs/CRTs and OPD leadership are committed to a proactive policing approach aimed at preventing and responding to crime without compromising the trust and health of the public. In particular, CROs and CRTs embrace community policing methods that are well-aligned with the approaches and values outlined in Measure Z."

RDA also noted that "CROs conveyed the importance of community engagement and providing the best "customer service" they can. Along the same lines, CRT officers expressed a commitment to minimizing policing footprints in communities through targeted, data-driven efforts." RDA recommended that in addition to these strengths in leading community-oriented and intelligence-led operations, OPD could take additional steps to better ensure the successful implementation of Measure Z. RDA considered the challenges the department faces and provided four (4) recommendations that address concerns noted in the evaluation report as:

Recommendation 1.

Continue to broaden the community policing philosophy more widely within the department by initiating regular internal communications that highlight community policing successes from all sworn personnel.

¹ SPARQ = Social Psychological Answers to Real-World Questions

² The OPD Racial Impact Report can be viewed and downloaded from OPD's Department website.

Recommendation 2.

Assign an analyst to review data including CRO/CRT scheduling and re-scheduling patterns, deployment and redeployment trends, and criminal activity trends to improve the predictability and notification windows for scheduling and more efficiently deploy resources.

Recommendation 3.

Because CRTs, CROs, and Ceasefire units all work toward the same goals, OPD should look for ways to improve operational coordination and communication.

Recommendation 4.

Establish performance measures and reporting structures that ensure alignment between CRO projects and Measure Z goals. The 2018 Evaluation Report is included as **(Attachment B)**.

Measure Z also funds Ceasefire, which is a data-driven, partnership-based strategy to reduce gang/group related shootings and homicides. The goals are to develop better police-community relationships, decrease recidivism rate of participants, and reduce gang/group related shootings and homicides. OPD strives to achieve these goals through collaboration with many partners: faith leaders, violence intervention and outreach organizations, service providers, victims of violence, residents of affected neighborhoods, criminal justice agencies, and the formerly incarcerated; all actively working to build alliances that will stop the violence. In August of 2018, the Ceasefire evaluation noted a 52.1% reduction in fatal and non-fatal shootings between 2011 and 2017.

Table 1 below articulates the Oakland Police Department’s public safety strategies and goals using an equity framework, including a determination of reduced disparities.

Table 1. Oakland Police Department Crime Prevention and Data-Driven Strategies

| Strategy Areas | Goals | Strategy + Service Delivered? | What was the Quality of the Service Delivered? | Is anyone better off? Disparities reduced? |
|--|---|--|--|--|
| Reduce Crime | Reduce homicides and non-fatal shootings | Intel-led Policing, successful investigation + Ceasefire | Homicide data and closure rates | Crime reduction benefits the entire community. Intel-based policing practices curtail the volume of policing which, when imprecise, has the potential to negatively impact uninvolved persons and communities. Intel-based policing and related stops and arrests may indicate racial disparities, even though fewer stops are made. |
| Reduce Crime | Reduce Robberies | Intel-led Policing + Geographic Policing | Robbery data | |
| Reduce Crime | Reduce Burglaries | Intel-led Policing + Geographic Policing + Community Policing | Burglary data | |
| Improve Response Times and Other Police Services | Foster a greater level of actual and perceived public safety among Oakland residents and visitors | Community Policing + Geographic Policing + Focus on Recruitment and Training | The 2018 RDA Measure Z evaluation report shows that since implementation, CROs have supported hundreds of community-oriented projects designed to resolve neighborhood | OPD is dedicated to neighborhood problem solving – using geographic beat based CROs, applied to root causes of calls for |

| Strategy Areas | Goals | Strategy + Service Delivered? | What was the Quality of the Service Delivered? | Is anyone better off? Disparities reduced? |
|--|---|--|---|--|
| | | | problems. OPD's Recruitment and Training Units endeavor to ensure OPD has adequate personnel to staff each CRO and GRT position. | service and related issues can alleviate 911 call volume. OPD will review the connections between response times, use of CROs and actual and perceived public safety levels. |
| Improve Response Times and Other Police Services | Increase Community Engagement and Trust | CROs focusing on community projects and using the SARANet database to focus on these projects + Training all personnel on Procedural Justice policing tenets and focusing on Intel-based policing to lower the policing footprint Patrol Squad Projects | The 2018 RDA report shows that OPD has worked to improve internal collaboration and communication among CRO units, but there are opportunities to better coordinate operations, particularly between CRO/CRTs and Ceasefire. The intent of squad-based projects is to expand community policing and collaboration beyond the role of the CRO, provide opportunities to our community to see and work with all officers on a more personal level and outside of the normal calls for service environment. | Crime and communities are positively impacted - especially within neighborhoods experiencing high crime. Through these projects, officers also experience interacting with community members who are working hard to see their neighborhood thrive, and police can be seen as partners in this goal. |

Oakland Unite

Guided by an explicit equity framework, Oakland Unite prioritizes individuals and communities most impacted by violence and trauma. Programs serve primarily African American and Latino people between 16-35 years old who have been victims of serious violence, have been involved in the justice system for violent offenses, are involved in group/gang violence, have been impacted by family violence, and/or have been commercially sexually exploited. Oakland Unite's strategic interventions are framed within a trauma-informed approach that focuses on healing and deep, long-term relationships with trusted service providers and advocates.

As stated above, the independent evaluation of Oakland Unite violence intervention services includes: annual descriptive reports on program activities; annual evaluations of the impact of selected strategies on participant outcomes; and a four-year comprehensive evaluation of the impact of participation in life coaching programs. The 2018 Oakland Unite Agency Report developed by Mathematica (**Attachment C**) provides an overview of services provided through the network since 2016 when new strategies were launched.

Initial evaluation findings on Oakland Unite strategies include:

- People are better off. Adults who received life coaching or employment and education support services had fewer short-term arrests for a violent offense, relative to a comparison group of similar individuals.
- ~~Participants are at high-risk of violence. Participants have experienced violence, contact with local law enforcement, and are often disconnected from education. Most people are between 14-35 years-old, live in West, Central, and Deep-East Oakland, and the majority identify as African American (61%) and Latino/a (20%). Programs focused on gun and gang violence serve mostly men and boys, while programs focused on sex trafficking and family violence primarily serve women and girls.~~
- Agencies have shared values and shared practices. Oakland Unite grantees value hiring peer providers with similar lived experience and agree that training, support, and coordination around use of best practices is necessary for program success.

Moreover, recent gun violence reductions in Oakland have been linked in part to the Ceasefire strategy, which emphasizes a shared focus on young men at the center of gun violence. Oakland Unite's role in the strategy is to advocate for and serve these young men through coaching and resources that help them stay alive and free. Results from current and future evaluations inform program implementation.

Every two to three years, Oakland Unite prepares a spending plan to outline the strategies and services recommended for the next funding cycle. The 2019-2021 Spending Plan, approved by the Safety and Services Oversight Commission and the City Council in December 2018, focuses and identifies the four strategy areas, with associated goals and outcomes, outlined below. Additional detail on the rationale and theory of change behind each strategy area is outlined in the Spending Plan (**Attachment D**). Oakland Unite's work must continue in partnership with people and communities at the center of violence to achieve these goals and share results as part of the City's efforts to reduce disparities and decrease violence in all its forms.

Table 2 below articulates the Oakland Unite's violence prevention strategies and goals using an equity framework, including a determination of reduced disparities.

Table 2. Oakland Unite Violence Prevention Strategies

| Strategy Areas | Goal | How much service delivered? | What was the quality of the service delivered? | Is anyone better off? Disparities reduced? |
|-----------------------|---|---|--|---|
| Gun Violence Response | Intervene in gun violence to save lives and support healing | 1000 high risk individuals and their loved ones served, disaggregated by race | Outcome comparisons for those served: <ul style="list-style-type: none"> • Stay alive & free • Meet basic needs • Strengthen socio-emotional skills • Increase job skills • Improve education & career outcomes | Shootings, deaths, particularly associated with groups/gangs down - disparities decreased Impact on; unemployment, poverty, income disparities |

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| Youth Diversion and Reentry | Divert youth from involvement in violence and the justice system | 280 high risk youth and their loved ones served, disaggregated by race | Outcome comparisons for those served: <ul style="list-style-type: none"> Eliminate justice system contact Avoid violence Strengthen socio-emotional skills Improve education & career outcomes | Impact on family violence and youth commercial sexual exploitation - disparities decreased Impact on neighborhood connectedness and feeling of safety and wellbeing- disparities decreased |
| Gender-Based Violence Response | Help people experiencing family violence and commercial sexual exploitation find safety and access support | 1000 survivors and their loved ones served, disaggregated by race | Outcome comparisons for those served: <ul style="list-style-type: none"> Transition out of danger Avoid re-injury and exploitation Access supports for long-term safety and healing | <i>NOTE: Oakland Unite will contribute to these outcomes but can't achieve alone.</i> |
| Community Healing | Lift up the wisdom of people closest to violence and deepen their skills to promote community healing | 1800 of community members engaged and staff trained, disaggregated by race | Outcomes for neighborhoods: <ul style="list-style-type: none"> More safe spaces Deeper community involvement Stronger norms around violence Stronger violence reduction network | |

Oakland Fire Department

The Oakland Fire Department (OFD) is also committed to reducing the risk of negative disparate impacts by maintaining sufficient personnel resources to respond to fire and medical emergencies which impacts victims of violence in a swift response to 911 calls.

Table 3 below articulates the Oakland Fire program area and goals using an equity framework, including a determination of reduced disparities.

Table 3. Oakland Fire Department Strategies

| Program Area | Goal | How much service delivered? | What was the quality of the service delivered? | Is anyone better off? Disparities reduced? |
|--------------------------------------|--|---|--|---|
| OFD – Sufficient Personnel Resources | Hire sworn personnel to maintain daily minimum fire suppression staffing | Maintained minimum staffing of 137 sworn members on duty 365 days a year for a 24-hour period. This includes one Fire Investigator on duty daily to investigate cause and origin for fires in Oakland and reduce the amount of arson related fires. | Minimum staffing allows for the Oakland Fire Department (OFD) to fully staff 25 stations citywide, consisting of 37 response apparatus daily that are strategically located throughout the city. | Maintaining daily staffing with Measure Z funds has allowed OFD to maintain established response benchmark of arriving on scene to deliver medical care and fire suppression within the industry standard of 7 minutes of being notified of an emergency incident 85-90% of the time and is maintained throughout all communities |

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|------------------------|---|--|--|---|
| | | | | utilizing dynamic cover- in strategies. |
| OFD – Fire 911 Times | Improve fire emergency 911 response times | OFD strives to meet and/or exceed industry, county and internal standards of having a First Responder on scene within 7 minutes as required by our emergency response standards. Between 2015-2018, OFD was on scene within 7 minutes for approximately 85% of 911 emergency calls. Measure Z funds have supported this with funding assistance that ensures all Fire Department apparatus is operational 365 days a year, reducing travel distances to calls for service. | Measure Z allows OFD to maintain service delivery models and allow for minimal response times for individuals that have been directly affected by a violent act. Rapid service delivery has a direct impact in survivability and medical stabilization of an individual who has been a victim of violence. | Communities receive service equitably due to the location of Fire Stations throughout the city. Staffing levels and equipment deployment is monitored 24/7 by the Fire Dispatch Center and Command Staff to ensure the department can respond to all emergency calls timely. |
| OFD – Reduce Homicides | Reduce homicides, robberies, burglaries, and gun-related violence through training in areas such as Mass Casualty Incidents and medical treatment protocols | OFD personnel receive quarterly training in Emergency Medical Services. This training includes best practices for treatment of traumatic injuries and skills to mitigate multi causality incidents, including incidents involving an active shooter. Measure Z funds have been used to support a portion of this training. | Over the past three years OFD has averaged 4,264 medical responses for violence related acts that have included assaults, stabbings, and gunshot victims. An OFD Paramedic responds to the scene to render advanced life support to all victims of violence and in the most extreme cases OFD paramedics accompany the patient to the hospital providing care enroute to facilitate the best outcome possible. | The medical training provided to OFD personnel, along with clinical and pharmaceutical advances has had direct positive outcomes for some of the most critically injured victims in Oakland. These services are provided to all communities in Oakland without limitations. When requested to for an incident, OFD renders aid quickly and efficiently so that all patients are stabilized and prepared for transport to a Trauma Center when required. |

Department of Violence Prevention

In 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.

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

The work of the DVP has started with the engagement of the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder convening process, including a community-based Participatory Research component, that will culminate in a community leadership summit scheduled for Saturday, June 8, 2019. In parallel, the recruitment and hiring process for a permanent Chief of Violence Prevention is underway. The Hawkins Company, an executive search firm, has concluded a first review of applications and preliminary interviews with selected applicants, and formal panel interviews are anticipated to begin in early May.

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

ANALYSIS AND POLICY ALTERNATIVES

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

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

While the independent program evaluations for Measure Z funded activities show trends in a

positive direction, and year-end violent crimes rates have been trending down over the past few years, the positive outcomes are not felt by everyone in Oakland. Violence has historically, and continues to have, a disproportionate impact on communities of color, specifically African Americans.

In the recent 2018 Oakland Equity Indicators Report (**Attachment E**), violence-related indicators illustrate the disparities impacting Oakland's Black residents specifically in adult and juvenile felony arrests, incarceration, police use of force, homicides, and domestic violence.

| Indicator | Score | Description |
|-------------------------|-------|--|
| Adult Felony Arrests | 1 | In Oakland, an African American person is 14.24 times and a Latino person is 3.46 times more likely to be arrested for a felony than an Asian person. Individuals arrested for felony charges are more likely to face longer sentences and be incarcerated in prison. |
| Juvenile Felony Arrests | 1 | In 2017, an African American juvenile was 112.63 times more likely to be arrested on felony charges than a White juvenile in Oakland, which is a truly staggering disparity and by far the most extreme of any indicator in the Equity Indicator report. This indicator is important because a juvenile with a felony can be sent to adult prison and young people sentenced to adult prison are more likely to be re-arrested and incarcerated as adults than the general population. |
| Jail Incarceration | 1 | African Americans are 19.53 times more likely than Asians/Other and 8.6 times more likely than Whites to be incarcerated in jails. Even short-term sentences can have negative impacts on individuals, including higher risk of future involvement with the justice system and loss of employment. |
| Prison Incarceration | 1 | African Americans are 24.82 times more likely to be incarcerated in prisons than Asians/Other and 20.16 times more likely than Whites. Individuals in prison experience the mental and physical toll of confinement and collateral consequences for formerly incarcerated after release such as poorer health outcomes, increased barriers to employment, and disenfranchisement. |
| Use of Force | 1 | African Americans were by far the most likely to experience use of force with a rate of 244.4 people per 100,000 in 2017, Whites were the least likely to experience use of force at rates of 10.3 respectively. |
| Homicides | 1 | An African American person is 37.62 times more likely to be a homicide victim than an Asian person and 16.19 times more likely than a White person. Homicides have a devastating effect that extends beyond just the victim to the victim's family, friends, and broader community. |

| | | |
|-------------------|---|---|
| Domestic Violence | 3 | An African American person is 6.56 times more likely than a White person to be a victim of domestic violence. Domestic violence has serious negative effects on the lives of the victims. |
|-------------------|---|---|

There are enormous economic and social costs related to criminal justice, social services and law enforcement for every incident of violence that is not prevented. Preventing violence has tremendous value, not just in saving money and lives, it can foster well-being, promote equity, and strengthen communities.

While violence-related indicators illustrate disparities that exist for communities of color, and specifically African Americans, there are other disparate conditions that give rise to violence. The Oakland Equity Indicators Report shows disparate outcomes exist in Oakland across all six themes measured in the report covering broad areas of people’s lives including 1-Economy, 2-Education, 3-Public Health, 4-Housing, 5-Public Safety, and 6-Neighborhood and Civic Life.

With respect to economic opportunity, low equity indicator scores impacting African Americans include median household income, percent living below the poverty line, unemployment, and ownership equity.

| Indicator | Score | Description |
|-------------------------|-------|--|
| Median Household Income | 34 | The median income for White households was highest (\$110,000) and the median income for African American households was lowest (\$37,500). The median income for White households was 2.93 times the median income of African American households. |
| Poverty | 33 | African Americans were most likely to be living at or below the federal poverty level (26.1%), compared to 21.9% of Latinos and 8.4% of Whites. This means that more than one in four African Americans and more than one in five Latinos were living at or below the federal poverty level. African Americans were 3.09 times more likely than Whites to be living at or below the federal poverty level. |
| Unemployment | 40 | African Americans were the most likely to be unemployed (8.9%) and Whites the least likely (4.2%). The unemployment rate among Latinos (4.5%) was similar to that of Whites. African Americans were 2.12 times more likely than Whites to be unemployed. |
| Business Ownership | 36 | Business ownership is an important measure of economic development and individual financial empowerment, and it can help alleviate other economic disparities for racial and ethnic minorities, including disparities in income and employment. In Oakland, Whites are 2.7 times more likely to own their own business than African Americans. |

The City’s Economic Development Strategy has shifted to lead with equity. The recent Year 1 Progress Report on the Economic Development Strategy for 2018-2020 (**Attachment F**) has a

stated goal “to increase both the overall productivity and the wealth and economic security of Oakland’s lowest income households as well as reducing racial disparities.” The Strategy has definitive targets to attain the goal and has implemented programs that over time could address the disparities faced.

Historically, violence and trauma have been concentrated in our African American communities to a greater degree than other groups, as indicated by numerous studies including the recent Equity Indicators Report. More recently, our immigrant and undocumented communities have been under the additional strain and trauma of living under the threat of criminalization and deportation. Much of this can be attributed to structural and systemic barriers that have produced the underlying conditions of intergenerational poverty, underemployment, low educational attainment, and lack of opportunities. As such, there is an urgent need to prioritize investment and resources in communities hit hardest by violence, and to analyze the challenges and assess the efforts put in place through a racial equity lens.

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

Next Steps

The newly established Department of Violence Prevention is an opportunity to apply a more citywide, comprehensive strategy and approach to the City’s work in public safety and violence prevention, which must be guided by an equity outcome goal such as “Having all residents of Oakland living in safe, healthy, and thriving communities free from limitations related to race, gender, class or other identities.”

For each department, the equity outcome goal is translated to strategies and goals that measure how much service is delivered, the quality of the service delivered and whether identified disparities are reduced, as illustrated in Tables 1, 2 and 3 provided earlier in this report. This equity approach is critical if the City of Oakland is serious about eliminating violence in our community not through mass incarceration that would lead to increased disparities in outcome (for instance), but through addressing the root causes of violence.

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

- OPD should maintain consistent community policing assignments to allow the community to develop relationships with CRO's.
- OPD should continue to build better relationships with the community utilizing policing policies that refrain from over policing Black and Latino communities.
- Oakland Unite should launch new strategies approved in the 2019-2021 Spending Plan that prioritize the needs of individuals and communities at the center of violence.

- Oakland Unite should continue to improve implementation of services by offering training and technical assistance to service providers, and by coordinating among providers and system partners to ensure programs are responsive to challenges and changing needs.
- OFD should continue to maintain or exceed industry standard response times so that victims of violence can have the best possible outcomes.
- The City should work to address inequity in access to opportunity in addition to violent crime, and coordinate work between all City departments including OPD.
- The City should commit to a racial equity framework to guide future violence reduction efforts funded under Measure Z. Citywide efforts going forward, across every City department should align towards the goal of eliminating racial disparities and advancing equity in life outcomes for all residents that will ultimately have the outcome of reduced violent crime for all.

FISCAL IMPACT

There is no fiscal impact associated with this informational report.

PUBLIC OUTREACH / INTEREST

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

COORDINATION

Staff from the Oakland Police Department, Human Services Department, the Oakland Fire Department, the Department of Race and Equity and the Department of Violence Prevention in addition to the City Clerk's Office and the City Attorney's Office and the Budget Bureau were consulted in preparation of this report and resolution.

SUSTAINABLE OPPORTUNITIES

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

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

Social Equity: Applying an equity framework will help ensure the City's ability to address violence prevention in a strategic manner. If achieved, the quality of life for all Oakland residents will be improved.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council approve:

A Report And Recommendation From the Oakland Police Department, Human Services Department, Oakland Fire Department and Department of Violence Prevention On Efforts To Reduce Violence In Oakland Through The Measure Z – Public Safety and Services Violence Prevention Act of 2014 Presented To The City Council, Safety And Services Oversight Commission, Community Policing Advisory Board and Police Commission; And

Approve A Resolution Adopting A Racial Equity Framework To Guide Public Safety and Violence Prevention Efforts Funded Under Measure Z and Citywide.

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

Respectfully submitted,



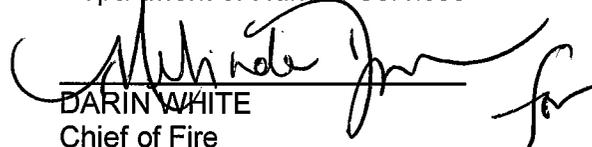
PETER KIM
Interim, Chief of Violence Prevention
Department of Violence Prevention



ANNE E. KIRKPATRICK
Chief of Police
Oakland Police Department



SARA BEDFORD ACTING ON BEHALF
OF SARA BEDFORD
Director
Department of Human Services



DARIN WHITE
Chief of Fire
Oakland Fire Department

Reviewed by:
Stephanie Hom
Deputy City Administrator
City Administrator's Office

Darlene Flynn
Director
Department of Race & Equity

Prepared by:
Tonya Gilmore
Assistant to the City Administrator
City Administrator's Office

Attachments (6):

- A. Ceasefire Impact Evaluation: Key Findings 2018
 - B. Resource Development Associates 2018 Evaluation Report
 - C. Mathematica 2018 Agency Report
 - D. Oakland Unite 2019-2021 Spending Plan
 - E. ~~2018 Oakland Equity Indicators Report~~
 - F. Economic Development Strategy for 2018-2020 - Year 1 Progress Report
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