



## **Oakland Public Safety Planning and Oversight Commission**

Oakland Community and Emergency Response Act (Measure NN)

### **SPECIAL MEETING AGENDA**

**Monday, June 16, 2025, at 6:00pm**

**1 Frank H. Ogawa Plaza, Oakland, CA 94612  
Oakland City Hall, Council Chambers, 3<sup>rd</sup> Floor**

#### **Oversight Commission Members:**

Billy Dixon, Eric Karsseboom, Julia Owens,  
Yoana Tchoukleva, **VACANT** (Mayoral)

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**You may appear in person on Monday, June 16, 2025, at 6:00pm at  
1 Frank H. Ogawa Plaza, Oakland, CA 94612 in Council Chambers**

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**CITY OF OAKLAND  
OAKLAND PUBLIC SAFETY PLANNING AND OVERSIGHT COMMISSION**

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**1 Frank H. Ogawa Plaza, Oakland CA 94612  
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**PUBLIC COMMENT:**

*The Oversight Commission welcomes you to its meetings and your interest is appreciated.*

- If you wish to speak before the Oversight Commission, please fill out a speaker card and hand it to the Oversight Commission Staff.
- If you wish to speak on a matter not on the agenda, please sign up for Open Forum and wait for your name to be called.
- If you wish to speak on a matter on the agenda, please approach the Commission when called, give your name, and your comments.
- Please be brief and limit your comments to the specific subject under discussion. Only matters within the Oversight Commission's jurisdictions may be addressed. Time limitations shall be at the discretion of the Chair.
- Comment in advance. To send your comment directly to the Commissioner's and staff BEFORE the meeting starts, please send your comment, along with your full name and agenda item number you are commenting on, to Felicia Verdin at [fverdin@oaklandca.gov](mailto:fverdin@oaklandca.gov).

Please note that eComment submissions close one (1) hour before posted meeting time. All submitted public comment will be provided to the Commissioners prior to the meeting.

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*Each person wishing to speak on items must complete a Speaker Card  
Persons addressing the Safety and Services Oversight Commission may state their names and the  
organization they are representing, if any.*

ITEM	TIME	TYPE	ATTACHMENTS
<b>1. Call to Order</b>	6:00 PM	AD	
<b>2. Roll Call</b>	1 Minute	AD	
<b>3. Open Forum – For items not listed on the Agenda</b>	3 Minutes	I	
<b>4. Presentation by the Measure NN Coalition</b> a. The authors of NN will provide an overview of the scope of the Measure.	30 Minutes	I	1 Item
<b>5. Update by Auditor Michael Houston</b> a. The Auditor will discuss the requirements of the auditor's office specific to Measure NN.	15 Minutes	A	
<b>6. Discussion on 2025 spending plans</b> <ul style="list-style-type: none"><li>• Presentations by DVP on their Measure NN spending plan.</li></ul>	35 Minutes	I	2 Items
<b>7. Review Draft Bylaws</b>	15 Minutes	A	1 Item
<b>8. Discuss Strategic Plan Framework, Process and Timeline</b>	45 Minutes	A	2 Items
<b>9. New Business</b>	3 Minutes	I	
<b>10. Adjournment</b>	1 Minutes	I	

A = Action Item / I = Informational Item / AD = Administrative Item /

# *MEASURE NN OVERVIEW*

*JUNE 16, 2025  
OPSPOC MEETING*







# *OAKLAND VIOLENCE REDUCTION COMMUNITY COALITION*

The **Oakland Violence Reduction Community Coalition** is a coalition of community-based organizations (CBOs) working in Oakland who are addressing public safety through a community-driven public health approach.

Activities of the coalition have included:

- Reviewing Measure Z and discussing needed and hoped-for changes
- Engaging a public opinion firm to test the viability of these changes and messages
- Communicating with a broader “big tent” coalition on what became Measure NN
- Working to qualify and pass Measure NN



# *MEASURE NN GOALS*

1. Reduce violent crime
2. Reduce human trafficking
3. Improve 911 response





# *MEASURE NN VS. MEASURE Z*

- Larger tax = More money raised (Approx. \$45M per year)
- A smaller, more empowered citizen planning and oversight commission (OPSPOC)
- Citywide 4-year public safety plans
  - Plan for entire city, not just Measure NN, not just single departments
  - First one goes into effect on July 1, 2026. The plan can only be voted up or down by Council.
  - The measure requires status quo Measure Z spending for 2025 unless it is not aligned with required allocations.
- Funds new public safety budget auditor in the office of the City Auditor. This budget auditor may look into public safety expenditures other than Measure NN, such as general fund expenditures on overtime.



# *MEASURE NN VS. MEASURE Z*

- Allocations no longer simple 60%/40%
  - 3% for administration
  - \$3 Million (with annual escalator) for fire services (up from \$2M)
  - 50% of remainder for sworn police officers
  - 10% of remainder for non-sworn policing services such as 911 dispatch and technology
  - Up to 10% of remainder for City violence prevention services
  - 30-40% for CBOs providing violence prevention and intervention services
- Staffing floors
  - Sworn police officers: 700
  - Firefighters: 480
  - OPSPOC can revise staffing floors at the mid-way point of the measure



*THANK YOU*

Oakland Violence Reduction Community Coalition

Contact: David Harris

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# 2026–2030 Spending Plan

## Department of Violence Prevention

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## Background

The City of Oakland's Department of Violence Prevention (DVP) is charged with reducing gun violence, intimate partner violence, and commercial sexual exploitation in Oakland. To do this, the DVP invests in immediate crisis response services and near-term interventions that stabilize victims and prevent additional violence, as well as longer-term, intensive support services for individuals caught in cycles of violence. Specifically, the DVP performs three primary functions:

1. **Supervise and deploy a team of direct service staff** who perform intensive life coaching and violence interruption work with individuals at highest risk of imminent gun violence.
2. **Fund and coordinate community organizations** to deliver a range of violence intervention and healing services to individuals at the center of violence.
3. **Convene and build capacity among community violence intervention workers** that form the ecosystem of violence intervention services in Oakland to enhance our collective capacity to prevent violence, deliver effective and coordinated services.

The DVP was established in 2017 to elevate and expand the City of Oakland's violence intervention work that was previously housed within Oakland Unite, a small division of the City's Human Services Department. The creation of the DVP reflected a deepening understanding of and commitment to the field of community violence intervention among Oakland leaders and its critical role in increasing community health and safety. The DVP hired our first chief in September 2019 and assumed all violence intervention staff and operations from the Human Services Department in July 2020. The DVP then expanded significantly over the next five years, growing from a 20-person team in July 2020 to a 42-person team in June 2025.

Funding for DVP services comes from the following three sources:

1. **The 2024 Oakland Public Safety and Services Violence Prevention Act**, a voter-approved ballot initiative known as Measure NN that raises money through a parcel tax and parking surcharge to fund community safety efforts. Measure NN raises approximately \$47 million annually, \$17 million of which is allocated to the DVP.
2. **The City's General-Purpose Fund**, which provides a baseline level of funding for each city department based on biannual budgets proposed by the City Administrator's Office and Mayor's Office and approved by the Oakland City Council.
3. **State, federal, and private grants** that the DVP identifies, applies for, and manages internally.

Every few years, the DVP develops a spending plan to guide its financial investments and service priorities during the upcoming years. The DVP's 2022-2024 Spending Plan, which was published in September 2021, directly informed the development of a request for qualifications (RFQ) that the DVP released in December 2021. The RFQ solicited applications from community organizations to deliver violence intervention and healing services identified in the spending plan. Based on this RFQ, the DVP awarded approximately \$60 million to 34 community organizations from July 1, 2022, through September 30, 2025, which allowed funded organizations to provide critical violence intervention and healing services to over 4,000 of Oakland's most vulnerable residents annually.



## Spending Plan Development Process

The current spending plan is an update to the DVP's 2022-2024 Spending Plan, which was developed in 2021 following an extensive community engagement process. The 2026-2030 Spending Plan builds off values and service priorities identified in the 2022-2024 Spending Plan while incorporating new insights and lessons learned from service providers, participants, and the field of community violence intervention.

### Original Community Engagement Process: Spring 2021

From February to April 2021, DVP staff held three town halls – one in West Oakland, one in Central East Oakland, and one in Deep East Oakland – to solicit input from residents and community organizations on services funded by the DVP and to generate community-led ideas for additional intervention strategies. The DVP held a fourth town hall to focus specifically on youth and young adults impacted by violence. DVP staff hosted focus groups with program participants, family members who had lost loved ones to violence, DVP providers, community advocates, public health and violence prevention experts, Ceasefire partners, and Reimagining Public Safety Task Force members. DVP staff also conducted individual interviews with public systems partners from the Alameda County Probation Department, Alameda County District Attorney's Office, Alameda County Public Defender's Office, Oakland Unified School District, Alameda County Office of Education, and Alameda County Behavioral Health Department. In total, 430 people contributed insights to inform the spending plan over the two-month engagement period. The following themes emerged from the engagement process and informed development of the 2022-2024 Spending Plan:

- Prioritize investments in people and places most impacted by violence.
- Elevate and develop natural, homegrown expertise of community leaders to address violence prevention from within the community.
- Provide financial and employment supports that addresses the economic insecurity that leads to poverty and violence.
- Provide culturally-relevant mental health services to address multi-generational trauma and assist with individual and community healing.
- Improve coordination between and across city departments and community organizations.
- Educate the community on available resources delivered by the DVP and its network of partners.

### Updated Feedback Process: Summer 2024

In June and July 2024, DVP staff led an abbreviated feedback process to gather updated insights from staff, funded agencies, and participants about current services funded by the DVP, priorities, and gaps in services. This community feedback process involved the following three components:

1. **A survey shared with DVP staff, staff at funded agencies, and individuals who have received services funded by the DVP.** The survey asked respondents to identify the top three most important services related to group violence, domestic violence, or sexual exploitation and provide commentary on critical service elements. The survey also asked for general feedback about what respondents would like included in the DVP's spending plan. The survey was translated into Spanish and Chinese and shared multiple times via email with program and leadership staff at funded agencies, as well as with internal DVP staff. The DVP received a total of 132 responses from 28 agencies.

2. **Interviews with leadership from funded agencies.** Interviews were led by DVP grants program staff and designed to solicit feedback on the strengths and challenges of current DVP-funded services. All currently funded agencies were invited to participate in the interviews, and the DVP completed interviews with leaders from 17 of 21 lead agencies.
3. **Recommendations from DVP program planners and officers employed by the DVP.** DVP program planners and officers developed written reports outlining their recommendations of priority strategies and service approaches. These staff are charged with monitoring and understanding the needs of individuals impacted by violence, the ecosystem of violence intervention services in Oakland, and evidence-based and emerging practices in the field.

With this feedback in mind, the DVP leadership team identified priority strategies and services and drafted the updated spending plan, which retains core services and values from the 2022-2024 Spending Plan but focuses resources on individuals and families who are at the center of violence in Oakland. The DVP shared the draft spending plan with the Safety and Services Oversight Commission on August 26, 2024, and received positive feedback regarding the updated scope of services and focus populations.

## Group Violence

### Problem Statement

Gun violence in Oakland is concentrated in the flatland communities of East and West Oakland as the result of decades of economic and social disinvestment. Oakland ended 2023 with 119 homicides and 526 shootings, which translates to an average of 1.5 individuals injured by gunfire daily. Due in large part to the reimplementation of Ceasefire, Oakland ended 2024 with 81 homicides and 354 shootings, representing a reduction of over 30% in both categories. Nonetheless, shootings and homicides remain too common and racial disparities persist. In 2024, 88% of homicide victims were male and 65% were Black, with a median age of 35 (Oakland Police Department, 2024). The largest disparity exists for Black males, who represented 24% of shooting victims and 58% of homicide victims in 2024 despite composing only 10% of Oakland's population (Oakland Police Department Data, 2024). Less than 10% of shooting and homicide victims were under 18 in 2023 (Oakland Police Department Data, 2024).

A significant amount of Oakland's gun violence is driven by conflicts between individuals who are affiliated with street groups and networks. A problem analysis of gun violence in Oakland conducted by Drs. Lisa Barao and Anthony Braga from January 2019 to December 2020 revealed that at least 34% of victims of gun violence and 43% of known perpetrators of gun violence are affiliated with a violent group (Barao & Braga, 2019). An updated problem analysis conducted from January to September 2023 by Dr. Barao similarly found that at least 32% of homicides and 27% of shootings involved group members as victims, suspects, or both (California Partnership for Safe Communities and National Institute for Criminal Justice Reform, 2023). The recent analysis identified 48 active street groups in Oakland with a maximum total membership of 1,750 individuals. Although these individuals represent 0.4% of the overall population, they are involved in groups that drive over one-third of all homicides and nonfatal shootings. A smaller subset of this population, approximately 350 individuals, represents those at *imminent* risk of gun violence victimization or perpetration.

Gun violence negatively impacts the health and safety of Oaklanders, leaving communities afraid, grieving, and traumatized. In addition to the considerable trauma that gun violence causes to individuals, families, and communities, it is costly. According to a report by the National Institute for Criminal Justice Reform, the cost of one gun-related homicide is approximately \$1.2 million, and the cost of one non-fatal shooting is approximately \$700,000 (National Institute for Criminal Justice Reform, 2023).

### Theory of Change

The DVP believes that individuals who affiliate with violent street groups and participate in gun violence do so for reasons that are rooted in survival instincts and prior trauma. Historical oppression, overincarceration, and government disinvestment in communities of color have created and sustained the social and economic conditions that lead to community violence by disrupting families, blocking pathways to legal employment, and damaging hope for a just and prosperous future. The generational trauma created through these experiences propagates community violence, as people who experience violence are more susceptible to experiencing or perpetrating violence in the future. The DVP believes deeply in and has witnessed firsthand the power of community violence intervention work to support high-risk, vulnerable individuals in attaining safety and security, and the department is committed to interrupting cycles of violence in Oakland by delivering intensive and impactful social services that help individuals change their mindsets, behaviors, support systems, and environments to avoid future violence. In doing this, the DVP seeks to reduce incidents of violence, experiences of trauma, and the footprint of the criminal justice system.



## Interventions

To reduce group violence, the DVP intervenes in active and potential conflicts to **interrupt** plans for violence and **stabilize** individuals who are directly impacted. Additionally, the DVP engages individuals who are directly impacted in **longer-term intensive support services** that help change mindsets and behaviors, strengthen support systems, and create opportunities and pathways out of violence and to safety and stability. Specific supports delivered and funded by the DVP are divided into **core services**, which result in the identification and engagement of individuals involved in group violence, and **support services**, which are available to individuals engaged through the core services based on need.

### Core Services

#### > Violence Interruption

Violence interrupters (VIs) hired by the DVP and funded agencies are credible messengers who use their relationships in communities to mediate conflicts and prevent future violence. VIs proactively conduct outreach to group-involved individuals and people with influence in their lives to build and maintain the relationships needed to mediate conflicts and prevent violence. VIs work to identify conflicts before they result in violence and use their influence to prevent violence from occurring. In response to incidents of violence that do occur, VIs activate to:

- Gather information from community sources to understand dynamics surrounding the incident and assess likelihood of retaliation.
- Develop short-term safety plans for individuals who might be targets of retaliation.
- Have initial conversations with individuals directly impacted by the incident to establish short-term agreements to pause retaliatory violence.
- Have follow-up conversations with individuals directly impacted by the incident and people with influence over them to establish longer-term violence prevention plans.
- Connect victims and families to short-term relocation and system navigation services that address immediate needs related to safety and trauma.
- Connect victims to life coaching services that provide longer-term support with safety, stability, and healing.
- Secure resources for victims and their families in service of preventing retaliatory violence.

The DVP employs a small team of VIs directly and funds community organizations to staff additional VI positions. In addition to performing the roles outlined above, VIs employed by the DVP are responsible for coordinating response activities among VIs employed by community organizations. DVP VIs host a weekly meeting with community VIs to discuss current conflicts, identify key stakeholders and influencers, and coordinate next steps related to interruption activities and service referrals. DVP VIs also communicate with community VIs throughout the week to coordinate response activities to developing conflicts or incidents of violence as they arise.

VIs are selected for their positions based on their Oakland connections, deep relationships of trust in neighborhoods impacted by violence, and relevant lived experiences. Many VIs were previously impacted by community violence but have transformed their lives and now serve as role models and proof that change is possible.

Street outreach and violence interruption services are well studied and documented as an effective component of community violence intervention work. An evaluation of 301 individuals who received violence interruption services funded by Oakland Unite following a shooting incident between 2016 and 2019 found that only 13% experienced revictimization in the 2 years following services (Mathematica, 2020). A meta-analysis of the Cure Violence model of violence interruption highlights multiple studies from Baltimore, Chicago, Philadelphia, and New York City that demonstrate significant decreases in gun violence in implementation areas compared to control areas (Cure Violence, 2021). For example, neighborhoods of New York City where violence interrupters were deployed from 2014 to 2016 experienced a 50% reduction in gun injuries compared to similar areas without violence interrupters (John Jay College of Justice Research and Evaluation Center, 2017). Similar to Oakland's violence interruption model, Cure Violence involves proactive outreach in communities impacted by violence to build trust and mediate conflicts before they result in violence.

> [Hospital-Based Intervention](#)

Decades of research and practice have established the hospital as a pivotal point of intervention given that individuals are temporarily removed from their external circumstances as they recover from injury. With effective intervention, many individuals experience new or renewed desires for safety and stability upon release. Hospital responders visit shooting victims while they are in the hospital to encourage and facilitate enrollment in life coaching services. Additionally, hospital responders provide short-term case management support before participants transition into life coaching, ensuring they have a safe location to stay when they are released from the hospital and a plan for follow-up medical care. Hospital responders also support individuals with completing victims of crime applications so they can receive financial compensation from the state.

Hospital-based intervention programs have been widely researched and demonstrated as effective. A longitudinal study of 459 individuals with a gunshot wound, stab wound, or blunt assault injury who participated in a hospital-based intervention program at San Francisco General Hospital found that individuals who received services were less likely to be treated again for a violent injury over 10 years compared to a historical comparison group (4.9% vs. 8.4%) (Juillard et. al., 2016). An earlier study of the same program also demonstrated lower reinjury rates compared to a historical comparison group (4.5% vs. 15%) (Smith, et. al., 2013). A quasi-experimental evaluation of 627 individuals who received hospital-based outreach and case management services through Youth ALIVE's Caught in the Crossfire program in Oakland from 2016 and 2019 found that only 15% of individuals served were revictimized in the two years following service delivery (Mathematica, 2020).

> [Life Coaching](#)

Life coaching is an intensive model of case management that supports individuals at the center of group violence in achieving long-term safety and stability. Life coaches serve as credible messengers and prioritize building relationships of trust to keep participants safe and healthy. Life coaches work closely with their participants to identify the behavioral and contextual factors driving each participant's vulnerability to violence, develop and implement strategies to reduce the participant's risk for violence, and build the participant's support systems to increase protective factors. Life coaches have daily communication with their participants over a period of 12 months to facilitate positive behavior change, and they connect participants to individualized, holistic support services that include employment navigation, housing navigation, therapy services, and relocation. When appropriate, life coaches also engage family members in

supporting behavior change and developing positive environments for their participants, particularly for youth.

Life coaching participants receive financial incentives for their achievements, which encourages goal completion and provides supplemental income that helps individuals avoid participation in violence for financial reasons. Life coaches also have access to flexible funds to spend on items that facilitate positive behavior change and life map goal completion among participants, including employment documents, work attire, or meals that enable relationship building between the life coach and participant.

Life coaches are selected for their roles based on their Oakland connections, deep relationships of trust in neighborhoods impacted by violence, and relevant lived experiences. They are trained in conflict mediation, relentless pursuit techniques, and outreach in high-risk environments. Life coaches are also trained in a cognitive behavioral theory curriculum that was developed by violence interventionists from the Boston-based organization Roca and physicians from Massachusetts General Hospital. The curriculum focuses on seven skills critical to supporting those at high risk of violence including slowing emotional reactions, labeling feelings, and acting on core values. Specifically designed for use with individuals who are actively involved in violence, the lessons can be delivered in doses during one-on-one interactions with participants.

DVP and community-based life coaches primarily reach and support Oakland residents who are most vulnerable to group violence through the following referral pathways:

- **Life coaches at the DVP:** DVP life coaches will serve individuals identified through the City of Oakland's Ceasefire-Lifeline strategy as being at the highest risk of *imminent* gun violence. These individuals will be referred through the Ceasefire-Lifeline partnership team, which includes representation from the DVP, OPD, Alameda County Probation Department, the Mayor's Office, faith-based leaders, and the California Partnership for Safe Communities.
- **Adult life coaches at funded agencies:** Adult life coaches funded by the DVP and employed by funded agencies will serve group-involved adults who are at high risk for gun violence. These individuals will be primarily identified by violence interrupters and hospital responders who provide short-term response and stabilization services funded by the DVP.
- **Youth life coaches at funded agencies:** Youth life coaches funded by the DVP and employed by funded agencies will serve youth who are at risk for violence through their association with a street group or network. These individuals will primarily be identified through regular partnership meetings between the DVP, the Alameda County Probation Department, and the Oakland Unified School District during which representatives share information about group-associated youth vulnerable to violence. This will include youth returning to Oakland from Alameda County's Juvenile Hall or Camp Wilmont Sweeney.

Life coaching and similar intensive case management services delivered outside of Oakland have been shown to produce impactful results for participants. An evaluation of adults at high risk for gun violence who received life coaching services funded by Oakland Unite from 2016 to 2017 found that participants were 22% less likely to be arrested for a gun offense than similar individuals who did not receive services (Mathematica, 2021). An evaluation of 216 youth who



received youth life coaching services funded through Oakland Unite between 2016 and 2017 found that the youth were 11% more likely than their peers to graduate from high school (Mathematica, 2021). Roca uses a similar model of intensive case management to engage young adults at highest risk for violence in behavior change, and an evaluation of Roca's model by Abt Associates found that participants had lower one-year, two-year, and three-year reincarceration rates compared to the state average (Abt, 2024).

Cognitive behavioral theory, (CBT) which is an important component of life coaching has also been identified by researchers as one of the most effective tools for reducing group-led violence and criminal behavior (Abt & Winshipn, 2016). An evaluation of 1,740 young adults who received CBT delivered by Roca practitioners from 2013 and 2020 found that while 66% of participants had a history of violent offenses, only 18% recidivated for a violent offense within 3 years following program participation (Abt, 2021). Early analysis of READI Chicago, a CBT employment readiness program that teaches participants to recognize harmful thinking, alter it, and delete it before it leads to harmful behavior, indicates that the program reduces shooting and homicide arrests for participants by 80% (READI Chicago, 2021). Furthermore, a meta-analysis of 58 studies on CBT methods used with system- involved youth and adults found that participants in CBT programs were 1.5 times less likely to recidivate in the 12 months following program participation compared to individuals who did not participate (Lipsey et. al., 2007).

#### > Youth Diversion

Youth diversion programs provide an alternative to the traditional criminal justice system by allowing youth who are charged with qualifying offenses to complete a program that promotes accountability and healing in lieu of charges being filed. In Oakland, youth receive intensive life coaching services while also developing and implementing a plan to repair the harm they caused, which includes participating in a restorative conference with the individual(s) they harmed. Services are delivered over nine to 12 months and involve frequent contact between case managers and youth as well as between case managers and guardians or supportive adults. Youth who complete the program have their charges dropped and do not enter the juvenile justice system.

An evaluation of 102 youth who participated in Community Works West's restorative justice youth diversion program funded by Oakland Unite from 2012 to 2014 found that youth who received services were 44% less likely than their peers to be re-arrested within 12 months (Impact Justice, 2020). Another evaluation of 76 youth who participated in a diversion program with the San Francisco Juvenile Probation Department found that 51% of the participating youth recidivated as compared to 74% of similar comparison youth (DeNike, 2021). Additionally, a meta-analysis of 60 studies on youth diversion programs found that participating youth were significantly less likely to recidivate than youth who went through the traditional justice process (33% versus 41%) (Wilson & Hoge, 2013).

### *Support Services*

#### > Emergency Relocation

Emergency relocation services allow individuals who are in immediate, lethal danger due to group violence to temporarily relocate outside of Oakland while the conflict is mediated or a longer-term plan for safety is developed. Relocation funding may pay for transportation to a location at least 60 miles from Oakland, hotel stays, and payments to friends or family members who are able to house the individual for up to one month. Funding may be also used to relocate

family members of the individual who is in lethal danger if the family members depend on that person for housing or their safety is compromised based on association. Relocation services funded by the DVP include support with identifying short-term housing options and processing payments to the appropriate recipients. Individuals are primarily referred for emergency relocation services by the Ceasefire-Lifeline partnership, violence interrupters, and life coaches. Individuals may also be referred by staff from agencies funded by the DVP.

Relocation is an area of community violence intervention work that lacks robust research. An evaluation of 35 participants who received relocation services funded by Oakland Unite from 2016 to 2019 found that recipients of relocation support were less likely to experience violent re-injury in the 2 years following services (10%) compared to the 2 years before engaging in services (67%) (Mathematica, 2020). It is also worth noting that a study on the relocation of former inmates following Hurricane Katrina found that individuals who were more geographically dispersed had lower recidivism rates than former inmates who relocated to areas with a high concentration of their peers (Kirk, 2015).

> **Housing Navigation**

Housing navigation services are available to individuals engaged in life coaching or diversion services who need assistance identifying temporary or permanent housing placements. Housing navigators work closely with participants to identify viable housing options based on safety considerations, credit and employment history, number of dependents, and other factors. Housing navigators also support participants in completing relevant housing applications and obtaining required documents or identification. Life coaches and diversion case managers connect participants to housing navigation services as needed. Internal data collected by the DVP indicate that 42% of individuals who received DVP-funded services related to group violence in Fiscal Year 2023-2024 were homeless or housing insecure.

> **Employment Navigation and Training**

Employment navigation services are available to individuals engaged in life coaching or diversion services who need assistance identifying job training programs or obtaining permanent employment. Employment navigators work closely with participants to identify viable training or employment options based on safety considerations, skillsets and interests, income requirements, transportation availability, and other factors. Appropriate program and job matches are crucial to participant success—for example, an evaluation of youth employment services funded by Oakland Unite between 2017 and 2018 found that participant engagement was a challenge when job opportunities did not align with participant interests (Mathematica, 2019). Employment navigators maintain up-to-date information about training and employment opportunities offered through the City of Oakland’s Economic and Workforce Development Department and Human Services Department (detailed further in *Landscape of Correlative City Services*), community-based organizations located in Oakland, and private employers located in Oakland and neighboring cities. Often, individuals impacted by group violence must seek employment outside of Oakland due to safety considerations. Life coaches and diversion case managers communicate directly with employment navigators to obtain helpful information and facilitate referrals for their participants, as needed.

Additionally, employment navigators deliver employment readiness training to current life coaching participants through a 10-15-week cohort model. Navigators develop and deliver content that is tailored to the life coaching population and addresses topics such as workplace attire and etiquette, resume creation, interview preparation, digital communication, basic

employment laws and codes of conduct, job searching, customer service, and financial literacy. Navigators disburse financial incentive payments to participants who successfully complete the cohort training.

Employment can play an important role in supporting individuals impacted by group violence with long-term behavior change. A randomized controlled trial involving 2,456 adults at high-risk of gun violence in Chicago found that individuals who participated in an employment program paired with cognitive behavioral therapy had 65% fewer shooting and homicide arrests in the 20 months following the program than those in the comparison group (Bhatt, et. al., 2024). A randomized controlled trial of 1,634 Chicago youth who participated in a summer employment program for 8 weeks that involved mentorship and CBT classes found that participating youth were 45% less likely to be arrested for a violent crime than those in the comparison group (Heller, et. al., 2017).

> [Healing](#)

Many individuals impacted by group violence have experienced direct victimization, vicarious trauma, and toxic stress that manifests in feelings of hopelessness and dangerous behaviors that further perpetrate harm. Healing services are a critical piece of helping individuals heal from prior trauma and identify healthy ways of processing grief and pain. The DVP funds an array of healing modalities including individual clinical therapy services, peer support groups, and alternative, culturally-rooted healing practices for individuals who are engaged in life coaching or diversion services. Providers of individual therapy services are available to meet with participants virtually or in person at locations that are convenient and safe for them. All services are delivered by culturally-competent practitioners who have expertise serving communities of color.

A systematic review of psychological interventions for individuals bereaved by homicide found that therapeutic modalities including cognitive behavioral therapy, restorative retelling, and eye movement desensitization and reprocessing significantly decreased post-traumatic stress disorder, complicated grief, and depressive symptoms (Alves-Costa, et. al., 2021). A preliminary study of a psychoeducational pilot intervention for African American families healing from loss due to homicide showed promising results in helping participants identify complicated grief symptoms, supports, and services to help them manage their grief (Sharpe et. al., 2018).

> [Family and Victim Support](#)

Families that lose a loved one to homicide must navigate complicated processes associated with planning a memorial service, seeking restitution, addressing childcare demands, and maintaining or seeking new sources of income while dealing with extreme grief and trauma. Additionally, individuals who survive a shooting often face complex challenges associated with new mobility constraints, ongoing medical care, maintaining employment, and coping with trauma. Family and victim support services are provided to ease these burdens by supporting impacted families with flexible funding, guidance on completing victims of crime applications, vigil or memorial planning support, individual therapy, group counseling services, and general compassion and guidance.



## Outcomes

The DVP will use a results-based accountability (RBA) framework to assess services delivered by DVP staff and funded agencies related to group violence. An RBA framework poses three questions that allow service providers to distinguish between quantity, quality, and impact of services provided.

### How much did we do?

The DVP will require its staff and funded service providers to enter data in its cloud-based data management system, Apricot 360, to track the **quantity of services** delivered within each funded service category. Types of process metrics that will be tracked include the following:

- Number of individuals served
- Number of service hours delivered
- Amount of funding disbursed
- Number of therapy and support groups hosted
- Number of individuals who attended therapy and support groups
- Number of violence mediation conversations conducted
- Number of hospital visits conducted

### How well did we do it?

To assess the **quality of services** delivered, the DVP will develop exit surveys for participants to complete when they end services with the DVP or a funded agency. These surveys will assess participant perceptions of service quality and staff involvement through simple Likert-scale questions. Participants will have the option of submitting these surveys anonymously or providing their contact information to receive follow-up from a DVP staff member.

### Is anyone better off?

The **impact of services** delivered to individuals impacted by group violence will be assessed in several ways:

- Shooting and homicide data collected by OPD will be used to monitor changes that may be attributable to reductions or increases in group violence.
- The exit survey that participants complete when ending services will include questions that assess change in mindsets, behaviors, and contexts related to safety as a result of service delivery.
- The DVP will engage an external evaluation partner to analyze victimization, arrest, and incarceration data for individuals who engage in DVP services and consent for their data to be shared with a third-party evaluator. This analysis will compare outcomes for individuals who engaged in services to a comparison group that did not to access services.
- The DVP will work with the City of Oakland's Department of Race and Equity on analyses that center equity outcomes in order to assess the impact of services on racial disparities in experiences of violence.

## Gender-Based Violence

### Problem Statement

#### *Intimate Partner Violence*

Intimate partner violence, also known as domestic violence, is the most prevalent form of interpersonal violence in families and the most common form of violence against women. It includes sexual assault, physical abuse, and psychological aggression (Centers for Disease Control and Prevention, 2015). Although it is less publicly visible than group violence in Oakland, it impacts a larger population of residents. In 2024, the OPD responded to incidents of domestic violence involving 3,170 victims of battery or physical injury (Oakland Police Department Data, 2024). Experiences of domestic violence are notoriously underreported to law enforcement, especially by undocumented individuals, making the true number of individuals impacted by intimate partner violence in Oakland much higher (Center for American Progress, 2019). Other data related to domestic violence prevalence in Oakland include the following:

- The National Domestic Violence Hotline received 672 contacts from Oakland in 2023, ranking it 4<sup>th</sup> per capita among California cities (The National Domestic Violence Hotline, 2023).
- 260 individuals were admitted to Highland Hospital, Oakland's primary trauma hospital, for injuries related to domestic violence in 2023. Of the 200 individuals who completed a danger assessment, 66% were assessed at severe or extreme danger (Alameda Health System Data, 2023).
- Family Violence Law Center, the largest community-based organization serving survivors of domestic violence in Oakland, served approximately 2,000 individuals in 2024 (DVP Data, 2024).
- Female-identified individuals represented 25% of shooting victims and 12% of homicide victims in Oakland in 2024 (Oakland Police Department Data, 2024).

Although intimate partner violence impacts people from all races and socioeconomic statuses, African American women experience intimate partner violence at rates higher than other racial groups (Bent-Goodley, 2014). In 2024, Black women represented 38% of victims in incidents reported to OPD despite composing 10% of Oakland's population (Census American Community Survey, 2022). This disparity exists nationally, and the National Black Women's Health Project positioned intimate partner violence as the most pressing threat to Black women's health (The Black Women's Health Imperative, 2024).

Intimate partner violence has significant impacts on victims, families, and communities. The trauma experienced by survivors of intimate partner violence can have lifelong impacts on a person's physical health, career opportunities, and mental and emotional well-being (Centers for Disease Control and Prevention, 2024). Intimate partner violence can also result in death. Data from U.S. crime reports show that one in five homicide victims is killed by an intimate partner and over half of female-identifying homicide victims were killed by a current or former intimate partner (Centers for Disease Control and Prevention, 2024). Exposure to domestic violence in childhood is the most significant predictor of whether someone will engage in domestic violence later in life, leading to cycles of violence within families that span generations (Childhood Domestic Violence Association, 2014). Families that lack access to resources also experience more system involvement when intimate partner violence is disclosed, including separation of families through incarceration or the removal of children from the home by Child Protective Services. On a community level, exposure to violence in the home is a risk factor for participation in group violence and commercial sexual exploitation, which further perpetuate trauma. Intimate partner violence also results in significant shared financial costs, with a single incident costing the State of California approximately \$88,000 (Klugman, et. al., 2024).

### Commercial Sexual Exploitation

Commercial sexual exploitation is defined as the use of force, fraud, or coercion to make a person engage in sexual acts in exchange for money (Centers for Disease Control and Prevention, 2024). Any commercial sexual acts involving a minor, even without force, fraud, or coercion, are also considered exploitation. The International Labor Organization estimates that there are more than 4.8 million victims of commercial sexual exploitation worldwide at any time, and 99.4% of victims are young girls and women (California Department of Justice, 2024). Oakland is a West Coast hub for commercial sexual exploitation, which is often visible along a stretch of International Boulevard known as “the blade.” Unfortunately, concrete data on the extent of individuals impacted by this form of violence in Oakland are scarce. As one indicator, 304 individuals ages 10 to 25 impacted or at high risk for sexual exploitation were seen at UCSF Benioff Children’s Hospital in Oakland from April 1, 2023, to March 31, 2024.

### Theory of Change

The DVP believes that gender-based violence is a learned behavior rooted in misogyny, historical violence, and prior trauma. Mainstream acceptance of unhealthy masculinity, our country’s history of buying and selling Black bodies, and economic disparities in our marginalized communities have created and sustained conditions that propagate gender-based violence by maintaining generational trauma, dehumanizing women, girls, and gender-expansive people, placing immense stress on struggling families, and condoning gender-based violence up to the highest levels of society. The trauma created through these experiences produces a cycle of violence, as people who experience gender-based violence are more susceptible to experiencing or perpetrating it in the future. Furthermore, individuals who are victimized by gender-based violence often remain in unsafe situations out of basic survival instincts that are impacted by safety concerns associated with leaving, financial dependency, and the involvement of children. The DVP believes deeply in the need to provide intensive and impactful services to survivors of gender-based violence and those who cause harm in order to sustainably reduce gender-based violence in Oakland. By providing immediate stabilization services to survivors and longer-term intensive support services to survivors and perpetrators, the DVP can help individuals change their circumstances, decision-making, and support systems to avoid future violence. In doing this, the DVP seeks to reduce incidents of gender-based violence, experiences of trauma, and the footprint of the criminal justice system.

### Interventions

The DVP is tasked with reducing two forms of gender-based violence in Oakland: intimate partner violence and commercial sexual exploitation. To do this, the DVP responds to individuals in crisis to **remove them from harm** and provide **stabilizing** services. The DVP then engages survivors and perpetrators in **longer-term intensive support services** that help them change their mindsets, behaviors, support systems, and environments to achieve long-term health, safety, and stability. Specific services delivered and funded by the DVP are divided into **core services**, which result in the identification and engagement of individuals impacted by intimate partner violence and commercial sexual exploitation, and **support services**, which are available to individuals who are engaged through the core services.

### Core Services

#### > Crisis Navigation

Crisis navigation services are provided to survivors of gender-based violence during or immediately following a crisis to support them in navigating systems and accessing services that provide short-term safety and stability. Crisis navigators respond to individuals where they are, whether it be at their homes, at the police station, at the hospital, or on the street, 24 hours a

day, 7 days a week. Navigators connect survivors to immediate support services funded by the DVP, including emergency shelter and legal services. Advocates also have access to flexible funds that can pay for immediate basic needs, including food, transportation, or clothing. Once an individual's immediate safety concerns and stabilization needs have been addressed, crisis navigators refer them to life coaching or other services for longer-term support.

Studies suggest that crisis response and navigation services for survivors of intimate partner violence reduce revictimization and increased knowledge of resources. A quasi-experimental study of 433 high-risk survivors of domestic violence who were connected to crisis advocates in Oklahoma in 2009 and 2010 found that they were 16% less likely to experience levels of severe revictimization compared to a comparison group (Messing, et.al, 2015). Additionally, a pre-post survey conducted with 1,440 survivors of domestic violence who received crisis services through hotline calls, counseling, and systems advocacy across the state of Illinois between 2000 and 2002 found that program participants reported improvements in their knowledge of resources, decision making, self-efficacy, coping skills, and safety following receipt of services (Bennett, et. al., 2004).

> **24-hour Hotlines**

24-hour hotlines provide immediate counseling and service referrals to individuals experiencing intimate partner violence and commercial sexual exploitation. State-certified crisis line staff are trained in doing safety assessments, creating safety plans, and providing service referrals related to immediate safety needs, including emergency housing, transportation, orders of protection, and medical care. Once an individual's immediate safety concerns and stabilization needs have been addressed, hotline staff can refer the individual to life coaching or other services for longer-term support.

> **Life Coaching**

The DVP delivers and funds intensive life coaching services for individuals who have experienced gender-based violence. Similar to life coaching services delivered for individuals impacted by group violence, life coaching for individuals impacted by gender-based violence is an intensive model of case management that supports impacted individuals with achieving long-term safety and stability. Life coaches work closely with their participants to identify the behavioral or contextual factors driving the individual's vulnerability to violence, develop and implement strategies to reduce their risk for violence, and build support systems needed to increase protective factors. Life coaches have daily communication with their participants over a period of at least 12 months to facilitate positive behavior change, and they connect participants to additional support services funded by the DVP, as needed. They also have access to flexible funds that they can use to pay for participants' basic needs. When appropriate, life coaches also engage family members in supporting positive behavior change and strengthening family relationships as a protective factor.

Life coaching with survivors of gender-based violence is an emerging practice in need of additional research, but existing studies suggest a positive impact. A systematic review of 11 randomized-controlled trials and two quasi-experimental studies on case management and advocacy for survivors of domestic violence found that participants are less likely to experience further abuse and symptoms of depression in the 12 months following participation (Rivas, et. al., 2015). An evaluation of a prevention and intervention case management and life skills program for 54 survivors of commercial sexual exploitation in San Francisco found that participants were significantly less likely to be involved with commercial sexual exploitation



after participation (Cohen, et. al., 2010). Additionally, a longitudinal study involving 41 youth in Boston who experienced commercial sexual exploitation found that youth who received 6 months of survivor-mentor services had improved coping skills and were less likely to experience future exploitation, engage in delinquent behavior, or be arrested or detained by police (Rothman, et. al., 2020).

In order to reach and support Oakland's most vulnerable, DVP and community-based life coaches use the following primary referral sources:

- **Life coaches at the DVP will** serve individuals of any age who are identified through the City of Oakland's Ceasefire-Lifeline strategy as living at the intersection of group violence and gender-based violence. These individuals will be identified through the Ceasefire-Lifeline partnership team, which includes representation from the DVP, OPD, ACPD, the Mayor's Office, and faith-based leaders.
- **Life coaches at funded agencies** will serve individuals impacted gender-based violence who are primarily identified by DVP-funded crisis responders and through hotlines operated by DVP partner agencies.

### *Support Services*

#### > **Housing**

Survivors of gender-based violence often require access to safe and supportive housing to achieve short- and long-term safety. The DVP funds two types of housing services to address the range of supports required by survivors in Oakland. These services are accessed by crisis navigators and life coaches funded by the DVP.

- **Emergency housing services** provide survivors with access to safe, short-term housing through shelter beds, hotel stays, and funding for relocation or rental assistance. Emergency housing services are available on an 24/7 basis, and providers support individuals in identifying viable options based on safety considerations, number of dependents, and other factors. Once an individual is engaged in emergency housing services, providers also support individuals with identifying and transitioning to longer-term housing options, including rehabilitation or medical care facilities.
- **Transitional housing services** support survivors of gender-based violence in accessing three to six months of safe, temporary housing that allows survivors to stabilize in other domains and secure long-term, permanent housing. Transitional housing facilities are located in discrete areas and offer access to regular therapeutic support services and groups.

Housing services are proven to create greater safety and stability for individuals impacted by gender-based violence. A study of 345 domestic violence survivors in the Pacific Northwest who were offered unconditional housing services through a 'housing-first' model found that participants experienced lower revictimization and greater housing stability at 6, 12, and 24 months after initial service delivery compared to participants who received support services without housing (Sullivan, et. al., 2022).

> **Healing**

Healing services are available to survivors of gender-based violence who are engaged by crisis navigators and life coaches funded through the DVP. These services include participant-centered therapeutic support focused on healing and resiliency, support groups that include peer support, and alternative, culturally-rooted healing and restorative practices. Therapy groups are tailored to meet the needs of specific populations impacted by gender-based violence both linguistically and culturally. Providers of individual therapy services are available to meet with participants virtually or in person at locations that are convenient and safe for them. All services are delivered by culturally-competent practitioners with expertise serving communities of color and those who have been impacted by violence.

Therapeutic support services also include groups for men who have caused harm. The purpose of these groups is to have open and honest dialogue about societal norms around toxic masculinity that promote and condone violence. They also offer a safe space for men to process their own trauma and hold each other accountable for the harm they caused in their relationships, families, and communities. Peer support is a critical component of these groups and can be a powerful tool in shifting an individual's attitudes and beliefs to facilitate long-term behavioral change.

A systematic review of five studies on trauma-informed therapeutic services, including CBT techniques adapted to intimate partner violence, found that participation led to decreases in depression, anxiety, and post-traumatic stress disorder (PTSD) symptoms while helping survivors feel better about their lives (Warshaw, et. al., 2013). Additionally, a randomized controlled trial of 125 survivors of intimate partner violence who had been diagnosed with PTSD and received cognitive trauma therapy found that 87% of participants no longer met diagnostic criteria for PTSD following treatment (Kubany, et. al., 2004).

> **Legal Assistance**

Legal assistance for survivors of intimate partner violence and commercial sexual exploitation includes legal advice and counseling, preparation of legal paperwork, preparation and filing of temporary orders of protection, immigration-related services, court accompaniment, and full representation at court hearings. Legal services are available to any individual engaged by crisis navigators or life coaches on an as-needed basis. Legal services can be critical to maintaining a survivor's safety. A study of 298 survivors of domestic violence found that no-contact restrictions were associated with significant decreases in revictimization compared to limited restriction orders (Sullivan, et. al., 2021).

## **Outcomes**

The DVP will use an RBA framework to assess services delivered by DVP staff and funded agencies related to gender-based violence. An RBA framework poses three questions that allow service providers to distinguish between quantity, quality, and impact of services provided.

### **How much did we do?**

The DVP will require its staff and funded service providers to enter data in its cloud-based data management system, Apricot 360, to track the **quantity of services** delivered within each funded service category. Types of process metrics that will be tracked include the following:

- Number of individuals served
- Number of service hours delivered

- Amount of funding disbursed
- Number of therapy and support groups hosted
- Number of individuals who attended therapy and support groups
- Number of violence mediation conversations conducted
- Number of crises responded to

### **How well did we do it?**

To assess the **quality of services** delivered, the DVP will develop exit surveys for participants to complete when they end services with the DVP or a funded provider. These surveys will assess participant perceptions of service quality and staff involvement through simple Likert-scale questions. Participants will have the option of submitting these surveys anonymously or providing their contact information to receive follow-up from a DVP staff member.

### **Is anyone better off?**

The **impact of services** delivered to individuals impacted by intimate partner violence or commercial sexual exploitation will be assessed in several ways:

- Data collected by OPD will be used to monitor possible changes in incidence of intimate partner violence or commercial sexual exploitation:
  - Number of calls related to battery or physical injury as a result of domestic violence.
  - Number of female-identified victims of shooting and homicide.
- Data collected by healthcare system partners will be used to monitor possible changes in incidence of intimate partner violence or commercial sexual exploitation:
  - Number of individuals admitted to Highland Hospital for injuries related to domestic violence.
  - Number of individuals admitted to UCSF Benioff Children's Hospital in Oakland who were impacted by or considered to be at very high risk for sexual exploitation.
- The exit survey that participants complete when ending services will include questions that assess change in mindsets, behaviors, and contexts related to safety as a result of service delivery.
- The DVP will engage an external evaluation partner to analyze revictimization data provided by OPD for individuals who engage in DVP services and consent for their data to be shared with a third-party evaluator. This analysis will compare outcomes for individuals who engaged in services to a comparison group that did not to assess the impact of services.
- The DVP will work with the City of Oakland's Department of Race and Equity on analyses that center equity outcomes in order to assess the impact of services on racial disparities in experiences of violence.

## Landscape of Correlative City Services

The DVP is one of 26 departments within the City of Oakland, all of which are committed to improving the lives of Oaklanders in a specific way. While the DVP focuses its resources on services that are specific to preventing and interrupting violence, other departments provide services that may be beneficial to DVP participants in domains such as employment and housing. By deepening partnerships and establishing referral pathways with other City of Oakland departments, the DVP can expand its service delivery capacity and better support Oakland's most vulnerable residents.

### Economic and Workforce Development Department

The Economic and Workforce Development Department (EWDD) funds job placement and training services for youth and adults in Oakland. In Fiscal Year (FY) 2025-2026, EWDD will disburse \$17.4 million to 16 community-based organizations that deliver employment services to youth and adults. Many of the funded organizations serve participants who are also eligible for DVP services, including Center for Employment Opportunities, Civicorps, Lao Family Community Development, Mandela Partners, Oakland Private Industry Council, Rising Sun Center for Opportunity, Safe Passages, Trybe, Youth Employment Partnership, and Youth Uprising.

During the spending plan period, the employment coordinator funded within the DVP's Group Violence Strategy will understand employment training and placement opportunities funded by EWDD and make connections, when appropriate, for individuals engaged in life coaching services. The DVP's program planners dedicated to group violence, gender-based violence, and the School VIP Program will also understand services funded by EWDD and collaborate with EWDD leadership to secure dedicated spots for DVP participants.

### Department of Housing and Community Development

The Department of Housing and Community Development (HCD) supports community stabilization through the production of subsidized affordable housing, preservation of unsubsidized affordable housing, and protection of residents from displacement. In FY2024-2025, HCD will disburse \$1.7 million to partially fund six emergency shelters, eight community cabin sites, 10 rapid rehousing programs that provide immediate rental assistance, four RV-safe parking sites, and seven transitional housing facilities. Some housing options are restricted to families with dependent children or individuals with medical conditions, but the majority are available to individuals ages 18 and over who are experiencing housing insecurity. Service providers include Abode Services, East Oakland Community Project, First Place for Youth, St. Mary's Center, and Building Futures for Women with Children. HCD will also provide \$600,000 to Bay Area Community Services to operate a homeless prevention pilot program that provides housing for formerly incarcerated men for up to two years.

During the spending plan period, housing coordinators funded within the DVP's Group Violence and Gender-Based Violence Strategies, will understand a working knowledge of housing options funded by HCD and make connections, when appropriate, for individuals engaged in crisis response or life coaching services. The DVP's program planners dedicated to group violence, gender-based violence, and the School VIP Program will also understand housing services funded by HCD and collaborate with HCD leadership to secure dedicated spots for DVP participants.



## Human Services Department

### *Community Housing Services Division*

The Community Housing Services Division (CHSD) of the Human Services Department primarily funds support services related to health, mental health, and housing navigation for Oakland's unhoused population. CHSD received approximately \$20 million from the California Department of Housing and Community Development's Homeless, Housing, Assistance, and Prevention Grant Program in FY24-25, and this funding is being used primarily to fund 200 crisis response shelter beds, 100 RV-safe parking spaces, and hygiene stations at 40 encampment sites. This funding is also partially allocated to agencies such as Abode Services, Operation Dignity, and Covenant House California to provide rapid re-housing and transitional housing services. In FY23-24, CHSD grants served approximately 950 individuals experiencing homelessness.

During the spending plan period, housing coordinators funded by the DVP will maintain a working knowledge of housing options funded by CHSD and make connections, when appropriate, for individuals engaged in crisis response or life coaching services. The DVP's program planners dedicated to group violence, gender-based violence, and the School VIP Program will also understand services by CHSD and collaborate with CHSD leadership to secure dedicated spots for DVP participants.

### *Oakland Fund for Children and Youth Division*

The Oakland Fund for Children and Youth (OFCY) is a division of City's Human Services Department that is tasked with funding community-based programs and services that provide critical support to Oakland's most vulnerable children, youth, and families. In FY25-26, OFCY will invest \$2.7 million of its \$18.8 million program budget in youth employment services delivered by community-based organizations that include Civicorps, Lao Family Community Development, Safe Passages, Trybe, Young Women's Freedom Center, and Youth Employment Partnership. OFCY will also invest \$655,000 in peer and adult mentoring, cognitive behavioral therapy services, and peer-led education and advocacy related to community and gender-based violence.

During the spending plan period, the employment coordinator funded by the DVP will understand employment training and placement opportunities funded by OFCY and make connections, when appropriate, for individuals engaged in life coaching services. The DVP's program planners dedicated to group violence, gender-based violence, and the School VIP Program will also understand available services and collaborate with OFCY staff to secure dedicated spots for DVP participants.

## Department of Parks, Recreation, and Youth Development

Recreation and community centers are important aspects of social infrastructure that create opportunities for community building and serve as an entry point to additional city resources. The Department of Parks, Recreation, and Youth Development (OPRYD) operates 18 neighborhood recreation centers at public parks and offers afterschool and summer youth programming. within partnership with OPRYD leadership, the DVP will explore using recreation centers as community hubs where staff from the DVP and funded agencies can meet participants to further activate these spaces and connect individuals to other City services.

## Lifeline Fellowship Pilot

Results from the DVP's spending plan survey identified financial support for basic needs as one of the most important services required to address the three forms of violence that the DVP is charged with reducing. This finding, based in practice and lived experience, underscores the fact that poverty is a root cause of violence and that violence flourishes in stressful contexts that evoke survival instincts and hopelessness. During this spending plan, the DVP will increase the amount of funding available to participants who receive life coaching services through the DVP from approximately \$375 per month to \$1,000 per month to explore the impact of additional financial resources on reducing risk for violence. This funding will be contingent on each individual's active participation in services and will be provided as a stipend payment that can be used for basic living expenses.

The practice of providing individuals with significant financial resources to reduce their risk for violence has precedent in the field of community violence intervention. The Advance Peace fellowship model, which was first implemented in Richmond, CA, and now operates in four cities across California, provides individuals at highest risk for group violence with monthly payments of \$1,000 while they participate in intensive services that involve daily check-ins, coaching to achieve life goals, referrals to social services, internships, and transformative travel experiences. An evaluation of the Advance Peace program in Sacramento conducted by UC Berkeley's Institute of Urban and Regional Development found that during the 18-month Peacemaker fellowship, gun homicides and assaults declined by 22% in areas of focus when compared to the prior four-year average in those areas (Corburn & Fukutome-Lopez, 2020).

Financial payments to address basic needs also reflect a burgeoning field of social science seeking to explore the cost effectiveness of guaranteed income programs, which provide a basic level of income for individuals without work requirements as a means of increasing health and safety in vulnerable populations and averting future societal costs related to overutilization of the health care system, criminal justice system, and other social systems. Evaluations of guaranteed income programs in the United States have demonstrated positive impacts on violence, employment, and mental health:

- The City of Stockton provided \$500 per month for 24 months without work requirements to 125 randomly-selected residents who made less than the area median income. Individuals who participated showed significant increases in emotional health and employment rates compared to a similar group of individuals who did not participate (West, et. al., 2021).
- The Los Angeles Economic Assistance Pilot gave \$1,000 per month in unconditional cash payments for 12 months to 3,200 randomly-selected households with at least one child that fell below the federal poverty threshold. The study found that those who received the payments reported reduced severity and frequency of intimate partner violence and were significantly more likely to report reduced fear of neighborhood violence and positive interactions with neighbors compared to a control group that did not receive payments (Kim, et. al., 2024).
- The City of Columbia, South Carolina ran a guaranteed income pilot between 2021 and 2022 that gave \$500 per month for 12 months to fathers in low-income zip codes. Participants were relatively demographically similar to the population of the DVP's life coaching participants, with the majority of participants identifying as African American males with an average age of 39 and a high school diploma or less. The study found positive impacts on stress levels and employment for participating individuals compared to a control group (Bervik, et. al., 2024).

Several additional pilot programs are currently underway or awaiting evaluation results in California. Oakland Resilient Families provided \$500 monthly over 24 months to 600 low-income families with at least one child under 18; results from this pilot are not yet available. The State of California is currently piloting a basic income program providing \$600 to \$1,200 per month for 12 to 18 months to approximately 2,000 individuals who have aged out of foster care and pregnant individuals. The Urban Institute is in the process of evaluating the program's impact on mental health outcomes and criminal justice involvement.

DRAFT

## Network Training and Capacity Building

As the City of Oakland's violence prevention entity and a primary purveyor of public funding for community violence intervention (CVI) services in Oakland, the DVP has a responsibility to ensure that Oakland builds a strong and effective CVI ecosystem. Creating a sustainable ecosystem of community-based organizations capable of serving Oakland's most vulnerable populations includes more than funding. The DVP understands that violence intervention services are most impactful when delivered through a well-coordinated and connected collaborative capable of providing holistic supports that are responsive to the needs of participants. The DVP also places high value on uplifting and investing in organizations led by women, people of color, and individuals with lived experience.

The field of CVI is emerging and evolving, and the DVP is committed to providing Oakland's ecosystem of community-based organizations with the capacity-building opportunities and trainings that highlight best and promising practices, contribute to the health and professional development of lived experience workers, and keep Oakland on the cutting edge of violence intervention efforts. To this end, the DVP will establish a learning community dedicated to continuous improvement. Specifically, DVP will host and facilitate delivery of the following capacity building opportunities for funded agencies:

- **Professional development opportunities for staff.** The DVP will deliver or host trainings from experts in topics relevant to service delivery, including motivational interviewing, cognitive behavioral theory, male allyship, vicarious trauma and self-care, case conferencing, safe and effective outreach, professional boundary setting, and confidentiality. The DVP will also fund participation in relevant credential and certification programs, including certifications in community coaching for life coaches.
- **Executive coaching for leadership.** The DVP will fund coaching opportunities for leadership staff at funded agencies to strengthen their skills in financial management, people management and supervision, data collection, grant reporting, fundraising and other domains related to effective organizational functioning. These opportunities will not be required but will be available to agencies, particularly small or new agencies, that would benefit from additional support.
- **Cross-agency collaboration.** The DVP will intentionally facilitate cross-agency service collaboration by sharing contact and service information for all funded agencies, hosting trainings during which funded agencies present on their work, and facilitating service coordination meetings.
- **Working groups/advisory boards to inform developing processes.** As new requirements for service delivery, data collection, or agency coordination emerge based on participant need, evolving dynamics in violence, reporting requirements from external funders, or other drivers, the DVP will solicit and facilitate the participation of staff and participants, as appropriate, in working groups or advisory boards that provide feedback to inform practice.

These opportunities will facilitate collaboration amongst the network, improved knowledge of services available across grantees, and the continued professional development of direct service staff with lived experience.



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# *MEASURE NN OVERVIEW*

*JUNE 16, 2025  
OPSPOC MEETING*





# *OAKLAND VIOLENCE REDUCTION COMMUNITY COALITION*

The **Oakland Violence Reduction Community Coalition** is a coalition of community-based organizations (CBOs) working in Oakland who are addressing public safety through a community-driven public health approach.

Activities of the coalition have included:

- Reviewing Measure Z and discussing needed and hoped-for changes
- Engaging a public opinion firm to test the viability of these changes and messages
- Communicating with a broader “big tent” coalition on what became Measure NN
- Working to qualify and pass Measure NN





# *MEASURE NN GOALS*

1. Reduce violent crime
2. Reduce human trafficking
3. Improve 911 response



# *MEASURE NN VS. MEASURE Z*

- Larger tax = More money raised (Approx. \$45M per year)
- A smaller, more empowered citizen planning and oversight commission (OPSPOC)
- Citywide 4-year public safety plans
  - Plan for entire city, not just Measure NN, not just single departments
  - First one goes into effect on July 1, 2026. The plan can only be voted up or down by Council.
  - The measure requires status quo Measure Z spending for 2025 unless it is not aligned with required allocations.
- Funds new public safety budget auditor in the office of the City Auditor. This budget auditor may look into public safety expenditures other than Measure NN, such as general fund expenditures on overtime.





# *MEASURE NN VS. MEASURE Z*

- Allocations no longer simple 60%/40%
  - 3% for administration
  - \$3 Million (with annual escalator) for fire services (up from \$2M)
  - 50% of remainder for sworn police officers
  - 10% of remainder for non-sworn policing services such as 911 dispatch and technology
  - Up to 10% of remainder for City violence prevention services
  - 30-40% for CBOs providing violence prevention and intervention services
- Staffing floors
  - Sworn police officers: 700
  - Firefighters: 480
  - OPSPOC can revise staffing floors at the mid-way point of the measure



*THANK YOU*

Oakland Violence Reduction Community Coalition

Contact: David Harris

[davidh@urbanstrategies.org](mailto:davidh@urbanstrategies.org)



# Oakland Public Safety Planning & Oversight Commission (Measure NN)

## Draft Bylaws

### Note to Commissioners

Please review this draft work plan and come prepared to propose changes at the June 16th SPOC meeting.

### ARTICLE I: Establishment and Governing Law

1. **Name**

Oakland Public Safety Planning & Oversight Commission (“OPSPOC”)

2. **Authority, Statutory Requirements: and Other Laws and Policies**

The voters of the City of Oakland adopted the Oakland Community Violence and Emergency Response Act of 2024, also known as Measure NN, in the November 5, 2025 General Municipal Election to raise revenue solely to pay for the development, implementation, and evaluation of a holistic, results driven approach to the prevention and reduction of violent crime in Oakland. This approach balances investments in community violence prevention, police, and fire services; creates a citywide Community Violence Reduction Plan designed to achieve specific violence reduction targets; and empowers a citizens’ planning and oversight commission and an independent budget auditor to monitor and account for the proper and effective use of revenue raised from this measure. The taxes imposed under this Ordinance are solely for these purposes and to pay for certain administrative expenses related to the funded programs.

The Commission shall comply with all applicable laws, including, but not limited to, the City of Oakland Charter, the Establishing Ordinance and membership ordinance, the Oakland Sunshine Ordinance (Ordinance No. 11957 C.M.S., adopted January 14, 1997), the Ralph M. Brown Act (Government Code sections 54950 et seq.), the Political Reform Act of 1974 (Government Code sections 81000 et. seq.), the Public Records Act (Government Code sections

6250 et seq.), and the Oakland Conflict of Interest Code (Ordinance No. 11979 C.M.S., as amended). If any conflict exists between any of the foregoing laws and these bylaws, the applicable law shall control over the bylaws.

## ARTICLE II: Duties, Functions, and Commissioner Appointments

### 1. Duties and Functions

The Commission shall fulfill duties and functions as set forth in the Oakland Community Violence and Emergency Response Act of 2024:

- a. Develop and approve a Four-Year Community Violence Reduction Plan.
- b. Recommend to the City Council the adoption of the Four Year Community Reduction Plan which the Council may approve or reject but not modify; if the Council rejects the Plan, it will return it to the Commission with recommended changes and the Commission will submit a new Plan to the Council which the Council may accept or reject but not modify.
- c. Evaluate the implementation and impact of the Community Violence Reduction Plan, and, at the Commission's discretion, retain an independent consultant to assist such evaluation.
- d. Review the seven hundred (700) floor number for sworn police officers, the eight hundred (800) number governing layoffs for police, and the four hundred eighty (480) number governing layoffs for firefighters set in Sections 5(A) and (B) below in 2029 for the City 2030 budget. Upon such review based upon the Four Year Community Reduction Plan, any analysis of the performance of the actions authorized by the Act and other crime factors and statistics, the Commission may recommend a different number for each category to the City Council and the Council may approve or reject the new number; if the Council rejects the recommendation, the number shall remain unchanged.
- e. Monitor the allocation and use of all revenues generated by this Act;
- f. Submit any policy recommendations to the Mayor and City Council to ensure the City of Oakland's compliance with the purpose and intent of this Act, including recommendations for corrective actions, if any.

- g. Review and provide comments on all non- confidential reports and recommendations concerning potential suspension and/or reduction of the number of law enforcement personnel and suspension of the tax.
- h. At least every three (3) years, the department head or his/her designee of each City department receiving and/or disbursing funds generated by this Act shall present to the Commission a priority spending plan for funds received from this Act. The priority spending plan shall include proposed expenditures, strategic rationales for those expenditures and intended measurable outcomes and metrics expected from those expenditures, all of which shall be incorporated into the Four Year Community Violence Reduction Plan. The first presentation shall occur within 120 days of the effective date of this Act. Twice each year, the Commission shall receive a report from a representative of each City department receiving funds from this Act on the status of the priority spending plans and the demonstrated progress towards the desired outcomes.
- i. Submit reports to the public that the Commission determines are appropriate to serve its purposes.

**2. Number, Appointing Authority and Qualifications:**

The OPSPOC Commission membership shall be as described in the Oakland Community Violence and Emergency Response Act of 2024, Part 1. Section 4.A.1, which specifies as follows:

- a. The Commission shall consist of five (5) members.
- b. Commissioners shall be appointed by the Mayor and confirmed by the Council pursuant to Section 601 of the Charter.
- c. The composition of the Commission should be reflective of the diversity of Oakland and shall include members who have expertise in criminal justice, public safety, public health, social services, emergency services, and community violence intervention and prevention programs and/or research, finance and evaluations in those areas. At least one member shall have lived experience with service-eligible populations, and one member shall have professional law enforcement experience, preferably at a command officer level, and/or academic expertise in law enforcement.

- d. As established in [Ordinance 13303 C.M.S.], Commission members shall be appointed to one-, two-, three-year staggered terms and shall be limited to no more than three (3) consecutive terms.
- e. Vacancies and Holdover Status on the OPSPOC shall be conducted according to Section
- f. As established in [Ordinance 13303 C.M.S., Section 2.E.], a member may be removed pursuant to Section 601 of the City Charter. Among other things, conviction of a felony, misconduct, incompetence, inattention to or inability to perform duties, or absence from three (3) consecutive regular meetings except on account of illness or when absent from the City by permission of the OPSPOC, shall constitute cause for removal.

### **3. Compensation**

Members of the OPSPOC shall serve without compensation.

### **4. Oath of Public Office**

Acceptance of the Oath of Public Office constitutes a Commission member's sworn responsibility of public trust. Members are required to serve well and to faithfully discharge their duties and responsibilities diligently and consistent with the laws of the City of Oakland and all pertinent state and federal laws.

### **5. Rules, Regulations and Procedures; Voting Requirements**

Except for the two-thirds vote requirement in Article IX hereof, all actions by the OPSPOC shall be by a majority vote of those present at a meeting at which a quorum exists. Rules, regulations, and procedures for the conduct of OPSPOC business shall be established by a vote of the members. The Commission must vote to adopt any motion or resolution.

### **6. Conflict of Interest**

All members shall adhere to the requirements stated in the Oakland Community Violence and Emergency Response Act, Section 4.A.2 related to conflicts of interest. No member of the Commission shall cast a vote on or participate in a decision-making capacity on the provision of services by that member or any organization that the member directly represents, on any matter which would provide a direct financial benefit to such member or a member of his or her immediate family, or on any other matter which would result in the member violating any conflict of interest law or regulation.



## ARTICLE III: Officers

Officers shall be a Chairperson and Vice Chairperson chosen from members of the SSOC.

### **1. Chairperson**

The Chairperson shall preside at all OPSPOC meetings and shall submit such agenda, recommendations and information at such meetings as are reasonable and proper for the conduct of the business affairs and policies of the OPSPOC. The Chairperson shall sign all documents necessary to carry out the business of the OPSPOC.

### **2. Vice Chairperson**

The Vice Chairperson shall assist the Chairperson as directed and shall assume all the obligations and authority of the Chairperson in the absence or recusal of the Chairperson.

### **3. Election of Officers**

The Officers shall initially be elected by vote from among the members of the Commission at the Commission's first regular meeting after adoption of these bylaws, or as soon thereafter as possible.

### **4. Removal of Chairperson**

An affirmative vote of the OPSPOC members can remove any Officer from office.

### **5. Officers' Terms of Office**

The Officers shall hold office for one year. Their terms shall expire one year and one meeting after their election. No person shall be elected as an Officer for longer than their OPSPOC term of office.

### **6. Officer Vacancies**

If the office of the Chairperson becomes vacant, the Vice Chairperson shall become Chairperson. If the office of the Vice Chairperson becomes vacant for any reason, the OPSPOC shall vote to elect a successor from among the OPSPOC members at the next regular meeting, and such office shall be held for the unexpired term of said office.

## ARTICLE IV: Planning and Oversight Staff

### **1. City Administrator**

The Commission shall receive staff support from the City Administrator's Office, as determined by the City Administrator.

## **2. Legal Advisor**

The Oakland Office of the City Attorney ("OCA") is the Commission's legal advisor. The OCA shall provide the Commission with legal assistance as determined by the OCA. Any member of the Commission may consult informally with any OCA attorney assigned by the OCA to the Commission on any matter related to OPSPOC business. However, a request from a OPSPOC member for assistance from the OPSPOC's assigned attorney requiring significant legal research, a substantial amount of time and attention, or a written response, may be made only through the Commission Chairperson with the designated OPSPOC staff member or by a vote of the OPSPOC.

## **3. Commission Staff**

Commission members may consult staff of the City Administrator's Office informally, but any request for substantial assistance or a written report must be authorized by a vote of the OPSPOC.

## **4. Custodian of Records**

Pursuant to section 20.020.240 of the Sunshine Ordinance, the Commission shall maintain a public records file that is accessible to the public during normal business hours. The City Clerk shall be the official custodian of these public records, which shall be maintained in the manner consistent with records kept by the City Clerk on behalf of all other standing Commissions.

- 5.** If authorized by the City Administrator, a designated member of City staff shall act as Custodian of Records to the Commission. The Custodian of Records shall keep the records of the Commission, shall record all votes, and shall prepare minutes and keep a record of the meetings in a journal of the proceedings.

# **ARTICLE V: Ad Hoc Committees**

## **1. Ad Hoc Committees**

The Chairperson may establish ad hoc committees to perform specific tasks. An ad hoc committee shall dissolve when the task is completed and the final report is given. Any ad hoc committee may not have more than 4 OPSPOC members.

# **ARTICLE VI: Meetings**

## **1. Quorum**

Ordinance 13303 C.M.S. designated quorum for the OPSPOC as four (4) members. A quorum shall be called for prior to any official business being

conducted at the meeting. If there is no quorum at that time, no official action may be taken at that meeting. In the event that a quorum is not established within thirty (30) minutes of the noticed start time of the meeting, the Chairperson may allow the meeting to take place without any official action being taken at the meeting without a quorum.

## **2. Voting**

Each member of the Commission shall have one vote. A motion shall be passed or defeated by a simple majority of those members present and voting at a meeting where a quorum has been established.

## **3. Public Input**

### **a. Public Input on Items Officially Noticed for the Agenda**

- i. At every regular meeting, members of the public shall have an opportunity to address the OPSPOC on matters within the OPSPOC subject matter jurisdiction. Public input and comment on matters on the agenda, as well as public input and comment on matters not otherwise on the agenda, shall be made during the time set aside for public comment. Members of the public wishing to speak and who have filled out a speaker's card, shall have two (2) minutes to speak unless the chairperson otherwise limits the total amount of time allocated for public discussion on particular issues and/or the time allocated for each individual speaker.

### **b. Public Input on Items Not Officially Noticed for the Agenda (Open Forum)**

- i. Matters brought before the Commission at a regular meeting which were not placed on the agenda of the meeting shall not be acted upon or discussed by the OPSPOC at that meeting unless action or discussion on such matters is permissible pursuant to the Brown Act and the Sunshine Ordinance. Those non-agenda items brought before the OPSPOC which the OPSPOC determines will require consideration and action and where action at that meeting is not so authorized shall be placed on the agenda for the next regular meeting.

### **c. Identification of Speaker**

- i. Persons addressing the OPSPOC shall be asked to state their names and the organization they represent, if any. They shall be asked to confine their remarks to the subject under discussion, unless they speak during the Open Forum portion of the agenda.

#### **4. Regular Meetings**

The Commission shall meet regularly on the third Monday of each month, at the hour of 6:30 pm, in Oakland, California. In the event that the regular meeting date shall be a legal holiday, then any such regular meeting shall be rescheduled at least two meetings prior to the meeting for a business day thereafter that is not a legal holiday. A notice, agenda, and other necessary documents shall be delivered to the members, personally or by mail, at least seventy-two hours prior to the meeting.

#### **5. Notice and Conduct of Regular Meetings**

Notices and agendas of all regular OPSPOC meetings requiring notice shall be posted in the City Clerk's Office and on an exterior bulletin board accessible twenty-four hours a day. Notice of regular meetings shall be posted at least seventy-two hours before the meeting. Action may only be taken on items for which notice was provided in compliance with the Sunshine Ordinance and the Brown Act.

#### **6. Minutes**

Minutes shall be taken at every OPSPOC meeting. Minutes shall be prepared in writing by the Custodian of Records. Copies of the minutes of each OPSPOC meeting shall be made available to each member of the SSOC and the City. Approved minutes shall be filed in the official OPSPOC file.

### **ARTICLE VII: Agenda Requirements**

#### **1. Agenda Preparation**

The agenda is prepared through the joint effort of the Chairperson and OPSPOC Staff, with appropriate legal review. At the outset of a OPSPOC meeting, the Commission may remove items from the posted agenda, but may not add items to the posted agenda or otherwise modify it. Nothing in this Article VII shall change the requirements for agenda noticing and modification to the agenda as required by the Brown Act, Sunshine Ordinance or other applicable law.

### **ARTICLE VIII: Parliamentary Authority**

#### **1. Robert's Rules of Order, Ronr, Eleventh Edition**

The business of the OPSPOC shall be conducted, to the extent possible, in accordance with parliamentary rules as contained in Robert's Rules of Order, Ronr, Eleventh Edition, except as modified by these rules and in accordance

with State open meeting laws and local open meeting laws, including, without limitation, the Brown Act, the Oakland Sunshine Ordinance, and the Establishing Ordinance. Failure of compliance with Robert's Rules of Order, Ronr, Eleventh Edition, shall not constitute cause for invalidation of any OPSPOC action of which a majority of OPSPOC members clearly expressed approval.

**2. Representation of the Safety and Services Oversight Committee**

Any official representations on behalf of the OPSPOC before the City Council or any other public body shall be made by a member of the OPSPOC specifically so designated by vote of the OPSPOC.

## ARTICLE IX: Amendment of Bylaws

The Commission may adopt bylaws amendments at any regular meeting of the OPSPOC by vote of two-thirds of the members present at which a quorum exists; provided such proposed amendments are circulated in writing to all OPSPOC members at least ten (10) calendar days prior to such meeting, and three (3) calendar days' public notice shall be posted.



# Oakland Public Safety Planning & Oversight Commission

Draft Work Plan, June 2025

## Note to Commissioners

Please review this draft work plan and come prepared to propose changes at the June 16th SPOC meeting.

## OPSPOC Objectives

1. Reduce homicides, robberies, car jackings and break-ins, domestic violence, and other gun-related violence;
2. Reduce response time for 911 emergency calls for service, and improve the quality of response; and
3. Reduce the incidence of human trafficking, including the sexual exploitation of minors.

## OPSPOC Four-Year Violence Reduction Plan

Each Four-Year Community Violence Reduction Plan shall describe:

1. problems/needs to be addressed in this Act's three-goal areas as stated herein, using multiple data sources;
2. specific four-year impact goals and outcome metrics for each goal area
3. theory-of-change or strategy, informed by data and evidence-based practices, designed to achieve the specific four-year impact goals and outcome metrics;
4. formal resource leveraging of and programmatic coordination with other city, county, school district, state, federal, and philanthropic resources to maximize the Four-Year Community Violence Reduction Plan's capacity to achieve four-year impact goals and outcome metrics;

5. four-year budget and spending plan for the Community Violence Reduction Plan; and
6. specific roles and relationships of the City's Violence Prevention Department, Police Department, Fire Department, and other City departments in the development and implementation of each Four-Year Community Violence Reduction Plan.

## Proposed Data Collection Methods

### Focus Groups

- Focus groups with direct service staff/non-ranked employees with the core agencies (Police, Fire, DVP)
- Focus groups with community leaders and CBO leadership (CBOs that have previously received Measure Z funds, and those seeking Measure NN funds)

### Community Survey

- The community survey would provide opportunity for community input on public safety priorities, especially for those who are not able to attend regular meetings or Community Events.
- The survey would need to be designed to reduce the risk of bot responses, and include both likert scale questions and brief open response question options. This effort would require strong collaboration with City public information officers to ensure broad promotion. This survey would remain open for several months before closing for analysis.

### Community Events

- Community events would be intended to gather qualitative data regarding the public safety priorities of the community and desired strategies to address public safety concerns. This data, along with focus group data and survey data would inform OPSPOC's development of the Four-Year Violence Reduction Plan required by Measure NNs. The

Community Events would include brief orientation to Measure NN requirements before transitioning into a structured discussion through a town hall format. Members of core agencies and City leadership would also be encouraged to attend.

- Option 1: One Community Event for each district, for a total of seven (7), with the District 6 Community Event serving as the At-Large event.
- Option 2: One Community Event for two neighboring districts, for a total of four (4), with District 6 serving as the At-Large event.
- The number of community events depends on the level of available city staff to support, available budget for reserving event spaces, and the capacity of Commissioners.
  - Option 1: One Community Event per month from July to January.
  - Option 2: Two Community Events per month from July to October.

### Core Questions for Presentations at OPSPOC Regular Meetings

- A core set of questions, and supplementary questions designed for different service areas, would provide a framework for presenting parties. It would also allow Commissioners to compare answers to core questions during the development of the Strategic Plan.

### Criteria for Formal Requests for Funds

- Criteria and Formal Requests for Funds to be included as an appendix in the Strategic Plan for public information, transparency and accountability
- Criteria would include the following, as applicable;
  - Oversight plans to prevent waste/misuse of funds
  - A clear level of specificity for requests (e.g., funded positions should specify rank, and station/unit, type of training and impact)
  - Demonstration of previous community impact/efficacy
  - Logic Model and Theory of Change (e.g., the intended purpose and plan of execution for efforts funded by Measure NN)
  - Evaluation plans and methodology
  - Data management strategies

- Fiscal sustainability plans

## Key Informant Interviews

- Meetings with leadership of core agencies to discuss potential strategies to improve violence mitigation, best practice research, and findings from the Community Engagement & Information Gathering phase.
- Meetings would also serve as an opportunity for technical assistance and collaboration on the development of formal requests for funds.

## Proposed Ad Hocs

- Ad Hocs could be organized by task type (e.g., community engagement & information gathering) or focus area (Police, Fire, DVP, CBOs)Proposed

## Proposed Standing Agenda for Regular Meetings

1. Call to Order
2. Roll Call
3. Open Forum – For Items not listed on the Agenda
4. OPSPOC Business (45 – 60 minutes)
  - a. Dedicated time for Commissioners to provide updates on Ad Hoc subcommittee activities, discuss logistics for various OPSPOC community activities, discuss updates on work progress from City staffers, and independent consultants.
5. Reserved Time for Presentations from Core Agencies, Local Leaders, CBOs, etc. (60-90 minutes)

## Proposed Independent Consultant Role Responsibilities

- Best practice research (peer reviewed, and/or with a focus on strategies that can build on existing work in the community)
- Qualitative analysis of focus group, key informant interviews, community event data
- Quantitative analysis of community survey data and various public safety data sources

- Experience with city-wide strategic planning, evaluation of crisis and public safety continuums, and strong facilitation skills for community facing events, report writing, and data management
- Writing of initial versions of Four-Year Violence Reduction Plan, including sections on goals, outcome metrics, Theory of Change, 4-year budget, 4-year spending plan, roles and relationships.



## Proposed Work Plan, June 2025

Month, Year	Phase	Activities
June 2025		
	OPSPOC Framework Development & Admin	Define necessary Ad Hoc subcommittees
		Development of Consultant role description
		Review and Discussion of Bylaws
		Capacity/Availability Discussion
		Develop Core Questions for Presenters (add supplementary questions)
		Identify Standing Agenda Items
July 2025		
	OPSPOC Framework Development	Approve Bylaws
		Develop Core Questions for Presenters (add supplementary questions)
		Discuss independent consultant job description, finalize changes.
		Publish job description for Independent Consultants to support OPSPOC activities
	Information Gathering & Community Engagement	Develop Informational Materials for Community Events
		Coordinate with local leaders and City officials to schedule events, reserve spaces, schedule support staff etc.
		Coordinate with local leaders and City officials to promote events, ensure accessibility, and other event needs

		Develop a focus group protocol for community leaders in Oakland
		Develop a focus group protocol for core agencies (Fire, Police, DVP, CBOs), to be conducted with service delivery staff
		Discuss required information for formal requests for funds from core agencies and CBOs
August 2025		
	OPSPOC Framework Development & Admin	Interview independent consultants, determine hiring preferences or if a second round of applications is needed
		Define independent consultant management strategy and meeting cadence
		Finalize Core Questions for Presenters
	Community Engagement & Information Gathering	Finalize focus group protocols
		Schedule focus groups, identify and invite attendees, reserve necessary support staff
		Develop a community-wide public safety survey
		Finalize required information for formal requests for funds from core agencies and CBOs
		Distribute notice for formal requests for funds for required information guidance to core agencies, CBOs, and the general public, to be submitted by the end of the year

		Conduct Best Practice Research regarding OPSPOC objectives
September 2025		
	Community Engagement & Information Gathering	Finalize public safety survey
		Publish and promote community wide public safety survey
		Conduct community engagement events
		Conduct core agencies focus groups
		Conduct community leaders focus groups
		Schedule Key Informant Interviews
October 2025		
	Community Engagement & Information Gathering	Conduct community engagement events
		Conduct core agencies focus groups
		Conduct community leaders focus groups
		Discuss themes + initial findings from September community events and focus groups
		Conduct Key Informant Interviews
November 2025		
	Community Engagement & Information Gathering	Conduct remaining community engagement events and focus groups (early November)
		Close the Community Survey
		Conduct Key Informant Interviews

	Information Analysis	Conduct comprehensive qualitative and quantitative analysis of focus groups, community events, and the community survey
December 2025		
	Information Analysis	Present initial themes and findings from analysis for qualitative for OPSPOC review and discussion
	Strategic Plan Drafting	Develop template for Strategic Plan
January 2026		
	Strategic Plan Drafting	Develop outline of goals, strategies, activities, budget, spending plans, roles
February 2026		
	Strategic Plan Drafting	Continue Drafting
March 2026		
	Strategic Plan Drafting	Complete Draft & Begin Public Comment Period
April 2026		
	Strategic Plan Finalization	Incorporate public comment as necessary, Submit to City Council for review

TO: Oakland City Council  
FROM: Oakland Public Safety and Services Oversight Commission (SSOC)  
DATE: October 29, 2024  
SUBJECT: Joint Meeting SSOC Recommendations to City Council

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As Measure Z sunsets and the Safety and Services Oversight Commission (“SSOC” or “Commission”) concludes its function as an official City of Oakland body, we, the SSOC Commissioners, provide City Council with the following memo in order to ensure that the lessons learned over the last ten years are memorialized and included in the development of future commissions and city policies.

The first section of this memo includes recommendations to the Public Safety & Planning Oversight Commission (“SPOC”), which we believe will be set up if the Oakland Community Violence Reduction and Emergency Response Act (“Measure NN”) is adopted by Oakland voters in November 2024. These recommendations are procedural in nature in that they are meant to advise both the formation and the implementation of the new commission. These recommendations may also apply to other city boards or commissions that have similar operating structures as the SSOC.

The second section of this memo focuses on substantive policy recommendations that we advise City Council to adopt in order to fulfill the goals of Measure Z to: (a) reduce burglaries, robberies, homicides and gun-related violence; (b) improve 911 response times; and (c) invest in effective violence intervention and prevention strategies that serve to interrupt the cycle of violence and recidivism. Since the goals of Measure NN are nearly identical, these recommendations can also support the new SPOC commission as it researches and develops a four-year Community Violence Reduction Plan. Further still, the recommendations in this section are the kinds of policy changes that Oaklanders have been demanding for decades in an effort to make our city not only more safe, but also more just.

## **I. Procedural Recommendations: Best Practices for Future Commissions**

Oakland tax measures generally include a provision for the creation of citizen-led oversight bodies. These bodies are meant to give the public a degree of reassurance that taxpayer funds are being spent for the purposes outlined in the language of the measure itself. Put simply, we want to know the City is using taxpayer dollars to do what it promised to do. And while boards and commissions can provide a much needed level of oversight over the spending of public funds, the degree to which they are effective in doing so depends on how well they function. The recommendations below are intended to improve the capacity of oversight bodies to fulfill their important functions. Note that we primarily refer to “commissions” but the same recommendations apply to boards.

## **A: The City Should Provide Commissions with the Resources They Need to be Successful**

Currently, the efficacy of commissions is limited by their very structure. Commissioners are city residents who volunteer their time not only to attend monthly meetings but to read and develop reports in between those meetings. Commissioners on the SSOC spend on average 8h per month on SSOC work, while the Chair and Vice Chair spend at least 20h and 15h on commission work respectively. Most working-class Oaklanders cannot afford to spend that much time on unpaid work. Similarly, they cannot afford taking a whole evening away from their work or families to attend 3-hour meetings in downtown Oakland.

These realities about the structures of commissions have an exclusionary impact. Low-income, BIPOC, immigrant and other communities are underrepresented on our commissions, including commissions that deal with issues that disproportionately affect these very communities.

To improve the diversity, representation and efficacy of our commissions, we recommend the following:

- New ballot and city council measures include a budget for stipends for commissioners. Even a modest \$2,000 per year stipend, for instance, can make a huge difference.
- Commissions receive training on how to develop strategic plans, how to move through conflict when conflict emerges, how to receive and respond to public comment, how to ensure diverse member recruitment when positions open, how to more effectively engage members of the public, etc.
- The content of this training is memorialized in a Commission Toolkit that the City of Oakland can distribute to all boards and commissions.
- New commissioners receive onboarding training and support from both staff and the Chair and the Vice Chair of the Commission.
- Commissioners are allowed to attend virtually, as provided by law, so that they don't risk losing their positions when dealing with emergencies.

## **B: Commissions Should Have Some Degree of Enforcement Power**

Measure Z tasks the SSOC with reviewing fiscal and performance audits, in addition to semi-annual progress reports on how departments receiving MZ funds are making progress toward their desired outcomes. Over the last year, every one of the three departments the SSOC oversees (OPD, DVP and Fire) have been late with their quarterly financial reports by many months. Commissioners have requested those reports through the Commission's Staff and yet those reports have either not been presented at all or have been presented late. The only recourse the SSOC has had was to ask again, and then accept the timeline the departments have provided.

This is not an effective way to keep any agency accountable. There need to be repercussions when departments don't fulfill their duties under the enabling legislation. Informing City Council



during a one-per-year meeting is not sufficient. We recommend that enabling legislation for future oversight bodies spells out the consequences of department delays or failures to comply. Some possible solutions include allowing departments only one delay, sanctioning departments when they delay more than three times, and withholding funding from departments that consistently fail to comply.

### **C: Commissions Should Be More Responsive to the Needs of the Community**

While many boards and commissions do good work, few have the time and means to keep the community informed of their work. As a result, the public at large does not know that there are citizen oversight bodies that do serve to hold government agencies accountable in the spending of taxpayer funds.

To address this issue, the SSOC included community outreach and engagement as one of four priorities for the years 2023 and 2024. Chair Farmer and Vice Chair Tchoukleva formed the Community Action, Research and Elevation (“CARE”) Committee and started attending neighborhood and Neighborhood Crime Prevention Council (“NCPC”) meetings in as many areas of the city as they could. In each meeting, they informed community what Measure Z, what the SSOC does, what the main elements of the SSOC strategic plan is, and why having a replacement measure on the ballot is key to public safety in Oakland<sup>1</sup>. Equally important, they answered questions and solicits input from the community about ideas and strategies they want to see the SSOC include in its annual recommendations to City Council. Some of the policy recommendations included below were specifically brought up at these meetings with community members.

With this experience under our belt, we recommend the following measures in order to improve the public’s understanding of and input into the work of boards and commissions:

- Media are invited to attend and report on commission meetings.
- Commissions hold at least a portion of their meetings in community spaces, such as schools, churches and neighborhood hubs, rather than City Hall.
- Summary of key decisions made at commission meetings are included as news on the City of Oakland website and are distributed through newsletters to the community.
- Commissioners are guided on how to respond to community members sharing public comment, rather than just listen to the public comment and move on because response time has not been agendized in advance.
- Commissions are encouraged to form community outreach teams, like the CARE Committee, and given contact information for all functioning NCPCs in the city.

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<sup>1</sup> See a sample SSOC powerpoint presentation, available at [https://docs.google.com/presentation/d/1c\\_Dspl9fV6i9PWaegbtfDqkG3fGVj4Vw/edit?usp=sharing&oid=114868257533086066029&rtpof=true&sd=true](https://docs.google.com/presentation/d/1c_Dspl9fV6i9PWaegbtfDqkG3fGVj4Vw/edit?usp=sharing&oid=114868257533086066029&rtpof=true&sd=true).

## **D: Commissions Should be Evaluated Regularly and Deactivated If Not Effective**

In 2021, the League of Women Voters released a helpful report<sup>2</sup> scoring the performance of commissions on different criteria and making overall recommendations for the effective functioning of oversight bodies. Their report can be used to build a scorecard that oversight bodies use to evaluate and guide themselves.

Further, funds need to be provided in every new measure for an independent evaluation of each commission. Commissions that are not working adequately, based on agreed-upon metrics, should be deactivated so that valuable staff time can be used on commissions that are actively trying to make a difference. Evaluation metrics can include: whether commissions are meeting quorum regularly, whether they are fulfilling the duties outlined in their enabling legislation, whether they are successfully recruiting and training new members, whether their meetings are attended by members of the public, etc.

## **E: Recommendations Specifically for the Public Safety & Planning Oversight Commission (SPOC) That Will Replace the SSOC if the Measure NN Passes**

Based on its years of experience with Measure Z and the similarity between Measure Z and the new Measure NN, the SSOC makes the following recommendations to the SPOC, the Mayor's Office and City Council:

- The Mayor's Office should advertise far and wide to solicit applications from a diverse cross section of the Oakland community in order to choose five qualified applicants.
- Once selected, Commissioners should receive thorough training and stipends, as described above.
- In developing a 4-year Community Violence Reduction Plan, the SPOC should solicit input from community members and community violence reduction organizations, not only the five members of the commission.
- The SPOC should track progress toward concrete benchmarks in the implementation of the Community Violence Reduction Plan and share key information with the community and media.
- The SPOC should retain an independent evaluator to evaluate the implementation of the Community Violence Reduction Plan, with the key question being — are the activities and strategies outlined in the plan effective in meeting the goals of the measure, i.e. is what we are doing leading to improvements in public safety? These evaluations need to be conducted once per year, not at the end of the commission's term as was the case with the SSOC.
- The SPOC should use the retained independent evaluator to do a study comparing crime rates, crime arrest rates and other metrics between times when the City retained a higher or lower number of sworn police officers in order to determine whether the 700 floor number, included in the measure, is necessary.

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<sup>2</sup> League of Women Voters, "An Assessment of Oakland Oversight Bodies: Progress, Gaps, and Recommendations for Improved Functions", Spring 2021, available at <https://cao-94612.s3.us-west-2.amazonaws.com/documents/SSOC-Agenda-and-Materials-9-26-22.pdf>.

- In their enabling legislation, City Council should specify what repercussions departments receiving funding under the new measure will face if they do not provide the SPOC with reports, evaluations and spending plans on time, such as a loss of funds from the measure.
- City Council should also make clear that the SPOC can submit policy recommendations to City Council and the Mayor on an ongoing as-needed basis, not just once a year like the SSOC.
- The SPOC should form a sub-committee for community outreach, like the SSOC did, so that they can keep members of the public apprised of how their taxpayer funds are being spent.

Lastly, we encourage the new commissioners to reach out to any and all of the members of the SSOC to receive background knowledge and tips on working with the Oakland Police Department, the Department of Violence Prevention, the Oakland Fire Department, the City Administrator's Office and City Council. We are happy to support and provide historical information.

## **II. Substantive Recommendations: Policies the SSOC Recommends to City Council and the SPOC**

On November 28, 2023, the SSOC presented a series of policy recommendations to City Council.<sup>3</sup> We did so under the authority of Section 4(A)(6)(f) of Measure Z which tasks the SSOC with recommending “ordinances, laws, resolutions and regulations to ensure compliance with the requirements of MZ.”

This section contains an updated list of recommendations in order of importance. We urge the City Council to share this list with commissioners from the new SPOC body and request that these policies be included in their 4-year Violence Prevention Plan.

### **A. Recommendations to Improve 911 Response Times and Other Police Services**

#### **1. Create a MACRO Board or Commission**

A Broad Act-governed body is needed to oversee the development MACRO as a 911 improvement strategy, ensure success and improve public understanding of the program.

#### **2. Conduct Cost Recovery for Police Department Responses to False Burglar Alarms**

This can be achieved by charging alarm call centers \$20.00 each time they refer a call to the 911 dispatch for a burglar alarm that results in being a false alarm. Historically, 98% of Alarm

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<sup>3</sup> SSOC Presentation Slides for Joint Meeting with City Council, Nov. 28, 2023, available at <https://docs.google.com/presentation/d/1d2c9R5506LWsBZ4p-1JcMCed5zsPzgue/edit?usp=sharing&oui=114868257533086066029&rtpof=true&sd=true>.

Call Center referrals are for false alarms. This amounts to \$910K-\$1.4M in unproductive police officer wages wasted per year and 4.5-6.8 annual police officer FTE hours wasted.

3. Adopt ASAP to PSAP Technology for the 911 Call Center

ASAP to PSAP will absorb a significant amount of the false burglar alarms that are a minimum of 5.4% of the overall call volume. This will result in improved call answering times. In Nashville, where burglar alarms are similarly 5.5% of the call volume, implementing ASAP to PSAP in 2020 resulted in improvements in their response time by 15-25%. The technology paid for itself in FTE hours saved and eliminated on average four to six (4-6) follow up calls.

4. Create a Public Safety Officer (PSO) Position

A PSO position, where fire and police recruits cross-train to conduct both roles, increases the likelihood of having the required resources on scene during any type of call. It also makes more efficient use of our public safety FTE hours which assists with staff shortages. This position can be initiated by creating a joint pilot academy.

**B. Recommendation to Reduce Homicides, Robberies, Burglaries, and Gun-Related Violence**

1. Fully Fund the Department of Violence Prevention

Provide the Department of Violence Prevention with the resources they need to achieve their short, mid and long-term strategic goals for working with at risk members of the community. The DVP Ceasefire strategy is designed to reduce gun violence by 10% per year. Since DVP and OPD have implemented the Ceasefire Audit Recommendations,<sup>4</sup> homicides in Oakland decreased by 15% and nonfatal shootings by 33%, according to a presentation at the August 26, 2024 SSOC meeting.

By providing the Department of Violence Prevention with the resources they need to be able to serve the maximum number of at-risk community members per year, gun violence will continue to decrease. DVP has outlined the number of people they can serve through their strategic goals. Their long term goal is to serve up to 240 people per year, and City Council needs to fully back up that plan.

2. Create a Ceasefire-Specific Ad Hoc Committee

Create a Ceasefire standing ad hoc committee through one of the city's established public safety boards and commissions to ensure the Ceasefire strategy stays on track and is

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<sup>4</sup> See "Ceasefire Audit Report and Findings: Executive Summary", available at <https://www.oaklandca.gov/news/in-depth-audit-paves-the-way-for-the-city-of-oakland-to-resurrect-successful-violence-reduction-strategy-and-reduce-crime>.

strengthened over the long-term despite leadership, community partnership, or administration changes, understaffing issues, or other obstacles.

### **C. Recommendations to Improve Violence Intervention and Prevention Strategies that Support At-risk Youth and Young Adults**

#### **1. Expand Access to Restorative Justice Diversion for Minors and Young Adults**

Restorative Justice Diversion (“RJD”) refers to a form of pretrial diversion where law enforcement or the District Attorney’s Office diverts a case away from traditional prosecution and toward a restorative justice process led by a community-based organization.

In 2012, Community Works West (now called “Community Works”) set up a RJD program in partnership with the Alameda County District Attorney’s Office (“ACDA”).<sup>5</sup> The program diverts pre-charge eligible cases of minors (under 18 years of age) facing low-level felony or high-level misdemeanor charges toward a Restorative Community Conferencing (“RCC”) process. The program works as follows:

- Once the ACDA identifies a case with eligible charges, the ACDA consults with the defense attorney on the case to determine whether the arrested youth is willing to take responsibility for their actions and go through a year-long program.
- If they are, the ACDA reaches out to the victim (“person harmed”) in the case to ask whether they prefer that the case proceeds through restorative justice rather than traditional prosecution.
- If—and only if—the person harmed chooses RJ, the case is referred to Community Works, a community-based organization that prepares both sides, often for months, for a restorative community conference.
- At the conference, the person harmed (or their surrogate, if the victim chooses not to participate directly) is given a chance to share how they were impacted by the harm; the youth apologizes and takes responsibility; and together conference participants develop an Accountability Plan. The Accountability Plan includes the actions that the responsible youth has to take to repair the harm to the person harmed and the broader community.
- If the responsible youth completes their Accountability Plan within six months, their case is discharged. If they fail to participate in earnest or do not complete their Accountability Plan, their case is returned to the ACDA for traditional prosecution.

A comprehensive 2017 research study of the ACDA Restorative Community Conferencing program found that restorative justice diversion served to decrease recidivism, increase victim satisfaction and improve public safety.<sup>6</sup> Of 102 young people who completed the RCC program between 2012 and 2014, after 12 months only 18.4% of the youth who went through the RJ process were adjudicated delinquent—that is, determined by the court to have committed

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<sup>5</sup> Sujatha Baliga, Sia Henry, George Valentine, “Restorative Community Conferencing: A Study of Community Works West’s Restorative Justice Youth Diversion Program in Alameda County”, available at [https://impactjustice.org/wp-content/uploads/CWW\\_RJreport.pdf](https://impactjustice.org/wp-content/uploads/CWW_RJreport.pdf).

<sup>6</sup> See generally *id.*

another delinquent act—compared to 32.1% of the control group of youth whose cases were processed through the traditional juvenile legal system. Over time, recidivism rates for youth who went through the RCC program generally held, rising only slightly, while the recidivism rates of the control group youth increased significantly over time. Equally important, the data showed that 91% of participating victims reported positive experiences with the RJ process and said that they would participate in another RJ process, if given the option.

Our understanding based on information from the Department of Violence Prevention is that only 28 youth per year have access to RJD via the Community Works program.

In April 2020, community leaders along with the National Institute for Criminal Justice Reform (NICJR) launched a separate diversion program called the Neighborhood Opportunity and Accountability Board (“NOAB”) that has led to about 20 cases per year being diverted from the juvenile system and sent to a restorative justice process instead.<sup>7</sup> Unlike CWW’s program where diversion occurs once the case reaches the District Attorney’s office, NOAB allows diversion at the point of arrest. OPD officers themselves can refer youth (under 18 years old) accused of misdemeanors and low-level felonies to NOAB. Once in the program, youth appear before a community council and complete a detailed accountability plan. Like Community Works, NOAB has enough funding to work with 28 youth per year.

Both programs help youth take responsibility for the crime/harm they have committed and provide them with critical services so they can learn, grow and not reoffend. Both programs only work with youth accused of misdemeanors and low-level felonies. Unfortunately, there are youth whose cases are eligible but who may not be diverted because the programs do not have the funding and therefore the capacity to accept more referrals.

In November 2023, the SSOC recommended reviving Recommendation 69/107<sup>8</sup> of the core set of Reimagine Public Safety Task Force (“RPSTF”) recommendations City Council adopted in April 2021.<sup>9</sup> Since then, Council President Bas informed members of the SSOC that the City is making investments in RJ through the Department of Violence Prevention and the Oakland Fund for Children and Youth. We appreciate the funding that the DVP provides to both the Community Works program and NOAB but we believe additional funding is needed to expand access to RJD for more youth. The Oakland Fund for Children and Youth may invest in RJ processes in schools and in the communities, but that is entirely separate from RJ diversion which happens only as an alternative to prosecution for criminal charges.

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<sup>7</sup> National Institute for Criminal Justice Reform, “Neighborhood Opportunity and Accountability Board Background and Report”, available at <https://nicjr.org/noab/>.

<sup>8</sup> Recommendation 69/107, “Expand Restorative Justice Diversion for Youth and Young Adults”, available at <https://drive.google.com/file/d/1KBokDoW2o5gC7Hjn89Z8VEW1ovwIndPv/view>.

<sup>9</sup> In 2021, the Reimagine Public Safety Task Force adopted 88 resolutions. See Full Report at <https://www.oaklandca.gov/documents/reimagining-public-safety-task-force-report-and-recommendations-public-safety-committee-4-13-21>. City Council adopted 39 and prioritized 16 group into 10 categories. See Memo from Councilmembers Fife and Council President Bas, dated April 30, 2021, available at <https://drive.google.com/file/d/1bfuymi4EzhiiGt2cmGMYHrLzqbVWH-2h/view>.



As a result, the SSOC recommends that the SPOC and City Council:

- Determine whether CW receives sufficient funding to process all the cases of minors referred from the ACDA.
- If CW does not have sufficient funding to receive all possible referrals, DVP should consider increasing their funding so that every eligible and suitable minor has the opportunity to participate.
- Support the expansion of RJD to eligible and suitable young adults where the person harmed chooses RJ and the ACDA consents to referral.
- Increase funding to NOAB so they can double the number of minors they can hold accountable directly through referrals from law enforcement.
- Expand the capacity of community-based organizations to hold RJ processes so that by 2026 all minors and young adults accused of low-level felonies and high-level misdemeanors can access RJD if the persons harmed has chosen RJ to traditional prosecution.

Where financial cost is a concern, City Council is advised that it costs \$150,000 to keep a young person in juvenile detention for a year and \$23,000 to put them on probation. In contrast, RJ diversion costs \$4,500 per youth.<sup>10</sup> Not only does RJD use significantly less taxpayer resources overall, it is also effective at making our communities more safe.

## 2. Build a Holistic Reentry Hub in Oakland (68)

In 2021, the RPTSF identified a need for a reentry hub in Oakland — a central location where formerly incarcerated people can receive not just access to general services but individualized case management and support.<sup>11</sup> Three years later, this need still remains unfilled though there are more organizations involved in reentry and doing good work on shoestring budgets.

The SSOC advises City Council and the SPOC to:

- Commission a study of the reentry landscape in Oakland, focusing on what it would take to decrease the recidivism rate for adults returning to Oakland after a jail or prison term. The study should also identify which organizations are offering reentry support in an effective manner, what the existing gaps in support are, and how those gaps could be filled. Areas covered should span all the areas of need that individuals returning to society after a period of incarceration have: housing, employment, mental health, substance use, physical health, anger management and criminal thinking, family and relationship reconciliation, social services navigation, use of technology, etc.
- Determine if there is a location that currently serves as a “one stop shop”, if that model for service provision is effective and should therefore be expanded and turned into a holistic reentry hub.

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<sup>10</sup> Sujatha Baliga, Sia Henry, George Valentine, “Restorative Community Conferencing: A Study of Community Works West’s Restorative Justice Youth Diversion Program in Alameda County”, available at [https://impactjustice.org/wp-content/uploads/CWW\\_RJreport.pdf](https://impactjustice.org/wp-content/uploads/CWW_RJreport.pdf).

<sup>11</sup> Recommendation 68, “Provide More Comprehensive Reentry Support,” available at <https://drive.google.com/file/d/1vJR-cRgYMxlAgXMT-jSjrxkAUAXnY6sV/view>.

- Connect reentry NGOs and county agencies to each other and to the reentry hub so that they form a comprehensive reentry web of support so dense that no one falls between the cracks.

The SSOC recommends that the following organizations be consulted in the development of a reentry hub and web of support in Oakland: Oakland's Center for Reentry Excellence (CORE), Roots Community Health Clinic, Building Opportunities for Self-Sufficiency (BOSS), Center for Economic Opportunities (CEO), Community Works, among others.

The financial, not to mention physical and emotional, costs of crime in Oakland are so high that any funds spend on reentry pale in comparison. Given that over 25% of people who are released into Alameda County from prison are reconvicted within 3 years, working to improve reentry and decrease the likelihood that someone would reoffend is not just the best crime prevention strategy, it is also the most fiscally responsible approach to crime in Oakland.<sup>12</sup>

### 3. Start Growing a Restorative Justice Transformative Justice Ecosystem so that Oakland Can Become a Restorative City

Another key recommendation adopted by the RPSTF and City Council in 2021 was the development of Oakland as a restorative city.<sup>13</sup> Since this recommendation is more visionary in nature and it will take multiple years to implement, the SSOC includes in this memo a longer description of the recommendation. We do not wish the critical work that dozens of restorative justice leaders did in 2021 to get lost. We urge City Council and the SPOC to study this recommendation, discuss it with the original authors of the recommendation, and include it in their Violence Reduction Plan.

We call on the City of Oakland to support the development of a Restorative & Transformative Justice web of support made up of restorative justice centers, community organizations, service providers, school restorative justice hubs and community healing spaces.

#### (a) Why Restorative Justice Transformative Justice (RJTJ)?

Restorative Justice (RJ) practices have been proven to build community, address conflict, prevent violence, repair harm<sup>14</sup> and improve public safety.<sup>15</sup> Rooted in indigenous traditions that

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<sup>12</sup> CDCR Recidivism Report: 2018-2019, available at <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2024/02/Statewide-Recidivism-Report-for-Individuals-Released-in-Fiscal-Year-2018-19.pdf>.

<sup>13</sup> Recommendation 67, "Start Growing a Restorative and Transformative Justice Web of Support", available at <https://drive.google.com/file/d/1UgcaLU1uhhmfnDGCFAhD4Q3xAcH8Wtuv/view>.

<sup>14</sup> Victims who experience RJ report decreased fear of the offender (especially for violence victims); decreased perceived likelihood of revictimization; increased sense of security; decreased anger towards the offender; increased sympathy for the offender and the offender's supporters; increased feelings of trust in others; increased feelings of self-confidence; decreased anxiety. See Sherman, L. and Heather Strang, Restorative Justice: The Evidence, 2007.

<sup>15</sup> Victims who experience RJ report decreased fear of the offender (especially for violence victims); decreased perceived likelihood of revictimization; increased sense of security; decreased anger

recognize the interconnectedness of all living beings and the planet, RJ encompasses many practices and can be used in a variety of contexts. In OUSD schools, RJ practices have helped cut suspensions by half since 2011.<sup>16</sup> As a diversion program, Restorative Community Conferences have been shown to reduce recidivism among youth by 50% and to lead to 90% victim/survivor satisfaction rates.<sup>17</sup> Rather than simply punishing people, RJ helps those who have caused harm understand why they did what they did, address the underlying trauma (or meet the unmet needs), and make amends to the people they have harmed, thus helping all people impacted by the harm heal as much as possible.

Transformative Justice (TJ) is a system-focused framework for responding to harm, violence, and abuse. Like restorative justice, it is based on building relationships, cultivating community and bringing together those impacted by harm to address their needs and repair harm without relying on punitive state systems that produce more harm. In practice both RJ and TJ are community-based accountability mechanisms that look quite similar. Where they differ is that TJ has a focus on addressing the systems of oppression that are often at the root cause of why specific incidents of harm occur. For instance, where a RJ process may bring together a student who was bullied and a student who acted as the bully for the latter to make amends to the former, a TJ process will also address how white supremacist and homophobic narratives among teachers and school officials may be contributing to a culture of bullying inside the school and causing students to act out on each other.

We choose to use the framework of RJTJ because there is a lot of overlap in the two sets of practices and because we want RJ to be done with a racial equity lens and a TJ systems analysis. We recognize that we cannot address the root causes of interpersonal violence without addressing systemic violence. And we call for the transformation of systems, not just mending of relationships.

#### (b) What is a RJTJ Ecosystem?

Right now we have a local government infrastructure that partners with private companies to further a punitive form of justice and public safety.<sup>18</sup> What if we could develop a community-led

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towards the offender; increased sympathy for the offender and the offender's supporters; increased feelings of trust in others; increased feelings of self-confidence; decreased anxiety. See Sherman, L. and Heather Strang, *Restorative Justice: The Evidence*, 2007.

<sup>16</sup> Restorative Justice Results, OUSD, available at <https://catalog.results4america.org/case-studies/rj-in-schools-oakland>.

<sup>17</sup> See CWW's infographic available at <http://communityworkswest.org/wp-content/uploads/2016/02/How-Does-RCC-Work-infographic-lowres.jpg>. See also sujatha baliga, Sia Henry, Georgia Valentine, "Restorative Community Conferencing: A Study of Community Works West's Restorative Justice Youth Diversion Program in Alameda County," *Impact Justice*, Summer 2017, available at [http://impactjustice.org/wp-content/uploads/2017/07/CWW-Report\\_Final\\_6.14.17\\_electronic.pdf](http://impactjustice.org/wp-content/uploads/2017/07/CWW-Report_Final_6.14.17_electronic.pdf).

<sup>18</sup> As Tessa Finlev and Deanna VanBuren explained in a 2014 concept piece, "just as the principles of the current punitive model manifest themselves in the policies, planning, and architectural typologies of our cities [from jails to police stations and homeless encampments], the philosophies of a restorative model will form the basis of a new infrastructure in service of peace." Tessa Finlev, Deanna Van Buren, "The Restorative Justice City: From Punitive to Restorative Justice," *FOURM*

“restorative justice infrastructure” that furthers a healing form of justice and public safety? And what if that infrastructure could be an actual ecosystem that includes physical buildings and structures, such as sites of service provider agencies, but it also includes the invisible web of relationships that tie our community together?

Imagine that each restorative justice organization or local service provider agency is a tree. Each of them is currently doing good work in our city but their reach is limited. Imagine we could link those organizations together in a wide restorative justice transformative justice ecosystem/web (la red de justicia), which like a tree root system allows for collaboration and sharing of resources. Our goal is to weave a dense web of support so that none of our community members are left behind or left to fall between the cracks, cast out into our jails and prisons. Everyone’s needs matter and everyone should have access to services for real accountability, support and healing.

We ask the City to help us grow this ecosystem by first fully funding the Department of Violence Prevention. Since the DVP is partnering with dozens of CBOs, they are best positioned to turn the existing ecosystem of violence prevention they have into a broader and more holistic restorative and transformative justice ecosystem.



Next, we ask the City to fund the design of an online platform and app that shows existing organizations, the services they provide, and how an individual seeking help can navigate between them. This will allow us to visualize and better utilize the network that already exists.

Then we ask the City to use city property or purchase buildings to house Restorative Justice Transformative Justice Centers (“RJ TJ Centers”), which can provide on-site RJ support, training and education, job opportunities, as well as connections to other services community members may need. RJ TJ Centers can foster connection in and across communities, tend to conflict before it escalates into violence, and address harm after conflict has arisen.

Restore Oakland is the first such RJ TJ Center already in operation. Located on International and 34th in the Fruitvale, Restore Oakland serves as a neighborhood space that pairs RJ with economic opportunity. It provides community members with job training, small business incubation, tenants rights clinic, RJ TJ education and conflict-resolution. It is the first Restorative



Justice and Restorative Economics Center in the United States and it can serve as a model for other RJTJ Centers in Oakland.

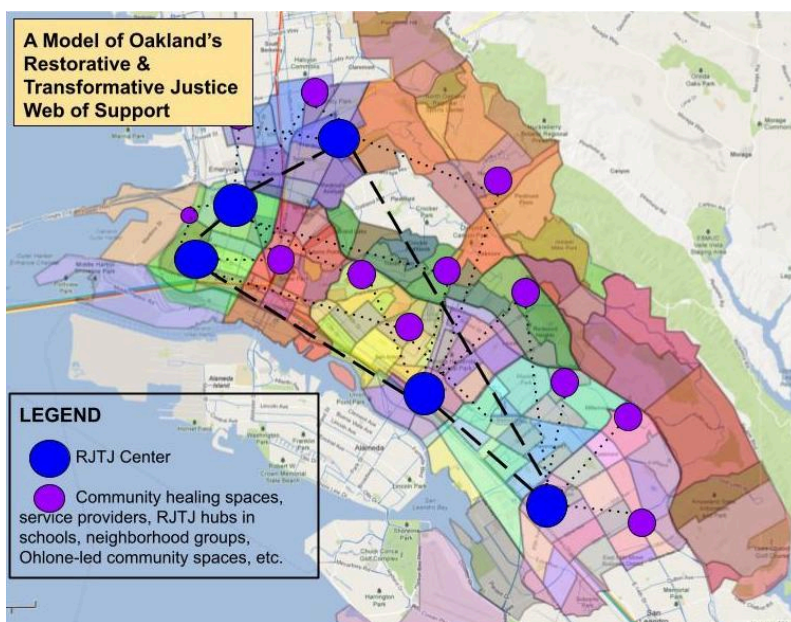
The Career Technical Education Hub (“CTE Hub”), which was in a planning stage when this recommendation was developed, could become another RJTJ Center. The CTE Hub is a one-stop shop on 2nd Avenue where students who have dropped out of high school or are justice involved can receive wrap-around services that include career technical education, job training, mental health support, and access to affordable housing.

RJTJ Centers will also be safe places where youth, elders and community members can gather and hang out. Community outreach workers and violence interrupters can be based out of the RJTJ Centers or simply link with the RJTJ Centers to coordinate support for our communities. RJTJ Centers can also host a crisis hotline that anyone in our city can call to receive support in a time of crisis.

Rather than acting as separate nonprofits, the RJTJ Centers should act as resources for the community, supporting community members in learning restorative justice practices and developing their own culturally-relevant variations of these practices. Youth and community leaders should feel empowered to run their own circles and conferences at the locus of greatest need.<sup>19</sup> In this way, restorative and transformative justice practices will live in the community, not solely in organizations and institutions.

We further ask the City to fund and expand access to community healing spaces which, along with existing community organizations, neighborhood groups, school groups and service providers, indigenous-led spaces, will join the network of RJTJ Centers to form a citywide restorative/healing ecosystem.

We envision community healing spaces that use various modalities (therapy, art, massage, dance, meditation, movement, music, capoeira) to support people in healing from past and ongoing harm. These healing spaces can include currently existing rec centers, school and college grounds, neighborhood-based trauma centers, drug and alcohol treatment spaces, peer support networks, and art



<sup>19</sup> As a participant in our restorative justice visioning space said, “I don’t have a relationship with my gentrifying neighbors. Maybe we could benefit from block-specific harm and healing circles.”

movement spaces like Eastside Arts Alliance. The City is advised to first invest in networks of community healing that marginalized communities have already developed, such as Homegirl Visionz and the Poor Magazine peer support models.

Critically, the vision for this RJTJ web of support should be developed by consultation with and deference to the Chochenyo Ohlone peoples on whose traditional territories our city sits. Specifically, the city should meet the demands of Ohlone leaders for land rematriation, including land for prayer, community garden and traditional healing practices. Deep healing is possible when all of us who are settlers follow indigenous leadership and learn how to live in right relationship with the Earth and each other. Ohlone-led spaces need to be part of the emergent RJTJ web of support.

The diagram above is a sample visual representation of a restorative justice ecosystem where each RJTJ Center is connected to each community healing, RJ school hub and service provider space (note that the placement of circles is not intentional). Over time this ecosystem could allow Oakland to become a restorative and transformative justice city, a city that strives to meet the needs of all of its residents. Or stated differently, Oakland could become a healing city, a city that supports everyone's healing from interpersonal and systemic harm.

### **III. Conclusion**

The SSOC developed this memo in order to highlight a few lessons learned and best practices gathered through the last 10 years of the life of the Commission. This memo does not include a record of all tasks completed by the SSOC as those can be gleaned from annual reports and presentations the SSOC has given to City Council, all of which are included on the Commission's website. As Commissioners, we recognize that some of the recommendations included here may seem difficult to accomplish given the city's budget limitations. Still, we felt we must include each one of them because they are all necessary for the fulfillment of the ultimate goals of Measure Z, which our roles are in service to. We hope that this memo will support City Councilmembers, staff and members of oversight bodies in investing in the long-term changes that are necessary to address the root causes of violence and poverty in our city. Oakland deserves a long-term plan that helps us move forward, not go back.