

**PUBLIC SAFETY & SERVICES
VIOLENCE PREVENTION
OVERSIGHT COMMISSION (SSOC)**

FINAL ANNUAL REPORT

AGENDA

- **OVERVIEW**
- **SSOC SYNOPSIS**
- **FISCAL TRANSPARENCY**
- **STRATEGY EVALUATIONS**
- **RECOMMENDATIONS**

OVERVIEW

OBJECTIVES OF MEASURE Z (MZ)

- Reduce police and fire 911 response times.
- Reduce robberies, homicides, burglaries, and calls related to gun violence.
- Invest in violence prevention and intervention strategies that interrupt the cycle of violence for our most at risk populations.

JOINT MEETING PURPOSE

For City Council, the Safety & Services Oversight Commission, the Community Policing Advisory Board, the Police Commission and other public safety Boards or Commissions to provide Oakland residents with informational reports regarding the City's efforts to reduce violent crime.

SSOC PURPOSE

To ensure the proper revenue collection and spending of the MZ parcel and property tax, as well as the implementation of the programs and strategies designed to accomplish the objectives of the MZ Ordinance.

Note: The SSOC first convened sometime in 2015. Only data from June 2018 to present is available online. However, there are references (page 12) going back to the June 2015 timeframe.

SSOC COMMISSIONERS

- Kelly Cure District 1
- Samuel Dawit District 6
- Omar Farmer District 2
- Paula Hawthorn District 3
- Sonya Mehta At Large
- Yoana Tchoukleva District 4
- Michael Wallace Mayoral

HISTORICAL SSOC MEMBERSHIP

Rebecca Alvarado	D5	Anne Marks	D1
Gloria Bailey-Ray	D7	Kevin McPherson	D7
Carlotta Brown	D6	Sonya Mehta	At-Large
Kelly Cure	D1	Jody Nunez	D1
Samuel Dawit	D6	Jo Robinson	Mayoral
Nikki Uyen T. Dinh	D5	Dayna Rose	D2
Billy G. Dixon	D7	Yoana Tchoukleva	D4
Omar Farmer	D2	Sydney Thomas	D1
Rev. Curtis Flemming, Sr.	D3	Pastor Michael Wallace	Mayoral
Paula Hawthorn	D3	Troy Williams	Mayoral
Letitia Henderson Watts	At-Large	Edwillis Wright	D4
Beth H. Hodess	At-Large		

SSOC DUTIES

1. Review and evaluate the implementation of MZ by DVP, OPD, & OFD
2. Receive draft performance reviews before evaluator finalizes the report
3. Report issues identified in the annual fiscal audit to the Mayor & City Council
4. Review annual fiscal and performance audits & evaluations
5. Report in a public meeting to the Mayor & City Council on the implementation of MZ
6. Recommend ordinances, laws, resolutions and regulations, to ensure compliance with the requirements of MZ
7. Provide input on strategies
8. Receive semi-annual progress reports from the departments updating the SSOC on progress toward desired outcomes.
9. Make recommendations to the City Administrator regarding scope of program evaluation

SSOC SYNOPSIS

SSOC STRATEGIC PLAN

While not a requirement, the SSOC created a strategic plan for years 2022-2024. Strategic planning is a fundamental duty of any commission. Further, it is a disciplined effort to produce decisions and actions that shape and guide what an organization is, what it does, and why it does it.

2022-2024 STRATEGIC PLAN OBJECTIVES

- 1.1 Analyze the city auditor's report of each department's MZ funds.
- 1.2 Analyze whether OPD's hiring plan demonstrates how to achieve or maintain the force required by MZ.
- 1.3 Receive a report from DVP about areas they need more funding for.
- 1.4 Receive a report from SVS on expenditures to combat the commercial sexual exploitation of children.
- 1.5 Receive an annual report from DVP on expenditures to combat GBV.
- 2.1 Receive a detailed annual Ceasefire analysis.
- 2.2 Receive a report on CRO projects, request a metric be created to measure how they support MZ goals.
- 2.3 Request a crime reduction metric for OPS 1-3 personnel be created.
- 2.4 Create a document that tracks all recommendations from Evaluations.
- 2.5 Receive updates on diversity and recruitment goals for MZ positions.
- 2.6 Receive a report on success markers for OFD + analysis of 911 times.
- 3.1 Create a community engagement plan.
- 3.2 Create an annual report and present it at the joint meeting.
- 4.1 Consider drafting Ordinances, Resolutions, or Regulations.

SSOC CORE VALUES

- **RESPECT and COURTESY** create space for honest conversations, which fosters greater participation and rewards us with perspectives we may not have otherwise considered.
- **EVIDENCE-BASED DECISION MAKING** requires us to consider quantitative and qualitative data before making decisions.
- **IMPACT-ORIENTATION** allows us to develop goals that build trust and confidence with the public and offer us the opportunity to be more effective.
- **TEAMWORK** can be directly linked to increased productivity because it inspires us to work together toward a common goal.

Community Activation Research & Elevation (CARE)

2023

1.	NCPC 22x	February 2023	D4
2.	League of Women Voters	May 2023	City-wide
3.	Violence Prevention Coalition	July 2023	City-wide
4.	Grand Lake NCPC 14y & 16x	August 2023	D1 & D2
5.	Mt. Zion Missionary Baptist Church	September 2023	D3
6.	Delta Town Hall, City of Refuge	December 2023	D7

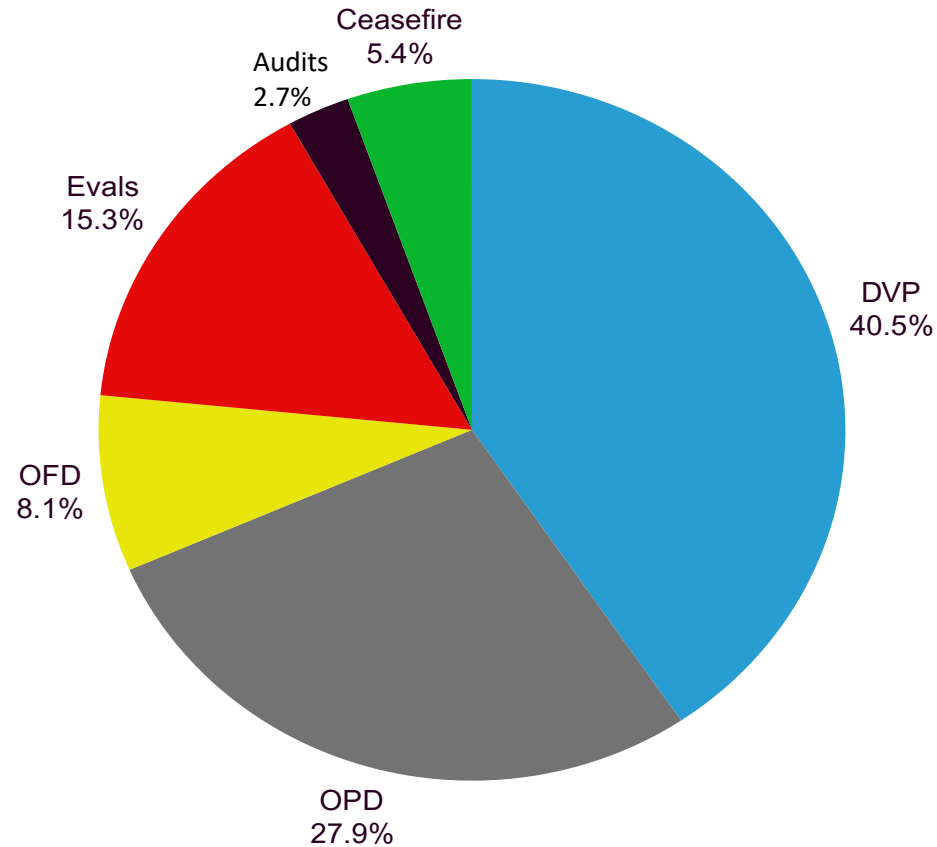
2024

7.	NCPC 32x	February 2024	D7
8.	NCPC 33x & 34x	February 2024	D7
9.	NCPC 35y, South Hills	March 2024	D7
10.	NCPC 35x	June 2024	D7
11.	Rockridge NCPC	July 2024	D1
12.	Mt. Zion Missionary Baptist Church	Nov. 18th 2024	D3

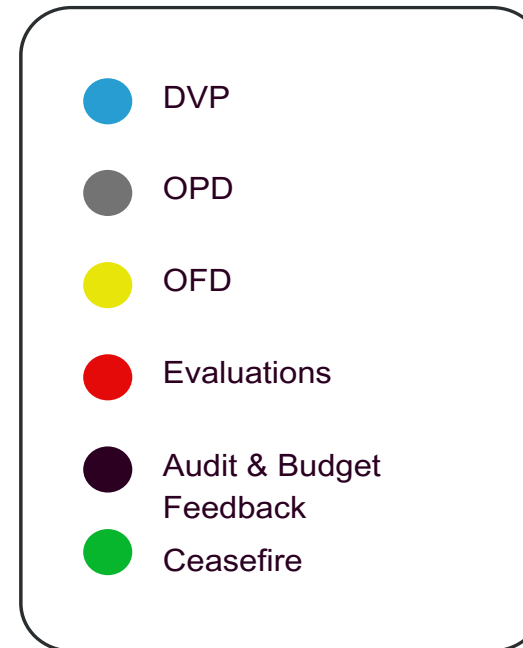
SSOC Milestones

- Voted to create DVP 2017
- Offsite meeting held at Castlemont High 2017
- Provided input that led to the creation of the OPC Community Policing Policy 2017-2021
- Overcame Covid to stay on track, 8 meetings canceled between: 2019-2020
- Reimagining Public Safety Task Force Representation 2020-2021
- Participated in OPC Community Policing Ad hoc Committee 2021-2024
- Creation of Strategic Plan 2022
- Verified Response recommendation created and approved 2022-2024
- Participated in Urban Strategies Community Advisory Board 2022-present
- Creation of Community Activity Research and Elevation team 2023-present
- Creation of MACRO Advisory Board recommendation (being considered) 2023-present
- Created ASAP to PSAP 911 Improvement recommendation (being considered) 2023-present
- Final recommendations we hope result in a City Council Resolution 2024
- Offsite meeting at Mt. Zion Missionary Baptist Church 11/18/24

Data Analysis – Reports



Meeting Reports



Data Analysis – Meeting Hours

- Over the past 6.25 years the SSOC has held seventy-one (71) Brown Act governed meetings for a total of one-hundred and sixty-seven (167) volunteer meeting hours.
- An average of eleven (11) meetings have been held per year.
- Five to six (5.5) Commissioners present per meeting.
- Meetings were approximately 2 hours 22 min long for average of upwards of twenty-six (26) meeting hours per year.
- This does not include time spent outside of meetings on committees, recommendations, outreach, emails, phone calls, or meeting preparation.
- **Note:** the only meeting information available online is from June 2018 to present.

FISCAL TRANSPARENCY

FY 2023 Revenue Collected & Dispersed

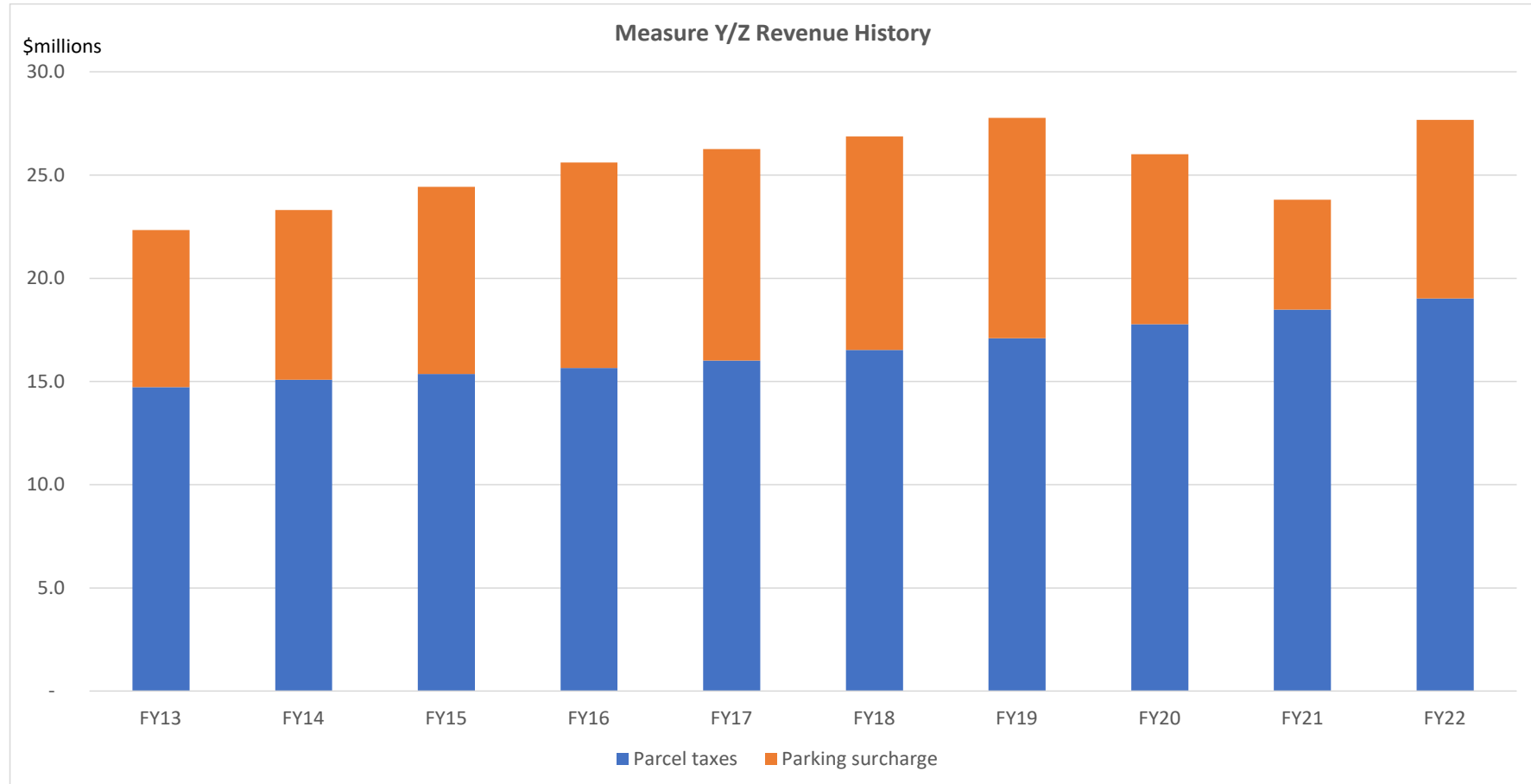
• Parcel Tax	\$19,798,577	
• Parking Tax	\$10,222,500	
• Right to use	\$349,300	
• Total	\$30,370,377	
• OPD	\$13,548,814	60%
• DVP	\$8,635,383	40%
• OFD	\$2M	Fixed amount
• Evaluations	\$422,784	3% Fixed amount
• Administration	\$368,895	Part of 3% bucket

Revenue History for Measures Y and Z, Fiscal Years 2012-13 through 2021-22 (\$ millions)

\$269M raised from FY 15-present / \$29.8M on average raised per year not including FY 2024

	FY13	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22
Parcel taxes	14.7	15.1	15.4	15.7	16.0	16.5	17.1	17.8	18.5	19.0
Parking surcharge	7.6	8.2	9.1	10.0	10.2	10.3	10.7	8.2	5.3	8.6

**FY 23
30.3M**



Note: Measure Y was adopted in 2004 and was replaced by Measure Z in 2015
Source: Controller's Bureau

Required Reports – OPD

*** FY 23-24 ISSUE REPORTED ***

\$12,000.00 of Measure Z funds used to pay for approximately eleven (11) officers to attend a California National Peace Officers Memorial Service in Sacramento.

We do not believe this was an appropriate use of MZ funds.
We memorialized our concerns in [this document](#).

Semi-Annual reports a minimum of twice per year:

- FY 21-22 Q4 Not Received
- FY 22-23 Q1-Q4 Not Received
- 1 semi-annual report received in the last 20 months

Spending Plan Reports a minimum of once every three years:

- FY 15-18 Received
- FY 18-21 Not Received
- FY 23-24 Not Received

Required Reports – OFD

Semi-Annual Reports a minimum of twice per year:

- FY 17-20 Received
- FY 20-21 & 21-22, Q1 & Q4 Not Received both years
- No Semi-Annual Reports received for 27 consecutive months, 6/22-present

Spending Plan Reports a minimum of once every three years:

- FY 18-21 Spending Plan Received
- No Spending Plans received from FY 21-present

Required Reports – DVP

Semi-Annual reports due a minimum of twice per year:

- In compliance for the Semi-Annual Reporting requirement

Spending Plan Reports due a minimum of once every three years:

- In compliance for the Spending Plan Reporting requirement

Fiscal Audit Inquiry

- The audits states that 1-3% of the funds appropriated shall be set aside for performance evaluations and administration costs.
- Measure Z states that amount is fixed at 3%.
- When was this MZ line item proposed and approved from a fixed 3% to 1-3% and who was it approved by?
- Or where does it say in MZ that it's a 1-3% range and not a fixed 3% amount?

Accountability & Transparency

To prevent a Department from circumventing an oversight body and to provide that group with sufficient time to adequately review proposals, we propose the following:

1. That each Department verify they have disclosed their information to the appropriate body prior to scheduling a council review.
2. Require that all plans and reports be action items that need to be approved at the Commission level at least two (2) commission meetings prior to any city deadline so they can have time to sufficiently review items and make amendments.
3. Intentionally, circumventing an oversight body shall be grounds to disqualify their request, and/or for reclassifying their portion of the proceeds.

OFD & OPD MZ Staffing

- MZ requires the City to maintain a minimum of 678 sworn police officers unless some sudden, unforeseen event sharply affects the City's financial status. If the City fails to budget for at least this many officers in any given year, the City would be prohibited from levying either the parcel tax or the parking tax. We believe there was at least one (1) year (2021?) where this wasn't accomplished and an exception was made via City Council.
- In accordance with the annual audits OPD is also tasked with hiring and maintaining at least a total of sixty-three (63) community and neighborhood police officers to act as or assist with neighborhood beat officers, school safety, crime reduction teams, domestic violence and child abuse interventions, officer training and equipment. However, there are three (3) years where the sixty-three (63) officer requirement was changed and no known reasons were provided.
- The Fire Department primarily uses it's proceeds to maintain staffing and equipment to operate twenty-five (25) fire engine companies and seven (7) truck companies, to expand paramedic services, and to establish a peer mentorship program at each station. However, the FY 21-22, and 22-23 audits state that twenty-four (24) fire engine companies were maintained. Why was that changed & what was the reason?

OPD MZ Staffing Inquiry

- The FY 20-21 audit states that sixty-three (63) officers were required but only fifty-four (54) were maintained. The FY 21-22 audit states fifty-four (54) officers. The FY 22-23 audit states fifty-two (52) officers required. We believe the FY 21-23 changes (page 14) are due to OPD being tasked with reducing its MZ budget by 14 percent due to anticipated drops in MZ revenues related to Covid-19. **Are the FY 20-21 results related to the same issue?**
- **In May 2022 the SSOC received a report (page 23) from OPD stating that in 2020 there were eleven (11) CRO's and sixteen (16) CRT's out of the fifty-three (53) authorized MZ officers. However, the audit states there were seventeen (17) CRO's and 28.02 CRT's.**
- **In the same report it stated in 2021 there were seventeen (17) CRO's and thirty-seven (37) CRT's but the audit reflects seven (7) and 19.72 respectively. Which report is correct?**

• <u>FY 15-16:</u>	66	<u>FY 19-20:</u>	61.81
• <u>FY 16-17:</u>	67.50	<u>FY 20-21:</u>	53.02
• <u>FY 17-18:</u>	65.50	<u>FY 21-22:</u>	53.72
• <u>FY 18-19:</u>	66	<u>FY 22-23:</u>	52.72

STRATEGY EVALUATIONS

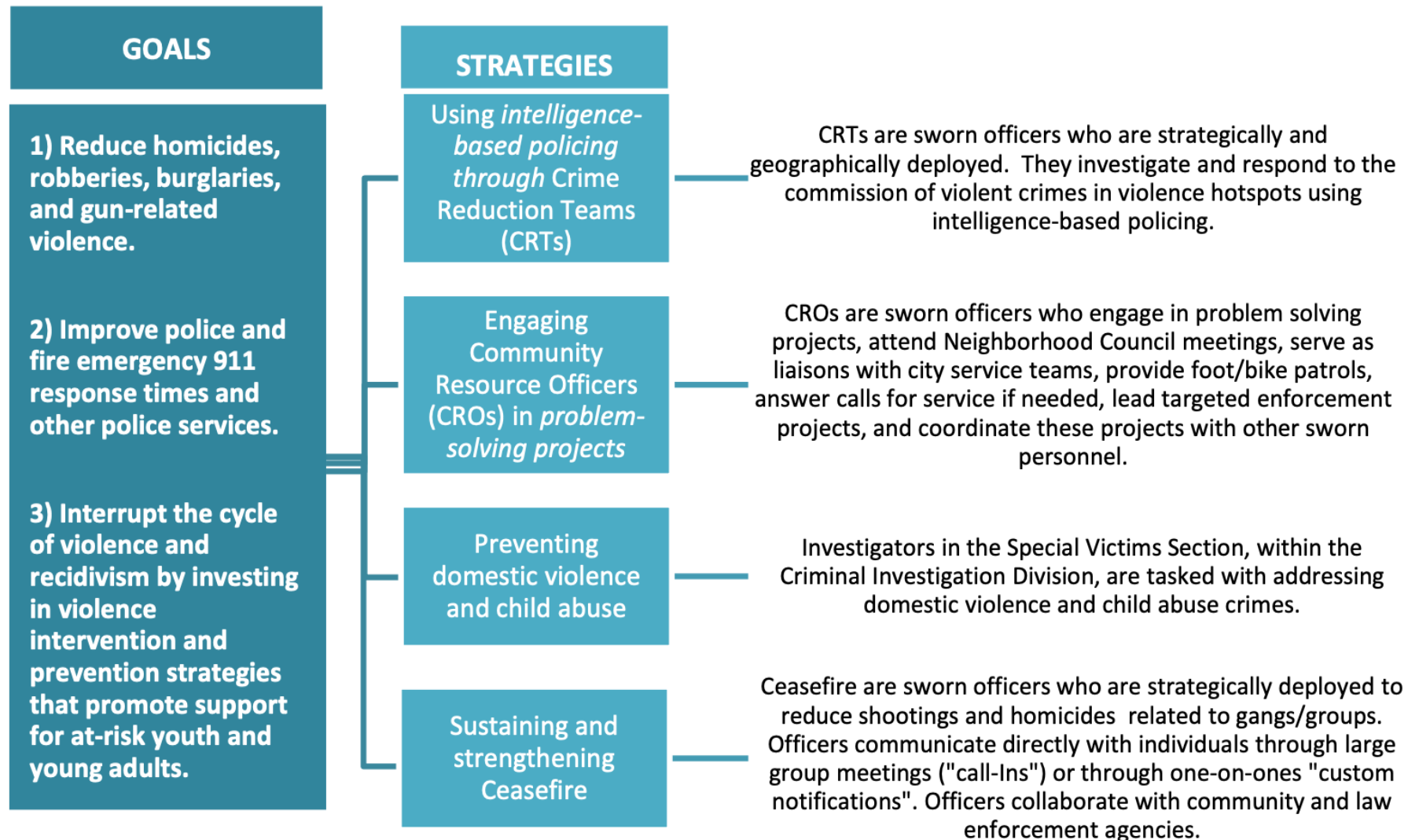
Evaluation Schedule

- DVP Mathematica Evaluation 2016-19
- OPD Evaluation 2017
- OPD Evaluation 2018
- OPD Evaluation 2019
- Ceasefire Evaluation 2018
- OPD Evaluation 2020
- DVP & OPD Urban Strategies Evaluation 2023-24 (In progress)
- Independent Audits Annual

Note: OFD exempt from Evaluations

OPD Goals & Strategies

Figure 2: Measure Z Legislative Goals and Strategies



OPD Evaluation Findings – 2017 to 2020

- Improve operational coordination and communication between CRO, CRT, and Ceasefire officers.
- Establish performance measures and reporting structures that ensure alignment with MZ goals.
- Ensure geo-policing officers represent the diverse community they serve.
- Create and sustain a merit based geographical policing program.
- Establish measures for implementation of CRO/CRT scheduling patterns and deployment trends and analyze how criminal activity is impacted.
- Assess the most appropriate types of calls, SARA projects and timeframes for them to accomplish these types of activities as they relate to MZ goals.
- Clarify to CRO's and the public the type of community driven work they're tasked with and establish minimum timeframes for them to stay in their beats.
- Assign enough CRO's and CRT's per beat. There are thirty-five (35) beats but not enough officers consistently assigned to each beat. Some beats may require more than one (1) CRO.
- Explore mechanisms to limit patrol activities so geo-policing officers can stay in their beats to build relationships and work on MZ goals.
- To the best of our knowledge the above findings have not been completed since the 2017, 2018, 2019, and 2020 evaluations.

Map of Police Beats & Patrol Areas

Figure 8. OPD Patrol Areas

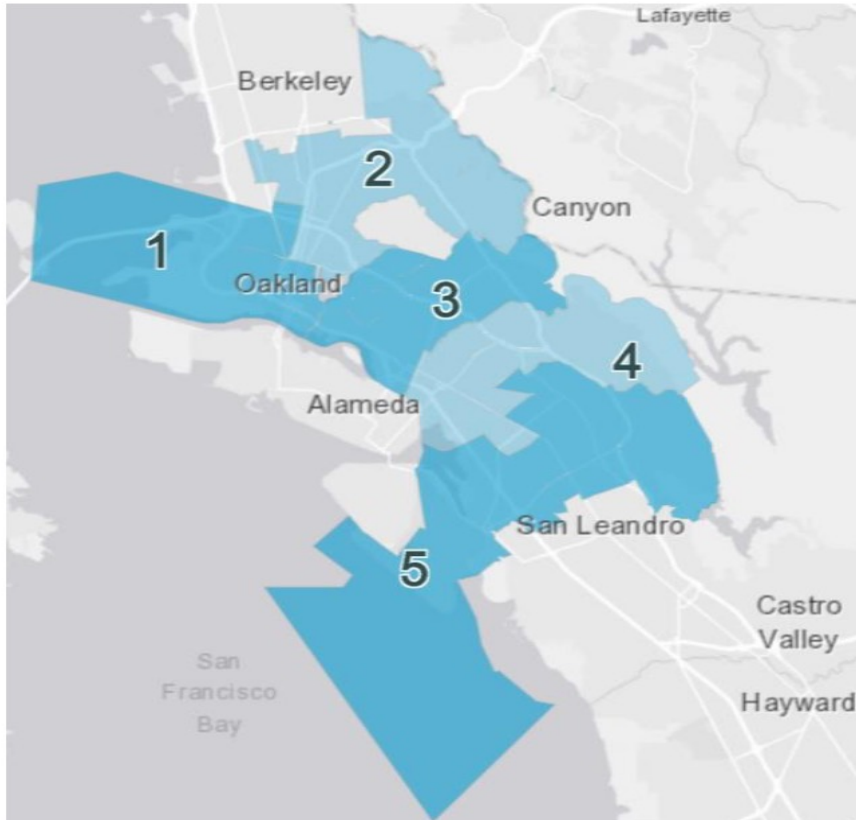


Figure 9. Oakland Patrol Beats

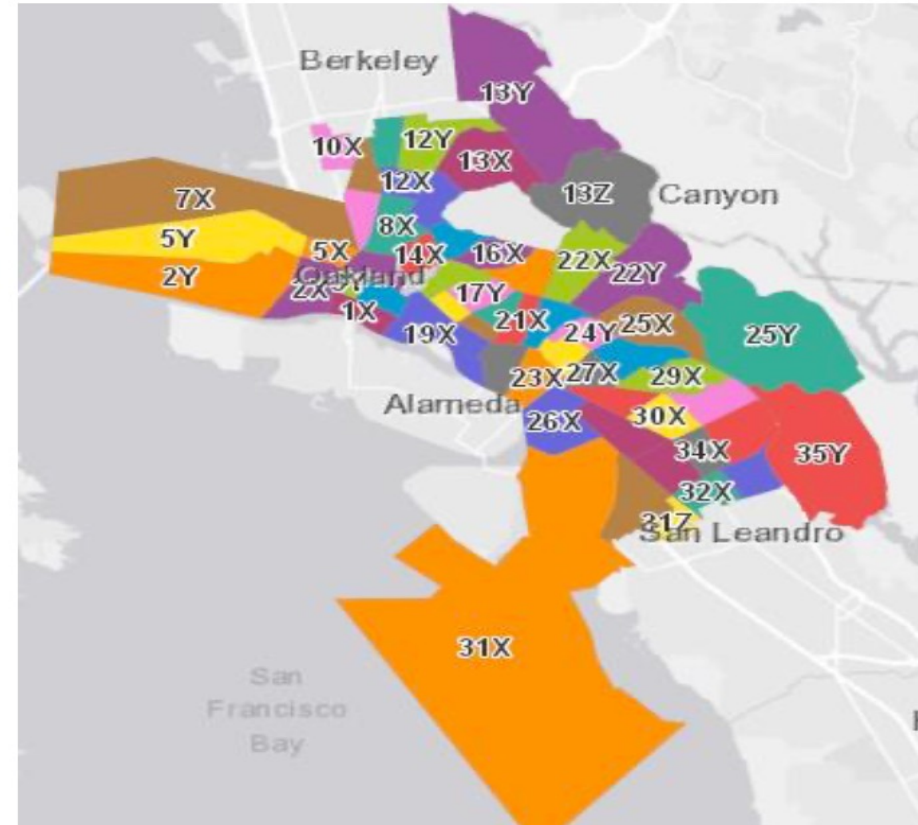


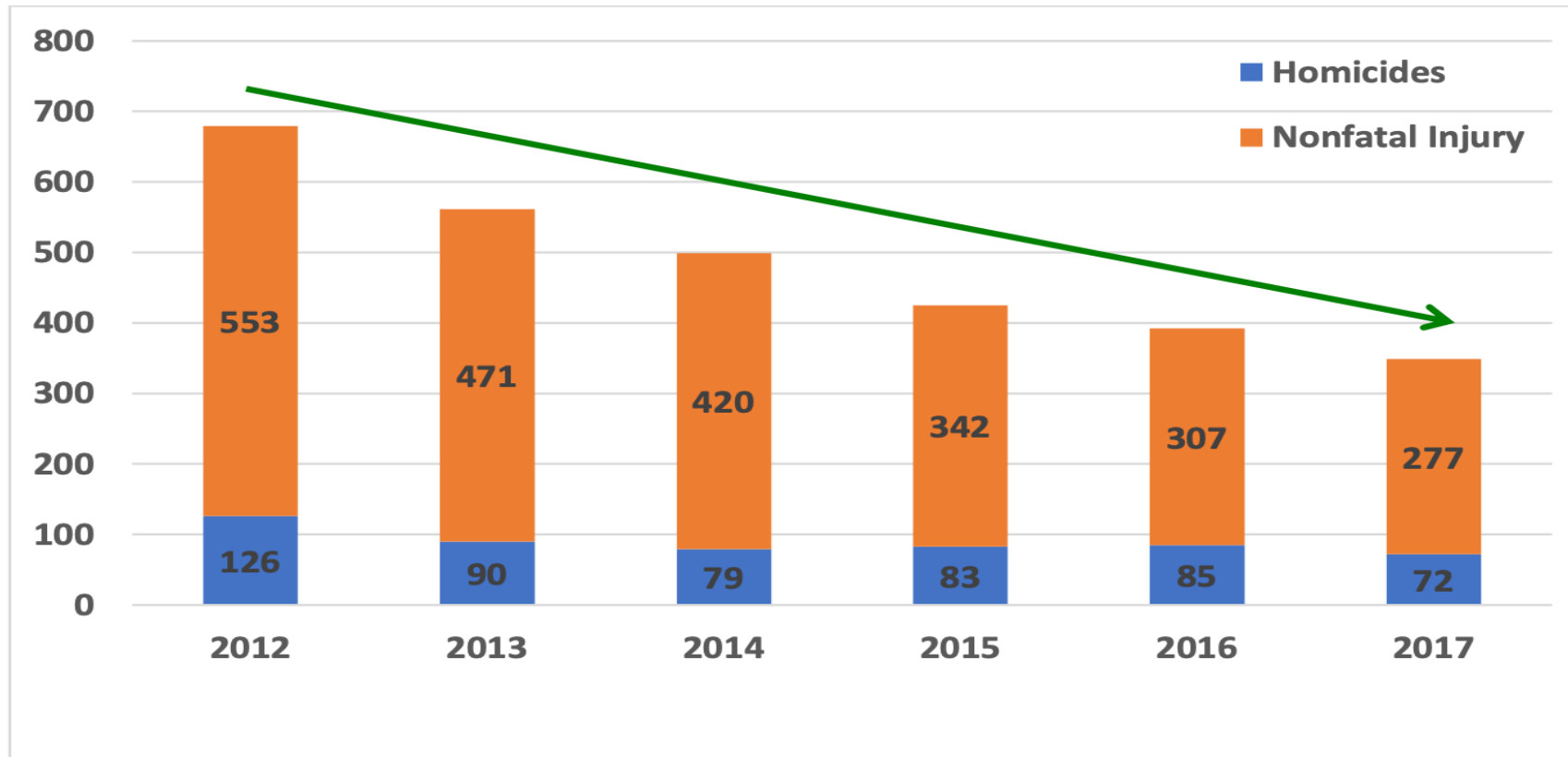
Figure 8 shows OPD's five geographic patrol areas, and Figure 9 shows the patrol beats within each area. As mentioned previously, patrol officers and CROs/CRTs are organized in each patrol area.

Ceasefire Evaluation from 2018

- Ceasefire efforts draw on a combination of four areas of theory and practice:
 - (a) focused deterrence, (b) procedural justice and police legitimacy, (c) gang intervention and violence interruption best practice, (d) performance management.
- Use of a place-based analysis was associated with a 32% reduction in citywide shootings supporting the assertion that reduction in gun violence is associated with the Ceasefire gun violence reduction strategy and was distinct from trends in other cities.
- Ceasefire generated a 20% reduction in shootings in neighborhoods that experienced it relative to neighborhoods that did not. There's no evidence that it pushed violence into surrounding neighborhoods.
- Ceasefire generated a 27% reduction in shootings by gangs/groups as well as those socially-connected to treated gangs/groups.
- Pre and post-Ceasefire era measures indicate that compliant participants in Ceasefire had fewer victimizations and arrests in the two years after enrollment in the program than in the two years prior.
- Despite outlining it as a strategy to be **strengthened** over the life of MZ it was at best minimally maintained. It still achieved outstanding results throughout city leadership and administration changes, OPD scandals, budget cuts, and other challenges that occurred during the Covid-19 era.

Ceasefire – Gun Violence Impact

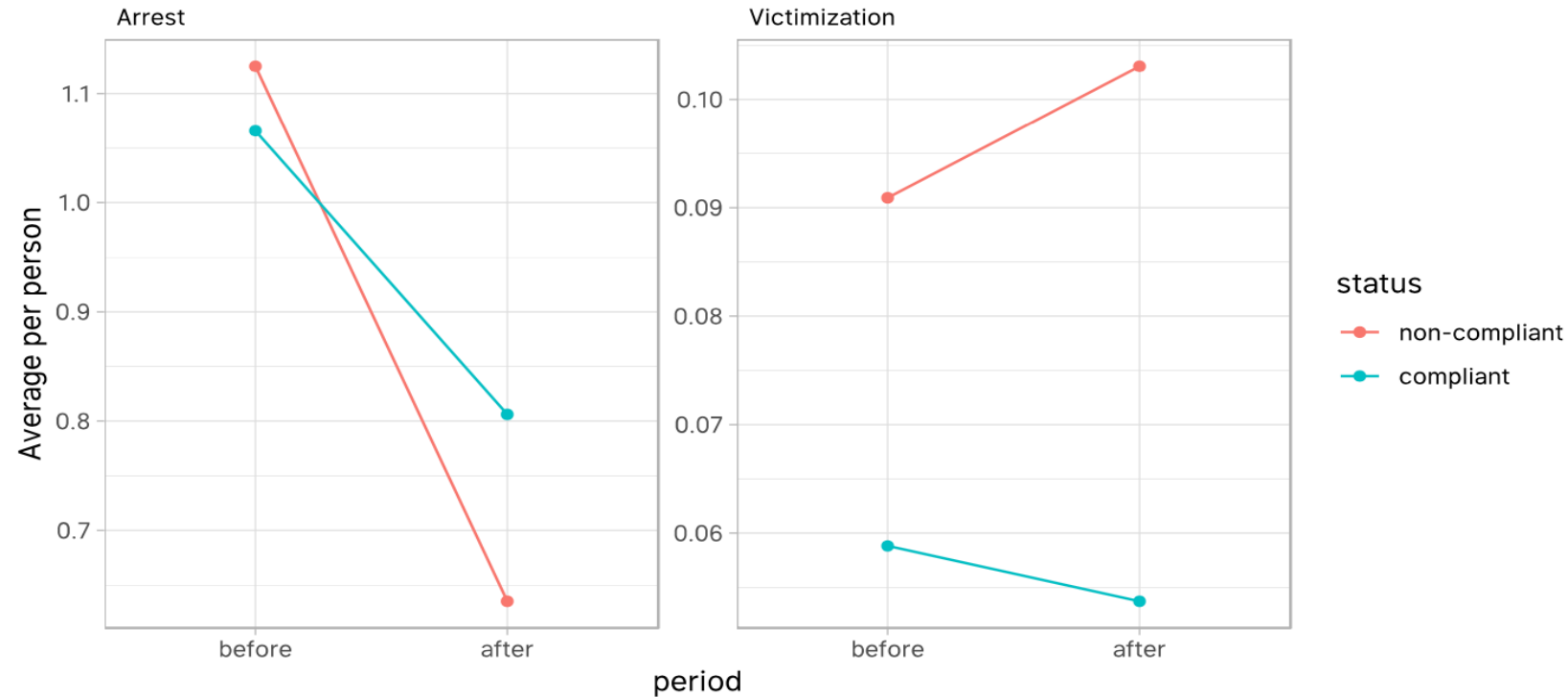
Figure 12: Oakland Homicides and Non-Fatal Shootings 2012-2017



Source: Fatal and non-fatal shooting data provided by the Oakland Police Department.

Ceasefire – Recidivism Impact

Figure 11: Pre- and post-Ceasefire outcomes for compliant and non-compliant participants in the program.



NOTE: Outcomes were observed for two years before Ceasefire and for two years after, for individuals with two years of available follow-up data. For individuals without the full two-years, we weighted the arrest and victimization outcomes by dividing the frequency of each outcome by the number of years observed in the post-Ceasefire period (e.g. 1.8 years) and multiplying the result by two.

DVP Mathematica Evaluation for 2016-19

- Fewer violent offense short-term arrests for adults who received life coaching or employment and education support services. The same can be said of youth who received life coaching support
- Data shows that adult life coaching reduced the likelihood of being arrested for a violent offense even after 12 months from the time participant graduated from the program

DVP Mathematica Evaluation for 2016-19

- Job training services have consistently yielded great results
- Life coaching program has consistently received high ratings
- Bottoms-up strategy has helped foster trust between the DVP and the communities they serve
- Large number of individuals served and services concentrated on populations most at risk

Fire Response Times

- Have response or turnout times improved between the implementation of MZ to present for medical, fire, or high hazard high rise incidents? Are NFPA standards being met or not met?
- Before and after impact of software application, and infrastructure improvements for better management of service delivery? Improvements include: First Watch program, Locution system, LiveMUM software, CAD upgrade, etc.
- MACRO impact on response times?
- OFD call center and departmental staffing status.
- Mass casualty or joint OFD & OPD response training impact on response times?

Police Response Times

- There have been, multiple grand jury reports conducted for the 911 call center due to it being out of California Office of Emergency Services standards for call answering times for at least five (5) years. Call answering times have either stayed the same or increased over the life of MZ.
- OPD has improved staffing and completed the installation of a new Computer Aided Dispatch (CAD) system. However, per OPD the CAD system will not significantly improve response times and the staffing issue will not yield results until the Fall of 2025.
- The SSOC has a three-part strategy to decrease 5.4% of the 911 center call volume for burglar alarms that 98% of the time result in false alarms.
 1. A policy recommendation called Verified Response which was implemented in July 2024.
 2. Implement ASAP to PSAP. A technology upgrade that's currently being considered which will absorb many of the alarms attributed to system malfunctions and it will speed up responses to actual alarms.
 3. Conduct Cost Recovery for every call that results in a false alarm.

Police Response Times

Oakland Police Department Average 911 Answer Times

The average answer time did not meet the state's threshold from January 2018 through June 2023.



Source: California Governor's Office of Emergency Services

Police Response Times

Worst Statewide Average 911 Answer Times For June 2023

The state requires 911 calls to be answered within 15 seconds 90% of the time to be in compliance.

Oakland PD

62 seconds

CHP Golden Gate (Vallejo)

45.7 seconds

LAPD Metro

31.5 seconds

Fresno PD

20.1 seconds

Ventura County Fire

19 seconds

Fresno County Sheriff

15.2 seconds

San Bernardino Sheriff - Victorville/Desert Control

14.1 seconds

San Francisco Department of Emergency Management

12.8 seconds

Alameda County Sheriff

12.5 seconds

Tulare County Sheriff (Visalia)

12.4 seconds

Source: California Governor's Office of Emergency Services

RECOMMENDATIONS

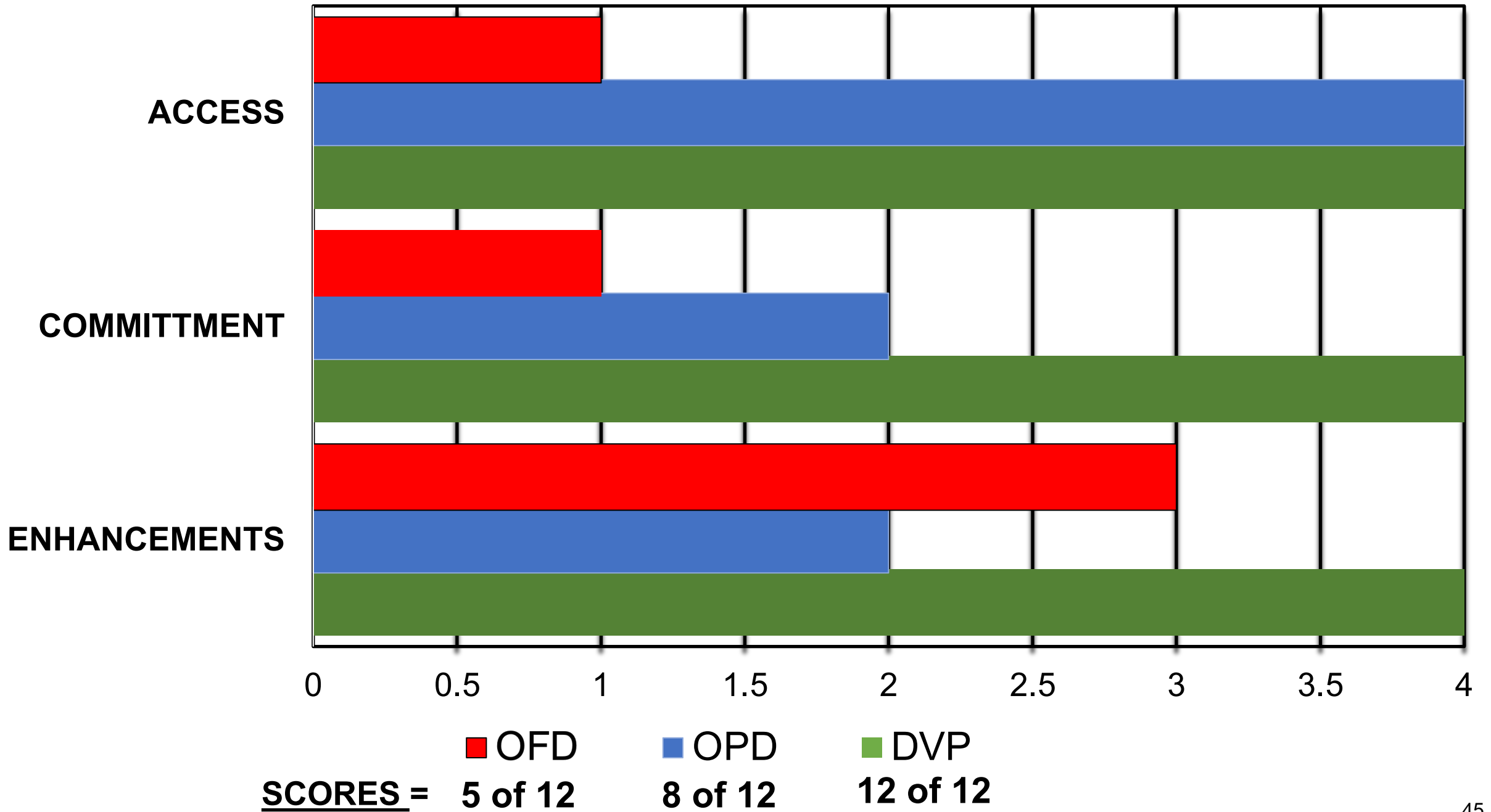
[Long form recommendation document created by Vice-Chair Tchoukleva:
<https://docs.google.com/document/d/1qhR1hkfw2ygRO6PEAMsLbR6Mn0wBjAIHYIW4bMv0naU/edit?tab=t.0>]

ACE SCORECARD

- **ACCESS** provided for SSOC oversight: Meeting attendance frequency, offline availability, developed a productive working relationship.
- **COMMITTMENT** to MZ standards: Submitted required reports or other pertinent documentation appropriately and within a reasonable timeframe.
- **ENHANCEMENTS** to MZ goals: Demonstrated consistent progress and improvement towards the objectives of the ordinance.

ACE SCORECARD

- DVP, OPD, & OFD were graded in each of the aforementioned areas on a one to four (1-4) scale. Four (4) being the best. One (1) being the lowest. Below are scoring definitions:
 1. Non-compliant
 2. Compliance in progress.
 3. Compliant
 4. Exceeds standards.



SSOC Prioritized Recommendations

1. Provide DVP with enough funding to serve at minimum the most at risk youth and young adults they have the capacity for. Investments in have historically led to decreased gun violence at an average of 10% or more per year.
2. Create a Ceasefire standing ad hoc committee through one of the city's established Public Safety Boards or Commissions to ensure the Ceasefire strategy stays on track and is strengthened over the long-term despite leadership, community partnership, or administration changes, understaffing issues, or other obstacles.
3. In 2022 the League of Women Voters conducted a scoring of the performance of Commissions to grade their effectiveness. Their report can be used to build an evaluation scorecard for oversight bodies to gauge their effectiveness.

[LWVO Report - Item 6, Attachment 6:

<https://cao-94612.s3.us-west-2.amazonaws.com/documents/SSOC-Agenda-and-Materials-9-26-22.pdf>]

SSOC Prioritized Recommendations

4. Provide Commissions with more tool and resources to be successful. Including some degree of enforcement power to make their oversight duties more effective when departments they oversee are out of compliance or don't provide required reports.
5. Create a Brown Act governed MACRO Board or Commission to oversee the development of this 911 improvement strategy that's within the Oakland Fire Department.
6. Adopt a Public Safety Officer (PSO) position to assist with FTE shortfalls, improve response times, and alleviate overtime costs. PSO's would cross train as both Police Officers and Firefighters. It could be initiated by creating a joint pilot academy.
7. Increase funding and expand access to Restorative Justice (RJ) diversion for youth and young adults. Residents who complete RJ programs have a high chance of not recidivating.
8. Start growing a Restorative Justice Transformative Justice ecosystem so that Oakland can become a Restorative City. 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.

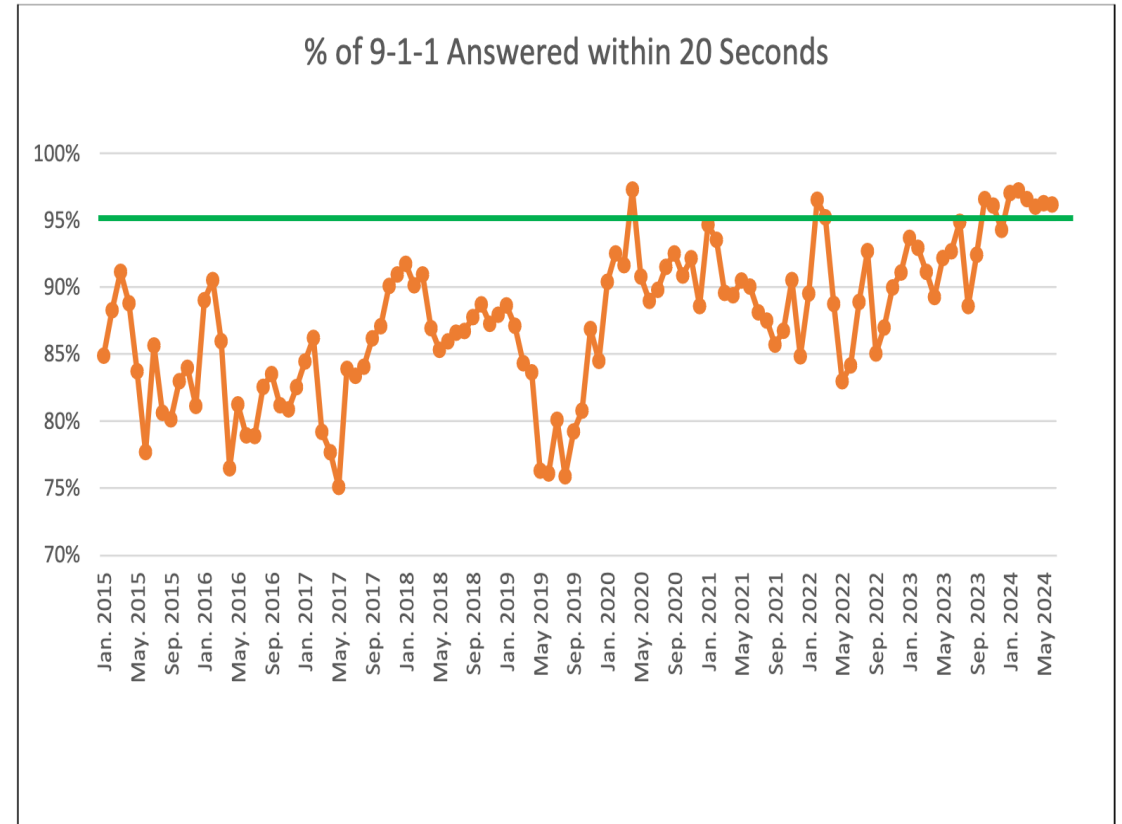
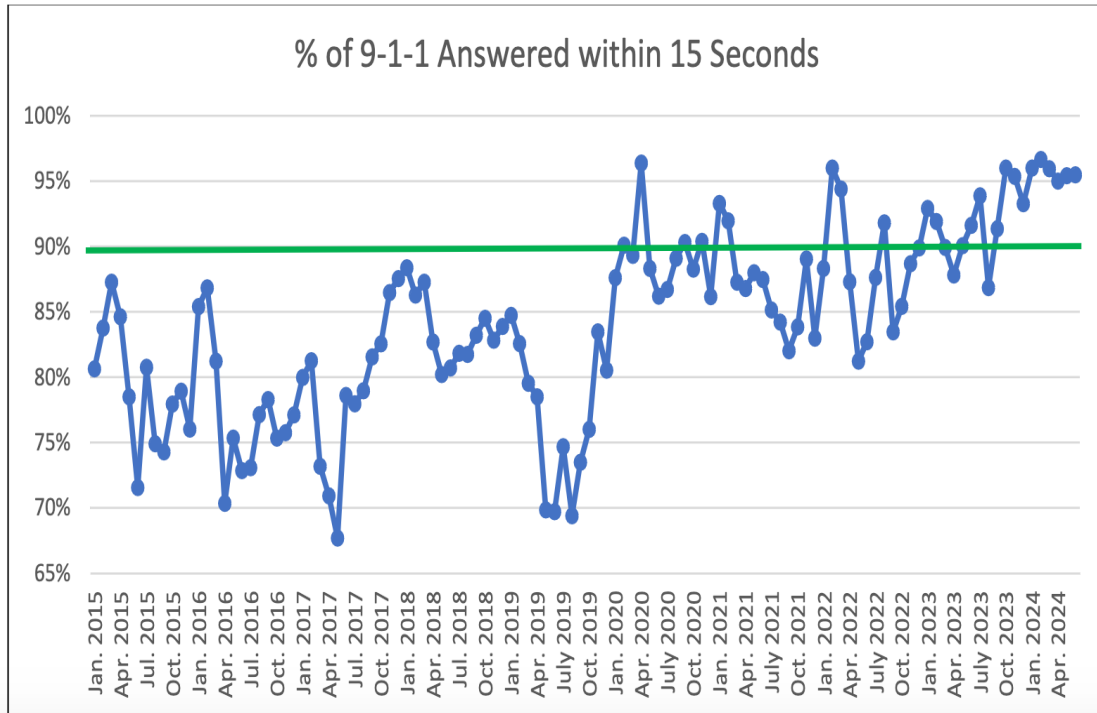
SSOC Prioritized Recommendations

9. Build a holistic reentry hub in Oakland — a central location where the formerly incarcerated can receive not just access to general services but individualized case management and support.
10. Conduct Cost Recovery for Police Department responses to false burglar alarms 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 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.
11. Adopt ASAP to PSAP technology for the 911 call center. It will absorb a significant amount of the false burglar alarms that are a minimum of 5.4% of the overall call volume which will improve call answering times.

In Nashville, where burglar alarms are 5.5% of the call volume, after implementing ASAP in 2020 their call answering times improved by 15-25%. It also pays for itself in terms of FTE hours saved and eliminates on average four to six (4-6) follow up calls. It's a one time cost for \$79,043.00 total. See Nashville chart on next slide.

SSOC Prioritized Recommendations

NFPA 1225 Chapter 7 Compliance with 9-1-1 Call Answering Standards
90% in 15 Seconds – 95% in 20 Seconds
Jan. 2015 thru June 2024



END OF REPORT