

Raheem Oakland Report Draft Findings

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Overview

Raheem conducted two surveys of Oakland residents from August-September 2020 to gauge their previous interactions with Oakland police and residents' views on police use of force and other policing practices.

First, we worked with [YouGov](#) to conduct a representative online survey of 512 adults within the City of Oakland, weighted to reflect the city's demographics based on the 2019 American Community Survey. YouGov was selected because they have one of the broadest panels of survey respondents in the nation, permitting deep-dive analysis at the city-level. They are one of the highest-rated polling firms, according to [FiveThirtyEight.com's pollster ratings](#).

To obtain additional feedback from Oakland communities, especially communities disproportionately impacted by policing, we partnered with eight Black and brown-led community-based organizations. We used digital ads to get input from additional Oakland residents - receiving over 1,400 additional responses from this effort.

This report presents some of the preliminary findings from this data collection.

Findings from the representative citywide survey

Oaklanders Support Expanding Non-Police Alternative Responders

1. Our representative poll results show that most Oakland residents support a non-policing response to a range of non-criminal issues and poverty, homelessness, and mental health issues. For example, **majorities of respondents supported deploying non-police responses to the following types of calls for service:**
 - Mental health crises
 - Animal control
 - Evictions of people living homeless
 - Complaints of loitering
 - Noise complaints

Which Service Calls Should Police Respond To

Some cities are beginning to adopt alternative responder models instead of sending police to the scene in some situations; for example, having mental health providers or soc...

Percent ▾

A situation with a potential active shooter	82
Traffic accidents	61
Speeding / traffic violations	59
Trespassing	58
Domestic disputes involving your family or a neighbor's	53
Noise complaint	32
Complaints of loitering	30
Evictions of people living homelessness	21
Mental health crises	17
Animal control	13
Other	6
None of the above	5

→ POLICY RECOMMENDATIONS

- ✓ The City of Oakland should scale up and support alternative responses to, at minimum, handle calls for service involving issues such as mental health crises, homelessness, loitering, noise complaints, animal control, and other non-violent situations.
- ✓ Oakland police should publish detailed calls for service data permitting analyses of how many calls they currently respond to that involve these types of situations and how much force police use during these encounters to assess better the role these responses have played in contributing to police use of force.

Use of Force Policy

1. **Oaklanders consider a range of interactions as forms of police use of force that are not currently deemed to be reportable use of force incidents by OPD.** Majorities of respondents consider it a form of police use of force when officers use racist or derogatory language against someone, unwanted sexual language or behavior, or point a taser or otherwise *threaten* someone with physical force. While OPD currently considers it a reportable force when an officer points a firearm at a civilian - other types of “threats of force” are not systematically reported, such as incidents where an officer points a taser at a civilian. This suggests OPD should expand what’s considered a reportable force to align with community expectations/perceptions of what constitutes police use of force.

Examples of police using force

Which of the following do you consider to be examples of police using force? Select all that apply.

Percent ▾

Punching or kicking you	77
Shooting a gun, taser or using other weapons on you	70
Pointing a gun at you	67
Threatening to punch or kick you	65
Using racist or other derogatory language towards you	62
Using crowd dispersal agents (i.e. tear gas, rubber bullets, etc.)	60
Unwanted sexual language and / or behavior	56
Pointing a taser or other weapon (that is not a gun) at you	56
Using intimidating body language or gestures	50
Telling you to allow police to search your property	35
Handcuffing you	34
Telling you that you can't leave when police stop you	30
None of the above	9
Other	5

2. **57%** of respondents indicated that OPD should not use physical force against people who are threatening to cause self-harm.

Should police use force against those threatening to hurt themselves

Should Oakland police be allowed to use physical force against someone who is only threatening to hurt themselves, but not anyone else?

	Percent
Yes	20
No	57
Not sure	24

3. **51%** of Oaklanders want to disarm either some or all OPD officers.

Should Oakland police always be armed

Should Oakland police always be armed with a gun while on-duty?

	Percent
All police officers should be armed with a gun while on-duty	49
Only specialized units of the police should be armed with guns, and respond to more dangerous situations	38
No police officers should be armed with guns while on-duty, but police should still carry pepper spray, tasers, and / or weapons other than a gun	11
No police officers should be armed with guns or any other weapons while on-duty	3

4. Among Oaklanders who believe armed police should respond to some, but not all, situations, **only 4%** thought armed officers should respond to fights between unarmed people.

What situations should police officers armed with guns respond to

What situations should police officers armed with guns respond to? Select all that apply.

	Percent
When a person is reportedly using a gun to threaten or harm someone	93
When a person is threatening to use a knife or other potentially dangerous object that is not a gun	64
When someone calls police and says they are in danger but does not specifically describe what the danger is or whether the person is armed	52
When a person has a gun but is not using it and is not threatening to do so	37
A fight between unarmed people	4
Other	3

→ POLICY RECOMMENDATIONS

- ✓ Oakland police should revise their use of force reporting requirements to expand the definition of force to require officers to report and the department to systematically track other “threats of force” and the current policy of requiring reporting whenever an officer points a firearm at a civilian.
- ✓ Since the passage of [AB 392](#), officers in California are prohibited from using deadly force against people who are threatening self-harm and not threatening others:
 - (2) A peace officer shall not use deadly force against a person based on the danger that person poses to themselves if an objectively reasonable officer would believe the person does not pose an imminent threat of death or serious bodily injury to the peace officer or to another person also to ban all forms of physical or less-lethal force in these situations.

While Section D-1 of the [proposed](#) use of force policy incorporates this statewide requirement, this section still allows officers to use “reasonable and necessary” force options to “prevent a person from injuring himself/herself.” Our survey finds that Oaklanders want officers prohibited from using *any* form of physical force against people who are threatening self-harm and not threatening others - the policy should be expanded to include this ban.

- ✓ The City of Oakland should reconsider having all officers carry a firearm. For example, officers responding to car accidents, traffic violations, disputes between unarmed people, and other encounters do not need a person with a gun on the scene.

Police Accountability

Oaklanders generally support the need for more police accountability, transparency for misconduct records, and changes to the police disciplinary appeals process.

- 5. **58%** of respondents indicated they want Oakland police to be held more accountable for using force.

Are Oakland police being held accountable

Do you think Oakland police are being held accountable when they use excessive or unreasonable force?

	Percent
Yes, Oakland police are being held accountable for using force	34
No, Oakland police should be held more accountable for using force	58
Oakland police are being unfairly punished for using force	8

- 6. **52%** of Oaklanders want greater transparency regarding police misconduct - including the release of all misconduct allegations. By contrast, only 18% of respondents support the current policy of releasing information on deadly force cases and sustained complaints of serious misconduct, and only 5% of respondents believe no allegations should be made public.

Should allegations and disciplinary action be made public

When officers in Oakland are accused of misconduct should the allegations and any resulting disciplinary action be made public?

	Percent
All allegations of misconduct and any resulting disciplinary action should be made public	52
Only cases where investigators find the allegations to be true should be made public (whether or not the officers are disciplined)	20
Only cases involving the most serious types of misconduct such as deadly force or sexual assault should be made public	18
No records should be made public	5
Only cases where police receive discipline as a result of the allegations should be made public	5

7. **Oaklanders (79%) overwhelmingly support making either the Oakland police department (46%), or the individual officers responsible (33%), pay the financial costs of police misconduct settlements.** Only 1 in 5 respondents (21%) wanted misconduct settlements to be paid from the City’s general fund or other sources.

Settlement Money Should Come From

Currently, the City of Oakland pays the costs of police misconduct settlements from its general fund, which is taxpayer money that could otherwise be invested in commun...

	Percent
Misconduct settlements should be paid from the police department budget	46
Misconduct settlements should be paid by the officer who was accused of committing the misconduct	33
Misconduct settlements should continue to be paid from the City’s general fund	15
Other	6

8. **56% of Oaklanders want either a community oversight board or local elected officials to decide police disciplinary appeals** while only 29% supported maintaining the existing system of resolving disciplinary appeals through arbitration.

Arbitrators Should Decide On Discipline

When officers in Oakland are disciplined for misconduct they are allowed to appeal the decision and a lawyer called an “arbitrator” has the power to reverse the discipline entire...

	Percent
No, disciplinary appeals should be decided by community members on the board that oversees the police	41
Yes, arbitrators should continue to decide disciplinary appeals	29
No, disciplinary appeals should be decided by Oakland’s city council	12
No, disciplinary appeals should be decided by Oakland’s police chief	10
Other	5
No, disciplinary appeals should be decided by Oakland’s mayor	3

→ POLICY RECOMMENDATIONS

- ✓ The City of Oakland should change the disciplinary appeals process articulated in Section X of the Oakland [police union contract](#) to remove officers’ ability to appeal discipline through arbitration and establish the Police Commission, City Council or Mayor as the decider of police disciplinary appeals. For example, the [Delano CA police union contract](#) gives the City Council the power to overrule an arbitrator’s advice and make final decisions regarding police disciplinary appeals.
- ✓ The City should support state legislation to change Section 832.7 of the California Penal Code to make all allegations of police misconduct public. Pending the adoption of new state legislation, the City should publish individualized stops, use of force, and civilian complaints data with officer identifiers included to permit analyses of the distribution and concentration of police use of force and/or misconduct within the department - and how to prevent it.

- ✓ The City should ensure that the Oakland police department (budget) and/or the individual police officers responsible pay the financial cost of misconduct settlements.

Police Funding

9. **Half of Oaklanders want to cut the Oakland police budget. Fewer than 1 in 5 respondents wanted the OPD budget increased.**

Oakland Police Budget Should Increase Or Decrease

Currently, the City of Oakland spends \$330 million per year on policing — 44.1 percent of the City’s general fund. What do you think should happen to Oakland’s police budget?

	Percent
The police budget should be decreased	49
The police budget should stay the same	33
The police budget should be increased	18

10. Among those who want the OPD budget cut, **most want the funds reallocated to mental health, free and low-cost health services, substance abuse treatment, education, jobs, and affordable housing programs.**

Funding Should Instead Be Spent

Where should the funding that is cut from Oakland's police budget be spent instead? Select all that apply.

	Percent
Mental health services and mental health first responder programs	75
Affordable housing and support for homeless populations	70
Treatment programs for people struggling with substance abuse	62
Public schools	61
Job training for formerly incarcerated people	61
Free and low cost health services	60
Wraparound services for survivors of sexual violence	48
Public transportation	34
Reparations for descendants of African slaves	25
Other	5
None of the above	3

11. In the event of reductions in the force's size, **Oaklanders want officers with the largest records of misconduct removed from the force first.** Civil service rules should be amended to enable officers to be removed from the force based on their misconduct records rather than in order of seniority.

Officers To Remove

If there is a reduction in the number of Oakland police officers due to budget cuts or other changes to policing, which officers should be removed from the force?

	Percent
Officers with the largest number of misconduct complaints against them	54
Officers with the largest number of use of force incidents	19
Officers with the largest racial disparities in stops, arrests and / or other policing actions	14
Officers with the least seniority who are newest to the force	10
Other:	3

→ POLICY RECOMMENDATIONS

- ✓ As the City of Oakland works to reimagine public safety beyond policing, our polling data suggests that mental health and affordable housing are among the most popular areas to reinvest resources reallocated from the OPD budget.
- ✓ Currently, as per section 14.8 of the Oakland [police union contract](#) and section 9.02 of the Personnel Manual, any reduction in the size of the Oakland police force would be required to happen in order of officer seniority - with the newest officers being laid off before more senior officers regardless of their record of past misconduct/behavior. Consistent with most Oaklanders' views, the City should enact new policies that enable future cuts to the police force's size to prioritize removing from the force the officers with the largest records of misconduct.

Respondent Level of Exposure to Policing

As part of our survey, we asked Oaklanders about their previous experiences with law enforcement, ranging from being harmed by police use of force to calling the police for help.

12. **38% of respondents reported having at least one form of police contact**, including 12% of respondents who reported calling the police for help. 12% reported being stopped by police in the past three years, 3% of respondents reported being directly harmed by police use of force, 5% by other forms of police misconduct, and 15% reported knowing a family member or friend who was harmed by police use of force.

Affect Of Policing In Oakland

How has policing in Oakland impacted you? Select all that apply.

	Percent
None of the above	62
A friend or family member has been directly harmed by police use of force	15
I have been stopped by police in the past 3 years	12
I have called the police for help in the past 3 years	12
My neighborhood has been directly harmed by police use of force	11
I have been directly harmed by other forms of police misconduct that are not police use of force	5
I have been directly harmed by police use of force	3

13. **Respondents in Districts 1 and 3 reported the most police contact overall.**

Affect Of Policing In Oakland How has policing in Oakland impacted you? Select all that apply.	Oakland District What district do you live in?							All
	District 1 - NORTH OAKLAND (all of the former No...	District 2 - EASTLAKE / SAN ANTONIO...	District 3 - WEST OAKLAND (all of the former W...	District 4 - CENTRAL OAKLAND (...)	District 5 - FRUITVALE / SAN ANTONIO (in...	District 6 - CENTRAL EAST OAKLAND (in...	District 7 - DEEP EAST OAKLAND (all of the for...	
None of the above	48	54	46	86	63	69	69	62
My neighborhood has been directly harmed by police use of force	25	19	6	3	13	0	9	11
I have called the police for help in the past 3 years	8	22	14	4	13	15	7	12
I have been stopped by police in the past 3 years	20	3	18	8	12	9	15	12
I have been directly harmed by police use of force	6	2	3	1	8	0	3	3
I have been directly harmed by other forms of police misconduct that are not police use of force	2	13	7	1	5	4	5	5
A friend or family member has been directly harmed by police use of force	18	12	31	4	21	9	11	15
Unweighted N	59	28	91	58	47	45	184	512

Raheem Race
And what race do you identify with?

Affect Of Policing In Oakland
How has policing in Oakland impacted you? Select all that apply.

	Asian	Black / African	Latinx	Middle Eastern	Native American	Pacific Islander	South Asian	White	Prefer not to say	All
I have been stopped by police in the past 3 years	9	12	17	0	60	78	0	6	9	12
I have called the police for help in the past 3 years	6	18	13	0	33	0	0	10	5	12
I have been directly harmed by police use of force	4	7	0	0	0	0	0	4	0	3
I have been directly harmed by other forms of police misconduct that are not police use of force	6	10	3	0	0	0	20	4	0	5
A friend or family member has been directly harmed by police use of force	11	30	11	36	28	42	26	7	9	15
My neighborhood has been directly harmed by police use of force	5	10	18	49	0	53	42	5	17	11
None of the above	75	46	58	15	40	11	38	74	78	62
Unweighted N	111	82	40	5	3	4	4	233	8	512

14. People who report having experienced recent police contact were more likely to support cutting the Oakland police budget - even if they were the ones calling the police.

Affect Of Policing In Oakland
How has policing in Oakland impacted you? Select all that apply.

Oakland Police Budget Should Increase Or Decrease
Currently, the City of Oakland spends \$330 million per year on policing — 44.1 percent of the City's general fund. What do you think should happen to Oakland's police budget?

	I have been stopped by police in the past 3 years	I have called the police for help in the past 3 years	I have been directly harmed by police use of force	I have been directly harmed by other forms...	A friend or family member has been directly harmed...	My neighborhood has been directly harmed by pol...	None of the above
The police budget should stay the same	24	18	35	10	21	15	41
The police budget should be increased	3	23	12	33	0	6	20
The police budget should be decreased	73	59	54	57	79	79	39
Unweighted N	54	47	17	26	66	44	343

15. Black Oaklanders and Oaklanders, who had experienced some form of police contact, were more likely to believe Oakland police need to be held more accountable.

Raheem Race
And what race do you identify with?

Are Oakland police behind held accountable
Do you think Oakland police are being held accountable when they use excessive or unreasonable force?

	Asian	Black / African	Latinx	Middle Eastern	Native American	Pacific Islander	South Asian	White	All
Yes, Oakland police are being held accountable for using force	49	32	33	0	60	36	20	31	34
No, Oakland police should be held more accountable for using force	43	60	63	100	40	64	80	58	58
Oakland police are being unfairly punished for using force	8	8	4	0	0	0	0	12	8
Unweighted N	111	82	40	5	3	4	4	233	512

Affect Of Policing In Oakland
How has policing in Oakland impacted you? Select all that apply.

Are Oakland police behind held accountable
Do you think Oakland police are being held accountable when they use excessive or unreasonable force?

	I have been stopped by police in the past 3 years	I have called the police for help in the past 3 years	I have been directly harmed by police use of force	I have been directly harmed by other forms...	A friend or family member has been directly harmed...	My neighborhood has been directly harmed by pol...	None of the above
Yes, Oakland police are being held accountable for using force	28	39	34	26	13	12	41
No, Oakland police should be held more accountable for using force	72	56	63	74	85	84	48
Oakland police are being unfairly punished for using force	0	5	3	0	2	4	11
Unweighted N	54	47	17	26	66	44	343

Deep-Dive: Respondents Most Impacted by Policing

We collaborated with eight Black and brown-led community-based organizations, forming the Advisory Council at Raheem to stay connected and held accountable by Oaklanders. The Advisory Council included the following people and their organizations.

Allyssa Victory, co-chair · [ACLU Foundation of NorCal](#)

Angelo Sandoval · [The Ella Baker Center for Human Rights](#)

Carolina Martin Ramos, Esq. · [Centro Legal de la Raza](#)

Elisa Cecaci · [The East Oakland Collective](#)

Isha Rosemond · [MISSEY](#)

James Burch, co-chair · [Anti Police-Terror Project](#)

John Jones III · [Just Cities](#)

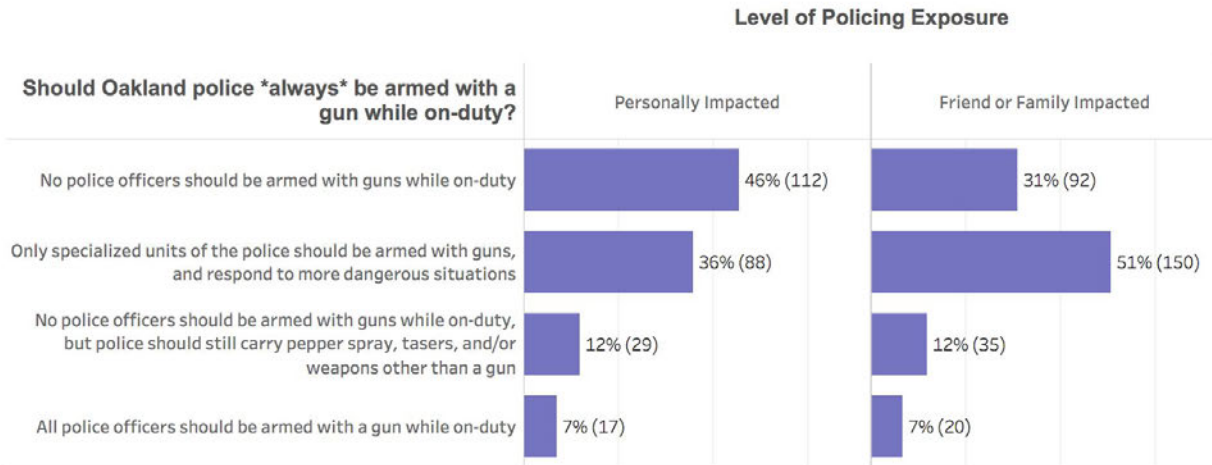
John Vasquez · [Communities United for Restorative Youth Justice](#)

Read more about the Advisory Council at Raheem [here](#).

The Advisory Council distributed the survey to an additional 1,400 Oakland residents by canvassing and digital outreach, providing a more in-depth look into Oakland's communities' perspectives - especially communities most impacted by policing. These responses were generally more supportive of making more transformative changes to policing practices, reducing the police's size and scope, cutting police funding, and supporting non-police based or unarmed police-based responses to most situations.

- 246 respondents indicated they had personally experienced police use of force or police misconduct. Another 297 respondents indicated that while they did not personally experience these forms of police conduct, they had a friend or family member who did.
- Transgender respondents, respondents who indicated they had lived homeless, respondents living with a disability, and Black respondents were more likely to report having personally been harmed by police use of force than other groups.
- Consistent with our initial citywide poll, there was higher support for policing changes among groups with more police contact. Among this group, **58% of people who directly**

experienced police use of force or misconduct and 43% of those who knew a friend or family member indicated that no officers should be armed with guns while on-duty.



To learn more about these policing encounters, we obtained additional information from respondents who indicated they had been stopped by police in the past three years, arrested, had police use force, or committed alleged misconduct used against them. Altogether, we obtained information on 252 police encounters from people in Oakland - 178 attributed to Oakland police.

1. **The most common encounter types reported were profiling and physical violence.** For example, one respondent [reported](#) the following *profiling* incident:

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Reports by Encounter Type

profiled	50
physically attacked	35
helped	27
harassed	26
wrongly accused	22
neglected	21
disrespected	19
a witness to misconduct	15
treated badly	15
treated well	10
bullied	2
detained	2
other negative encounter	2
protected	2
treated just ok	2
other positive encounter	1
unspecified grouping	1

2. **Black and Latinx respondents who reported having recent police contact were more likely to report experiencing a negative encounter with police than white respondents.**

Good/Bad Encounter Type by Race

		Black	Latinx	API	White	Multiracial	Other	Unknown
Oakland PD	Bad Encounter	79% 46 reports	88% 15 reports	56% 5 reports	59% 29 reports	95% 18 reports	67% 2 reports	78% 18 reports
	Good Encounter	16% 9 reports	12% 2 reports	33% 3 reports	22% 11 reports		33% 1 reports	17% 4 reports
	Other/Witness	5% 3 reports		11% 1 reports	18% 9 reports	5% 1 reports		4% 1 reports
Other/ Unknown Dept in Oakland	Bad Encounter	95% 18 reports	100% 4 reports	83% 5 reports	58% 11 reports	75% 3 reports		91% 20 reports
	Good Encounter	5% 1 reports		17% 1 reports	32% 6 reports	25% 1 reports		5% 1 reports
	Other/Witness				11% 2 reports			5% 1 reports

Supplement: Sample reports from Oakland residents

Profiled

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Physically attacked

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Protests

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Police should not have been involved

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Redacted as mandated by Penal Code Sections 832.7 & 832.8

Training

Redacted as mandated by Penal Code Sections 832.7 & 832.8