

FLOW

The first 9-10 pages is the TEMPLATE

The REPORT begins around PAGE 12.

Then the REPORT is in SECTIONS

PART ONE – INTRODUCTION TO CITY WIDE SURVEY

PART TWO – REDUCE

PART THREE – IMPROVE

PART FOUR – REINVEST

for boona's presentation, Monday, January 24, 2022

DRAFT DRAFT DRAFT DRAFT DRAFT

CHECK IN ..progress of tasks

Reimagining Public Safety for Berkeley

**Developing Berkeley's "Holistic, Equitable,
Community-Centered Safety Model"**

– Nathan and boona (Chair and Vice-Chair)..i think the letter goes from the
TASKFORCE ALL SIGNATURES

IN process

Introduction – Nathan and Alecia In process

The RPSTF webpage has the Berkeley City Council info that may be of interest by Mayor and Councilmembers on reimagining legislation, etc. CCM Ben Bartlett has many quotes from Council items he submitted. He authored Safety for All. Mayor & CCM Robinson co-sponsored. Here is webpage link for reference: Info below is also from this webpage.

Link: <https://www.cityofberkeley.info/RIPST.aspx> (scroll way down before RPTSF agendas)

Reimagining Public Safety for Berkeley:

Question from boona: how much of this do we want to include?

Why and how did the Berkeley City Council mandate reimagining public safety for our city?

1. **Berkeley City Council's** Safety for All: The George Floyd Community Safety Act and then BCC's Omnibus Package of referrals, resolutions, and directions, 7/14/20, see RPSTF website. Example quote from Councilmember Bartlett's BCC Item, 6/16/20:

“In all 50 states and more than 145 cities, Americans are calling to end police violence and brutality, to legitimize police accountability, and to transform the police system to protect the safety of communities and people of color. Police violence and brutality led to the death of a 46-year-old Black man George Floyd and the murders of other Black people, igniting a flame that has been brewing for a long time. These events of police violence gave rise to a wave of demonstrations and demands for change, including many in the City of Berkeley.”

2. **BCC legislation** describing people/communities for reimagining public safety in Berkeley:

“every willing community member in Berkeley, centering the voices of Black people, Native American. people, people of color, immigrants, LGBTQ+ people, victims of harm, and other stakeholders who have been historically marginalized or under-served by our present system”

3. Center for Policing Equity Study on racial disparities in officer-initiated vehicle and pedestrian stops in Berkeley, 2018 (evaluated race for Black, Hispanic, Asian, white, other), also covers racial disparities in use of force (attached)

4. City of Berkeley Health Report re: equity, disparities, social determinants of health, 2018 (attached)

5. **Berkeley City Council legislation** for hiring consultant:

“Engaging a qualified firm(s) or individual(s) to lead a robust, inclusive, and transparent community engagement process with the goal of achieving a new and transformative model of positive, equitable and community-centered safety for Berkeley.”

6. **Berkeley City Council legislation** for establishing RPSTF and its mandate, as well as composition of the 17-member body:

“provide input to & make recommendations to NICJR and city staff on a set of recommended programs, structures and initiatives to outline a new, community-centered safety paradigm as a foundation for deep and lasting change, grounded in the principles of Reduce, Improve and Reinvest by NICJR—considering, among other things:

A. The social determinants of health and changes required to deliver a holistic approach to community-centered safety;

B. Defining an appropriate response to calls-for-service, including size, scope of operation, powers/duties of a well-trained police force

C. Limiting militarized weaponry and equipment; and

D. Identifying alternatives to policing and enforcement and replace these, to the greatest extent possible, with educational, community serving, restorative & other positive programs, policies and systems.”

DONE in edit

For reimagining public safety that is tailored to Berkeley's diverse and vulnerable communities, particularly to provide "holistic, equitable and community-centered safety"

City Wide survey?...Task force response...to be written by? boona

- Black, Latinx, Youth, Formerly Incarcerated Listening Sessions by Bright Research
- Latinx listening session
- Gender Equity Subcommittee & domestic violence listening session
- People with Mental Health Challenges (PEERS) listening session
- LGBTQIA+ listening session
- Other Berkeley sources for demographic and related groups
- Geographical districts

Berkeley City Council to NICJR:

- "Create plans and protocols for calls for service to be routed and assigned to alternative preferred responding entities and consider placing dispatch in the Fire Department or elsewhere outside the Police Department."

Berkeley City Council to RPSTF:

- "Defining an appropriate response for calls-for-service including size, scope of operation and powers and duties of a well-trained police force."

911 and Non-911 Call Processing & Dispatch System - Margaret -

Analyzing Recommendations using an Equity Approach and Framework

- Studies re: very low number of calls for service are criminal, violent
- Studies: substantial adverse outcomes and harms from police response to communities of color, LGBTQIA+, people with disabilities, young, etc.
- Studies re: 911 and equity showing diverse and vulnerable communities not calling 911 and/or where disparate treatment/services by 911
- Berkeley community engagement research on 911 re: who does not call 911, trauma resulting from policing response
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- NICJR Calls for Service Analysis
- Analysis tied to reducing policing, improving well-being, equity, SDOH, community-safety model
- City Auditor Recommendations
- Analysis re: NICJR Recommendation for CERN Call Types, Tiered Dispatch
- Task Force Recommendations on Call Types, Tiered Dispatch
- Role of City of Berkeley Fire Department Public Safety Consultant, contract
- Liability issues and litigation outcomes - settlements from police use of force

Additional Perspectives on 911 and non-911 Call Processing and Dispatch

Reduce Policing: Civilian Community Responder Program (CERN) –WHO IS DOING THIS SECTIPOMN take this one?

- Community Responder Model by Center for American Progress & Law Enforcement Action Partnership, 2020 (attached)
- Localities with alternative hotlines and community responder programs
- Analysis re: homelessness and call types for services
- NICJR Recommendation: Implementation of CERN Model
- NICJR Recommendation: Contracting local CBOs for Tier 1 of CERN
- NICJR Recommendation: Evaluating CERN
- Analysis tied to reducing policing, improving well-being, equity, SDOH, overall community-safety model
- Fiscal Impacts & Cost Savings from using alternative responder v. police
- Liability issues
- Task Force Recommendations

Reducing Policing: Limit Policing to Crime and Violence & Reducing BPD Budget by 50% ??????????????

Dan, Alecia, Nathan

**Analysis re: Reducing Policing, Improving Police Department per NICJR
Recommendations:**

- NICJR Recommendation: Officer Layoff
- NICJR Recommendation: BPD become Highly Accountable Learning Org
- NICJR Recommendation: Expand Personnel & Training Bureau or Create Quality Assurance and Training Bureau
- NICJR Recommendation: BPD Transfer 5 officers from patrol division and
2 civilian staff into personnel and training bureau
- NICJR Recommendation: BPD provide semi-annual reports to the public
- NICJR Recommendation: Develop a Bay Area Progress Police Academy
- NICJR Recommendation: Increase Diversity of BPD Leadership
- Task Force Recommendations

- Task Force Analysis – tie to equity, disparity, social determinants of health and well-being

REINVEST- New Initiatives Recommended by NICJR - boona

- NICJR Recommendation: Launch a Guaranteed Income **Done** Program...done sonja goes here
- NICJR Recommendation: Launch Community Beautification Employment Program JANNY employment stuff goes here...done
- NICJR Recommendation: Increase Funding for CBOs...inprogress
- NICJR appendices of suggested alternative programs and services in appendices
- Task Force Analysis, including how tied to equity and improving social determinants of health and well-being in Berkeley with diverse and vulnerable communities?

Analysis: Reinvest/Invest: Task Force Recommendations (includes BCC recommendations):

- Create an annual or bi-annual Gun Buy Back Event/Program - **Hector**
- Increase language access to all city-related meetings such as, but not limited to, commissions, taskforces, Berkeley City Council, budget process - **Hector**
- Gun violence prevention and restorative justice programs - **Hector**
- Domestic violence – adopt recommendations from Gender Equity Subcommittee and listening session
- **Housing and homeless programs – propose plan for directing funds saved from police budget to a pilot housing program and/or job training program - boona**
RESPITE?????? WHAT ELSE?????
- Food Security;
- Public health, mental health & substance use services – adopt recommendations from PEERS listening session, community engagement research, summer 2020 - **Margaret**

· LGBTQIA+ - adopt recommendations from LGBTQIA+ listening session - Margaret

- Youth programs
- Creation of new city jobs.....boona
- Healthcare;
- Expanded partnerships with community organizations

Task Force Recommendation: Invest - Office of Equity and Community Development for the City of Berkeley

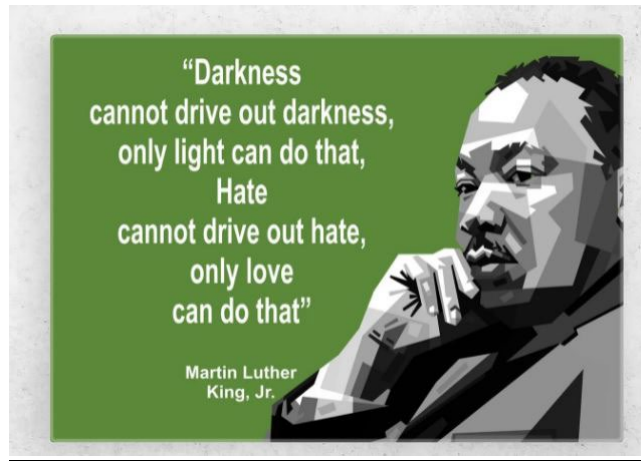
Research, Analysis and Accountability tailored to diverse Berkeley communities

- Overseen by Deputy City Manager (planning, HHCS, public works)
- Reports to Mayor and Berkeley City Council
- Communities: Black, Latinx, AAPI, gender, LGBTQIA+, people with physical and mental disabilities, young, seniors, other communities under reimaging public safety legislation, people with multiple identities
- Programs focused on new community safety model and healing, trust, collaboration, transparency, including co-created with communities harmed by policing
- Apply and employ Berkeley's Community Engagement research to clearly identify policing harms and how they impact groups
- Ensure ongoing 911 and non-911 data analysis for equitable call taking, handling, processing, dispatch to diverse communities and coordination for best response among police, fire, EMT, behavioral health, alternative community responders
- Conduct fiscal and program evaluation/accountability

- Use broad set of indicators of well-being focused on improving life conditions and circumstances: safe water, sanitation, food security, housing, utilities, reliable Internet and technology, education, living wage, green spaces and shade, crime free neighborhoods
- Measure correlations and relationship between policing and well-being indicators to assess equity, social determinants of health, inclusion of diverse communities. City budget – equitable allocation of city resources

END OF TEMPLATE END OF TEMPLATE END OF TEMPLATE

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Reimagining Public Safety Task Force

Berkeley, Ca

March 2020

On behalf of the Task Force Members thank the City of Berkeley Office of the Mayor and the Berkeley City council for giving us the opportunity to bla...to be written paragraphs,

List of members.

Community Engagement

Full docs are located in the addendum

Findings—Community Ideas and Alternative Responses.....ONLY LIST Recommendations INCLUDE GENDER VIOLENCE HERE??????.....VOTE

Management section on city wide survey is located at the end

Citywide Survey

- *Black, Latinx, Youth, Formerly Incarcerated Listening Sessions by Bright Research*
- *Latinx listening session*
- *Gender Equity Subcommittee & domestic violence listening session*
- *People with Mental Health Challenges (PEERS) listening session*
- *LGBTQIA+ listening session*
- *Other Berkeley sources for demographic and related groups*
- *Geographical districts*

Bright Research Group (BRG) facilitated a series of focus groups to gather community perspectives on the current state of public safety, the role of the Berkeley Police Department (BPD), and the future of public safety in collaboration with the National Institute for Criminal Justice Reform. The research aimed to gather community insights from those most impacted by disparate policing and was guided by the following research questions

- How do community members view public safety in Berkeley?
- How safe do they feel in Berkeley, and what are their most pressing public-safety priorities?
- What ideas does the community have when it comes to reimagining public safety?
- How should public safety issues be addressed and by whom?
- How do community members experience and view the BPD?

- How does the BPD currently operate in communities, and what role should they play in future public safety efforts?

Key Recommendations

- Expand the city's definition of public safety to include community health and equity
- Prioritize long-term investments in housing, mental health care, and drug treatment for homeless residents
- Increase investments in community-based and peer-led crime prevention programs
- Create 24-hour street teams to provide medical and mental health care in communities
- Invest in community-based drop-in centers
- Train community peacekeepers and create community safety patrols
- Hire local Black social workers, mental health clinicians, and traffic-enforcement staff to support equitable interactions between Black residents and any new public safety programs
- Streamline the role of the police to focus on violence prevention and intervention and responses to emergency calls for service
- Increase transparency and accountability of the BPD regarding racially disparate policing
- Increase opportunities for positive police engagement with Black and Latin community members and youth
- Identify opportunities to partner with impacted communities on reimagining public safety strategies
- Prioritize the representation of Black, Latin, youth, and criminal-justice-impacted individuals, as well as people who've experienced homelessness, in city leadership, police-department staffing, and committee appointments

Community Survey – Latin Respondents – Key Recommendations

- Prioritize clean-up of streets and public parks
- Install additional lighting in neighborhoods
- Increase traffic control, create car free zones and areas where speed limits are reduced
- Focus on long-term planning to address homelessness
- Identify early intervention and prevention strategies to prevent mental health crisis and substance abuse issues
- Increase police visibility via walking and bicycle patrols Prioritize increased safety
- Focus on homelessness and housing crisis Implement long-term solutions Increase community policing
- Reduce police response times to calls for service

- Expand community policing initiatives and increase opportunities for positive engagement between the police and communities
- Address racial profiling and aggressive police encounters by the BPD with cultural competency, anti-bias, and de-escalation trainings and deepened relationships between the police and communities of color

PEERS Listening Session for People Living with Mental Health Challenges
Key Recommendations

- Include PEERS in Developing Mental Health Responses
- sufficiently Fund & Support Respite Centers
- Have a Reconciliation Process with People Living with Mental Health Challenges and Police
- Clarify the Risk Assessment by Call Takers, Dispatchers, and Police for Mental Health
- Improve De-Escalation Training for Police & Offer Public Education on Mental Health
- Account for Overlapping Systems of Care for People Living with Mental Health Challenges
- explore the types of human behaviors that meet the 5150 standards and/or constitute criminal behavior, as opposed to other behaviors that may not fall within social norms but do not pose a threat to the public to inform mental health crisis response.

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- **Berkeley Citywide Survey Findings**

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- During 2021, the commissioned consultant in collaboration with the Reimagining Public Safety Task Force developed a Berkeley citywide survey in order to gather qualitative data about public safety, including how people may or may not use 911 services. The citywide survey findings showed overall that respondents are less likely to call 911 during emergencies related to mental health or substance use crisis (57.9%) in comparison to an emergency not involving mental health or substance use (86.2%). Further these findings showed that substantially more Black respondents indicated extreme reluctance to call 911 as compared with other groups.

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- Additionally, the citywide survey showed that across all respondents, 65.9% indicated a preference for trained mental health providers to respond to mental health and substance use emergencies “with support from police when needed” and 14.9% indicated a preference “with no police

involvement at all.” In total, 80.8% of respondents indicated a preference for trained mental health providers to respond to calls related to mental health and substance use. See also Research Development Associations Final Report and Recommendations, p. 5.

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- **People with Mental Health Challenges Listening Session**
-
- The PEERS listening session participants primarily they expressed their fears, based on lived experiences, interacting with police during a mental health crisis in the community, and how a policing response generally had a negative impact on their ability to feel “safe” in Berkeley. During the community engagement listening session, people living with mental health challenges discussed four main themes about their perceptions and experiences with police during mental health crises: 1) feeling stigmatized as “public safety threats” by officers, 2) feeling that officer felt uneasy about connecting with them during a crisis, 3) the role of de-escalation if any, and 4) feeling traumatized or re-traumatized by police during a mental health crisis.
-
- Participants discussed their experiences interacting with officers. One participant commented that Berkeley police are “not ready to deal with people who are upset with emotional disturbances,” and that people in crisis “don’t need violence when people are angry” to resolve their crisis. Another participant felt the police “get scared of mental health” and said they “need to not be afraid of people, people who are eccentric.” In addition, another participant expressed concern that “some cops [do] not feel safe...don’t speak a whole lot.” She commented about feeling “really uneasy” when you need “someone to talk more, like hostage negotiator, convey sort of friendship and comradery.” She discussed seeing someone “high energy, manic, talking real fast, as an opportunity for person in the crisis to grow rather than shut down with drugs, incarceration, hospitalization,” and stated, “we need to learn, develop a field of knowledge of people in altered states.”
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- This participant further underscored that police officers “use major tool like [a] gun and bullets; something startles them, go for the gun.” The point was

further underscored by another participant, who stated based on their experience with police, “that it is always with guns; it’s a threat, always a threat of violence out there, police come with their guns,” and that we are “much better served with people not heavily armed, I don’t know how, I think the conversation and non-violent tactics.”

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- One participant stated that “many people have negative feelings on police” and when they see police “it can be triggering, it can be negative, not friendly, open.” Another participant “witnessed police in action in Berkeley,” and said they did not want police on mental health calls, as they were traumatized to the point of seeing police in a “whole different light.” Yet another participant stated that “So many of us have been harmed when we are treated when we are in crisis.”
-
- Participants further talked about how the presence of police could exacerbate the intensity of personal distress and create feelings of extreme terror and instant fear of extinction, as opposed to creating ones of emotional “safety.” While the participant did not describe the basis for officers’ arriving at the scene, he described his feelings about a police response by stating “it is multiple police cruisers, you feel like the world out to get you and annihilate you, officers are intimidating, 3-4 cruisers with multiple cops, very, very troubling and high-risk situation.” This feeling of being responded to, instead of being met with, is a sentiment people shared.

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- **LGBTQIA+ or Queer and Trans People Listening Session**
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- Queer and Trans staff members at the Pacific Center for Human Growth participated in a focus group. One staff member who was absent from the focus group participated in a qualitative interview. The Pacific Center is a regional nonprofit providing public mental health and substance use services to Alameda County, including serving Berkeley people. The focus group highlighted the critical need to have a nuanced understanding about how Queer and Trans people, particularly those Queer and Trans people of color, describe their lived experiences with policing and crisis response.
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- The Pacific Center staff members discussed the role of police and how there may be psychological impacts as a result of the mere presence of police, and/or further escalation of a crisis due to the presence or role of the police. One staff member discussed the trauma as: “I think of families, [a police presence is] traumatic for everyone, police show up, it makes a huge scene for the neighborhood, flashing lights, and then having to unpack it with families, clients....”
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- Another staff member, who was very explicit about their feelings about the police, said: “I stay away from the Berkeley Police Department and advise young people to do the same. The Berkeley Police Department are not my friends, they are not people who I trust as an entity, and not people I say should be called for help. There are difficult situations in which there is a Queer Black Femme Cis Woman and warm violence, but the person does not want to call the police. Every single interaction will not lead to hot violence, but we know statistically that Queer Trans BIPOC people with mental health issues, who are disabled or developmentally challenged, are far more likely to experience violence, be harmed and be killed.”
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- Moreover, the Pacific Center staff brought up the importance of intersectionality when talking about police response, and additional identity markers that statistically place QTBIPOC people at risk—which is different from factors based solely on race and ethnicity and reflects non-binary gender identity and expression and non-heterosexual orientation. Staff members indicated that the role of police should support services to the community, especially LGBTQIA+ police officers supporting LGBTQIA+ community members.
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- **Berkeley’s Community Engagement Research: Diverse Groups Had Challenges Interacting with Police; Some Avoided or Did Not Call 911 Emergency Services**
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- At the same time, the community engagement research from the citywide survey for Berkeley in 2021 and the Berkeley focus groups and listening sessions with diverse and/or vulnerable individuals and communities, along

with scholarship, deeply underscore the need for diverting 911 and non-911 calls towards well-being services and away from policing whenever possible, particularly for mental health, substance use, and homelessness calls for service.

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- **Black, Latinx, Low-Income People Focus Groups—including Those with Housing Challenges, Food Insecurity and Former Incarceration**
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- While these focus groups did not expressly address experiences with 911 emergency services, it is noteworthy that the participants stated that they do not look to the BPD for protection and instead feel targeted and unsafe when in their presence. They attributed it to racism and classism. They asserted that the city leadership is further complacent in the BPD's racism and allows racial profiling and the harassment of Black, brown, and low-income residents to go on unchecked in the city. Many long-time Black participants described an increasingly aggressive style of policing and militarization in recent years that stands in sharp contrast to the friendlier community policing style they experienced while growing up in Berkeley.
-
- Black men, women, and youth who participated in the focus groups further shared recent personal experiences of being racially profiled and stopped by the BPD and expressed feelings of anger about their experiences. Similarly, individuals struggling with housing insecurity reported being targeted by the police due to their race and income level. Two Latin students explained that they and their friends are often stopped on and near the campus by both the campus police and the BPD because they do not fit the profile of the average UC Berkeley student. In addition, the youth who participated in the focus group said they'd witnessed the police harassing homeless people and immigrants working as street vendors. In response, the Black, housing insecure, student, and youth participants attempt to avoid the police whenever possible. Please kindly note that these focus groups were conducted by Bright Research Group as a sub-contractor of the commissioned consultant. Bright Research Group aggregated the qualitative data from the focus groups in presenting its findings and recommendations.

Developing Berkeley's "Holistic, Equitable, Community-Centered Safety Model"

Executive Summary (1-2 pages) – Nathan and boona (Chair and Vice-Chair)

Introduction – Nathan and Alecia

waiting....

The RPSTF webpage has the Berkeley City Council info that may be of interest by Mayor and Councilmembers on reimagining legislation, etc. CCM Ben Bartlett has many quotes from Council items he submitted. He authored Safety for All. Mayor & CCM Robinson co-sponsored. Here is webpage link for reference: Info below is also from this webpage.

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History of legislation - ??

Reimagining Public Safety for Berkeley:

Why and how did the Berkeley City Council mandate reimagining public safety for our city?

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REDUCE

Margaret's section for REDUCE is in purple at the end of this section

To achieve the goal of a smaller law enforcement footprint and to reallocate a portion of the BPD budget towards more community supports, NICJR recommends the following measures:

1. NICJR recommends the establishment of a Tiered Dispatch/CERN Pilot Program, focused on a subset of the Tier 1 call types that can be used in the pilot phase in order to work out logistical and practical challenges prior to scaling up the program

Task Force Response: More Analysis Needed

2. NICJR recommends contracting with local Community Based Organizations (CBOs) who are best prepared to successfully navigate and leverage local resources, services, and supports, to respond to the pilot Tier 1 calls...

Task Force Response: More Analysis Needed

DOES NOT RECOMMEND Officer Layoffs - Reject

End Pretextual stops - Reject

Berk DOT - Conditional Approval

· “Pursue the creation of a Berkeley Department of Transportation to ensure a racial justice lens in traffic enforcement and the development of transportation policy, programs and infrastructure, and identify and implement approaches to reduce and/or eliminate the practice of pretextual stops based on minor traffic violations.”

Task Force Analysis: Officer-Initiated Traffic and Pedestrian Stops & NICJR Recommendations

1. Center for Policing Equity study re: racial bias & disparities
2. City Auditor's Data Analysis of Police Response & Recommendations, pp. 27-42
3. Community Engagement Research re: ppl feeling surveilled, not belonging
while walking in Berkeley etc—communities of color, LGBTQIA+
4. NICJR Recommendation re: end pre-text stops and others
5. NICJR Recommendations re: creation of BerkDOT
6. NICJR Recommendation: traffic call types are part of CERN
7. Task Force Recommendation: allocating sufficient funds for BerkDOT
8. Task Force Recommendation: decriminalize laws
9. Task Force Analysis tying to equity, disparity, social determinants of health and well-being, etc.

Ask Liza if the big report should go as an addendum.

Reduce Policing: Addressing Officer-Initiated Traffic & People Stops & BerkDOT – Liza, Nathan

Berkeley City Council to NICJR:

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Reducing Policing: 911 and non-911 Call Processing and Dispatching for Berkeley

Berkeley City Council to NICJR:

- “Create plans and protocols for calls for service to be routed and assigned to alternative preferred responding entities and consider placing dispatch in the Fire Department or elsewhere outside the Police Department.”

Findings—Community Ideas and Alternative Responses.....ONLY LIST

Recommmendations INCLUDE GENDER VIOLENCE HERE??????.....VOTE

A great deal of repetition.

Berkeley City Council to RPSTF:

- “Defining an appropriate response for calls-for-service including size, scope of operation and powers and duties of a well-trained police force.”

911 and Non-911 Call Processing & Dispatch System - Margaret

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- Task Force Recommendations

Reducing Policing: Limit Policing to Crime and Violence & Reducing BPD Budget by 50%

Dan, Alecia, Nathan

Analysis re: Reducing Policing, Improving Police Department per NICJR Recommendations:

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REDUCE

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Task Force Response: More Analysis Needed

From Margaret 1/23/21 (HIGHLIGHTED IN PURPLE)

Reduce Recommendation: Implement the City Auditor's and Related Recommendations from the Data Analysis of Police Response dated July 2, 2021 for Equitable Call Taking & Dispatch

To equitably improve 911 and non-911 call taking and dispatch by implementing the following (expanded at the end of this section):

1. creating clear mechanisms for identifying mental health, substance use, and homelessness call types among all calls for service;
2. following standardized language for entering their narrative descriptions;

3. consistently using disposition codes where needed and creating one for homelessness;
4. recording all mobile crisis requests;
5. creating quality assurance standards for mental health, substance use, and homelessness calls and dispatch;
6. analyzing all mental health and homelessness calls for service, and begin analyzing all substance use calls for service; and
7. overall diverting calls towards a well-being orientation and services and away from policing response whenever possible.

Table of Contents:

1. Introduction to 911 Emergency Services—It’s “Little Known, Racist History”
2. Introduction to City of Berkeley’s Public Communications Center
3. Reimagining Public Safety Directive from Berkeley City Council for 911 Analysis
4. City of Berkeley’s Public Communications Center & 911 Professionals’ Duties
5. Calls for Service Analysis to Equitably Reduce Policing & Improve Well-Being
6. Berkeley Community Engagement Research: Diverse Groups and Challenges Interacting with Police; Some Avoid or Did Not Call 911 Emergency Services
7. Reduce Recommendations for 911 and non-911 Call Processing & Dispatch

8. Reduce Recommendation to Develop Berkeley Police Department Behavioral Health General Order that Emphasizes Diversion Away from Policing Whenever Possible

- a. Current BPD General Orders
- b. CIT—Crisis Intervention Training General Order
- c. Mentally Disordered Persons General Order
- d. Intoxication General Orders

9. Investment Recommendation to Establish Crisis Stabilization Center for Berkeley

Introduction to 911 Emergency Communications—“The Little Known, Racist History of the 911 Emergency Call System”

[to be added: The 911 system we have today was created in response to the 1967 civil rights protests. See Katrina Feldkamp and S. Rebecca Neusteter, “The Little Known, Racist History of the 911 Emergency Call System.”

<https://inthesetimes.com/article/911-emergency-service-racist-history-civil-rights>

Rebecca Neusteter is a first author for the renowned Vera Institute studies on 911 call processing and dispatching. Katrina Feldkamp is an archivist and attorney.

Introduction to the City of Berkeley’s Public Communications Center

The City of Berkeley has a Public Communications Center that is staffed by 911 professionals, managed under police leadership, and located in the Berkeley Police Department. In Berkeley, these professionals include call takers and dispatchers. In recognizing the importance of our 911 professionals, it is noteworthy that there are national and international associations such as the National Emergency Number Association (NENA) and the Association of Public Safety Communications Officials (APCO International, est. 1935), including for providing individual certifications and organizational accreditation.

Reimagining Public Safety Directive from Berkeley City Council for 911 Analysis

As one of the fundamental components of the Reimagining Public Safety Initiative, the Berkeley City Council directed the elected City Auditor to perform an analysis of the 911 and non-911 calls for service and police responses for Berkeley. The City of Berkeley further directed the commissioned consultant, the National Institute for Criminal Justice Reform, to analyze these calls for service in its contract for reimagining public safety for Berkeley. The City Auditor and the commissioned consultant, National Institute of Criminal Justice Reform, analyzed the Berkeley Police Department's computer aided dispatch (CAD) data reflecting the City of Berkeley's 911 and non-911 calls for service from 2015-2019.

City of Berkeley's Public Communications Center & 911 Professionals' Duties

Per the City Auditor's report, the 911 professionals—call takers and dispatchers—answer emergency and non-emergency calls and dispatch police officers to events; they also accept and process inbound 911 and administrative calls for police, fire, and medical services in the City of Berkeley (Auditor, 2021; 8). The City of Berkeley's call takers further input call information into the Computer Aided Dispatch (CAD) systems and transfer the information to fire and police dispatch staff (Ibid.). Dispatchers coordinate all police-related calls requiring a response from law enforcement and enter all officer-initiated incidents into CAD such as pedestrian and traffic stops; they maintain radio contact with field staff as well (Ibid.).

Calls For Service Analysis to Equitably Reduce Policing and Improve Well-Being

For purposes of reimagining public safety, there must be an approach to analyzing 911 and non-911 and non-911 calls for service that results in reducing reliance on policing and equitably improving well-being for diverse and vulnerable communities who need emergency and non-emergency services: Black, Latinx, AAPI, immigrant, LGBTQIA+, people with disabilities, young, seniors, unhoused, formerly incarcerated and people with multiple identities. It is noted the City Auditor and the commissioned consultant did not analyze the CAD data by demographic populations or geographic areas such as zip codes or council districts.

However, the City Auditor's CAD data analysis assessed the available CAD data about the number of events that related to mental health and homelessness in Berkeley from 2015-2019. This 911 analysis is important for potentially reducing reliance on policing to meet the needs of diverse and vulnerable people experiencing distress in the community in an equitable manner that improves well-being in the field, although it is recommended to further include a substance use component.

- Specifically, the City Auditor's analysis identified 42,427 unduplicated events with a mental health component, or 12 percent of all events from (Auditor, 2021, 55). This analysis also identified 21,683 events involving homelessness, which represent 6.2 percent of all events during the same time period (Auditor, 2021; 57). While the data analysis reported that these events are "significantly undercounted" as the Berkeley Police Department does not identify all calls related to mental health and homelessness (Auditor, 2021; 53-54).

- The commissioned consultant, on the other hand, analyzed 911 and non-911 calls for service by dividing call types into penal and non-penal categories in order to recommend 10 call types for non-police or civilian first responders

(NICJR, 2021; ___). Eight of these 10 call types recommending by this consultant appear to include administrative duties that BerkDOT or another municipal government agency may address: abandoned vehicle, found property, inoperable vehicle, lost property, non-injury accident, vehicles blocking driveway, vehicles blocking sidewalks, vehicle double parking. Further the other call types such as disturbance and suspicious circumstance can be cross-referenced to the top 10 call types identified by the City Auditor with a mental health and homelessness component.

Moreover, the City Auditor's Data Analysis identified areas for improvement in call taking and dispatch for entering CAD data into the system. As it stands, call takers are trained to assign call types for the primary reason for the call, and currently they only have call types such as "suicide attempt" and "5150" as primary call type for someone experiencing a mental health crisis in the community (Auditor, 2021; 53). Further if the event involves a potential crime, dispatchers will always log it using a corresponding crime code and not a mental health call type (Ibid.). Thus, if a police officer arrives at the scene and there is no crime in progress, then the information may not reflect a mental health issue and moreover, may be assigned to another general call type such as welfare check or person down (Auditor, 2021; 53-54).

Moreover, the narrative descriptions entered by call takers and dispatchers, and the disposition codes used to reflect the actual event, do not necessarily capture a mental health or homelessness issue (Auditor, 2021; 54). The City Auditor's research reflected that out of 28,959 events with a mental health term, only 23 percent assigned to a mental health disposition code and showed officers further do not use disposition codes consistently (Ibid.). Additionally, the CAD system does not have a disposition code that indicates an event where an individual is experiencing homelessness (Ibid.).

Specific Recommendations for Equitably Improving Calls Taking & Dispatch

At this stage the 911 call processing and dispatching research on mental health and homelessness offers the most direct approach to reducing reliance on policing and improving well-being for our most diverse and vulnerable communities. Given that alternative hotlines such as the national 988 mental health hotline and alternative non-police responders such as the Specialized Care Unit will soon be options for 911 professionals in Berkeley, we can have keen foresight and effectively plan for these changes by implementing these recommendations:

1. To identify all calls for service that have an apparent mental health, substance use, and homelessness component in a manner that protects the privacy rights of individuals involved (Auditor, 2021; 5—substance use added);
2. To create clear mechanisms for identifying mental health, substance use, and homelessness call types and to use them consistently during 911 call processing and dispatching including when they are not the primary reason for the call;
3. To consistently follow standardized language to describe mental health, substance use, and homelessness-related events in the narrative descriptions for every call;
4. To consistently use disposition codes for mental health events, and to create a disposition code for events that have a homelessness component;
5. To record any requests for a Mobile Crisis Team from the Division of Mental Health regardless if this team responds to an event.

Reduce Recommendation: Implement a Behavioral Health General Order for the Berkeley Police Department that Emphasizes Diversion Away from Policing Whenever Possible

· To develop a Behavioral Health General Order that addresses mental health, substance use, and 5150 involuntary holds in one general order that is designed to divert people experiencing a behavioral health crisis towards an appropriate level of care and away from policing, criminal legal processing, and incarceration whenever possible.

There is a need for one Behavioral Health General Order that addresses behavioral health—both mental health and/or substance use—for people experiencing distress in the community, including partly to address 5150 involuntary commitments. For purposes of reducing policing and improving well-being, the aim of this Behavioral Health General Order is de-escalating a behavioral health crisis and diverting people towards an appropriate level of care and away from arrest, detainment, criminal case processing, and incarceration whenever possible.

An appropriate level of behavioral health care needs to be trauma- and harm-reduction informed, culturally safe, equitable and inclusive to meet the needs of Berkeley populations: Black, Latinx, AAPI, immigrants, LGBTQIA+ and Queer/Trans, people with disabilities, young, old, formerly incarcerated, historically or currently marginalized—those groups delineated in the Berkeley City Council’s reimagining public safety referrals, resolutions, and directives in the omnibus packaged dated July 14, 2020.

· **Current BPD General Orders: CIT, Mentally Disordered Persons, Intoxication**

Currently the BPD General Orders related to behavioral health are focused on: 1) CIT (Crisis Intervention Training), 2) Mentally Disordered Persons, 3) Intoxicated Persons. Initially it is important to evaluate the language contained in these orders to ensure they do not use stigmatizing language. Moreover, there are a significant number of people who may experience distress resulting from the impacts of both mental illness and substance use, and the general orders need to account for this prevalent reality.

Symptoms can manifest from a mental health condition such as schizophrenia that mirror those from substance use such as methamphetamine. Symptoms of both mental illness and substance use can further manifest simultaneously and they may not be decipherable unless, for instance, the impacts from substance use diminish in intensity over time. Consequently, this reality means evaluating both mental health and substance use issues and conditions or potentially missing key considerations of critical needs for determining an appropriate level of care treatment and diverting people away from criminal case processing and incarceration.

CIT—Crisis Intervention Team General Order

As it stands, the Berkeley Police Department has a "Crisis Intervention Team" General Order that provides four primary objectives for their CIT Program, including de-escalating crises, reducing the necessity for use of force, reducing recidivism, and collaborating with behavioral health providers and consumers to meet these goals. However, this General Order indicates dispatching CIT officers when possible and as an ancillary duty. Thus, it is possible Berkeley police officers may respond to crisis who are not trained to de-escalate mental health crisis and potentially if CIT trained, they may not have received substance use training.

Mentally Disordered Person General Order

The "Mentally Disordered Person" General Order defines a "mentally disordered person" as a "person who is a danger to him-/herself, others, or is gravely disabled as a result of a mental disorder." This General Order is designed to define the state law language under the Welfare and Institutions Code, Sec. 5150, and the legal requirements to implement it, as opposed to providing a Behavioral Health General Order that addresses persons in crisis from the impacts of mental illness and/or substance use and when it rises to the level of a 5150 involuntary hold for purposes of diverting people away from involuntary treatment when possible and only using 5150 holds as a last resort. It is noted that the terms "mentally disordered" may be stigmatizing and that potentially using person experiencing a mental health crisis may improve the language.

Intoxication General Order

The "Intoxication" General Order defines "Intoxicated person" as any person who, by reason or his/her ingestion of an alcoholic beverage and/or drug use, loses the ability to provide for his/her immediate safety and/or welfare needs. In addition, the BPD "Intoxication" General Order states that it is designed to "permit dispositions other than incarceration for intoxicated persons to provide for the welfare of the subject and maintenance of peace."

It is noteworthy that the "Intoxication" General Order discusses "custody" and the basis for detaining a person, but also eligibility for release and non-criminal disposition, and sets forth options for police officers such as driving the "intoxicated" person home if not subject to physical arrest and booking. Generally, this "Intoxication" General Order appears to be framed more in terms of meeting

safety and welfare needs and diversion from punitive measures such as criminal case processing and incarceration.

Overall the BPD CIT General Order uses a de-escalation approach for people in a mental health crisis, while the BPD "Mentally Disordered Person" General Order for 5150 involuntary holds states that it is designed to "establish policy and procedure for the custody and transportation of mentally disordered persons to designated treatment facilities, and other processes." It does not provide for persons who do not meet the 5150 standard and diverting them to an appropriate level of care and not criminal case processing and incarceration. It is also framed in terms of people experiencing mental illness as generally dangerous, and not necessarily as vulnerable individuals deserving of treatment and services. Thus, an overarching, comprehensive Berkeley Police Department Behavioral Health General Order would potentially provide for streamlining the current orders and diverting as many people as possible away from policing and towards well-being services in the community.

6. To divert mental health, substance use, and homelessness calls towards a response designed to deliver a well-being orientation and services and avoid punitive measures resulting from policing, criminal legal, and incarcerations involvement whenever possible;

7. To establish quality assurance standards and metrics for success to create and measure clear, consistent use of call types, narrative descriptions, and disposition code for mental health, substance use, and homelessness;

8. To expand the current calls for service data available on the City's Open Data Portal to include all call types and data fields (Auditor's Report, 2021; 5).

IMPROVE

This section focuses on how BPD and the public safety system in Berkeley can improve its quality, increase its accountability, and become more transparent. NICJR recommends the following improvement strategies:

This memo suggests specific recommendations RIPSTF can make to the “Improve” section of its Report to Council. A version of this memo will also be sent to the NICJR for their consideration.

The scope of this memo focuses on three subject areas:

1. Fair and Impartial Policing
2. Strengthening the Police Accountability Board
3. Saturation policing versus evidence-based constitutional policing

The Task Force’s outline, and the NICJR draft report, make mention of racial disparities. NICJR makes a brief mention of the PAB. Neither discuss policing strategies especially the crime suppression unit, other than to affirm the move of low-risk and non-criminal matters away from the BPD sphere.

I offer the following points for the Task Force’s consideration.

1. **Fair and Impartial Policing:** In February 2021, the City Council adopted the Fair and Impartial Policing platform recommended by the mayor’s working group, and referred it to the City Manager for implementation, with a consultative/oversight role given to the PAB, which came into existence on July 1, 2021.

The platform had significant overlap with the Reimagining initiative in areas such as reducing the police footprint, BerkDOT, and de-emphasizing stops for low-level, non-criminal, and especially vehicle infractions.

Racial disparities in police stops, searches, outcomes (enforcement yield) and use of force were the impetus for the formation of the working group in 2018-2019. This is also the area where the F&I platform made its distinctive contribution.

The core element of the platform addressing discriminatory stops is the Early Intervention System (EIS), which has been shown in neighboring cities to reduce racial disparities in police encounters.

While the BPD has a provision for an Early Warning System (EWS), the EIS will be an important departure in two ways. Firstly, it may be triggered by a statistical indication of racially disparate policing. Secondly, the goal is not only to locate, assist, and correct outlier officers, but to investigate, understand and address departmental problems giving rise to systemic disparities.

The Task Force expresses its concern about the slow pace of implementing the Council's F&I program. The program was mandated almost a year ago, and the elements of the EIS were elaborated over three years ago, in late 2017, by the Police Review Commission. The BPD has drafted an amended EWS/EIS policy, but has not shared it with the PAB oversight body, the F&I working group, or members of the City Council, though it has shared it with the police association, which represents the officers conducting the disparate stops.

Some of the important elements of the EIS program passed by Council include:

- b. Analyze data to determine whether racial disparities are generalized across the force or are concentrated in a smaller subset of outlier officers or squads/groups of officers.
- c. Where disparities are concentrated in an individual or a group of officers, with no race-neutral legitimate evidence for this behavior in specific cases, initiate an investigation to determine the cause for the disparity.
- c. The goal of this process is to achieve trust and better community relations between the department as a whole and all the people in Berkeley. Formal discipline is always a last resort unless there are violations of Department General Orders, in which case this becomes an IAB matter.
- f. An outside observer from the PAB shall sit in on the risk management and/or EIS program.

The Task Force strongly recommends that the *City administration take more seriously the implementation of the Council's F&I platform.*

Notwithstanding the explanations by the authorities for their delay, including the pandemic, staff vacancies, and a rise in some categories of crime, in the six plus years since BPD's racial disparities came to light, the disparities in stops remain as high as ever.

The number of Black and white civilians stopped by police is roughly the same, and given the demographic disparity between the two groups, there is a seven to one disparity in a Black person's odds of being stopped by Berkeley police compared to a white person's, with the attendant legal, physical, psychological, and financial costs that entails. And the chances of a Black civilian who is stopped receiving no enforcement is 25% higher than a white civilian, meaning that many more Black people are stopped for no legitimate reason.

Fairness and impartiality is not optional for the police, one among many priorities, or something they'll do when they get around to it. The issue of racial disparities is clearly documented. The methods to address it has been laid out. The government has mandated implementation. After years of delay, the legitimacy of the public safety system is being undermined at a cost to the whole city.

Specific recommendations:

- Bring PAB representation into the EIS planning sessions.
- Clarify the plan for establishing and operating the EIS, including its use as a tool to investigate the reasons for the stubborn, systemic persistence of racial disparities in the BPD.
- Set a timeline for implementation.
- Report findings and outcomes to the PAB and the Council.

2. **Police Accountability Board and Director:** There is no mention of the PAB or Director in the RIPSTF document.

The passage of Measure ii a year ago was a big step forward for police accountability. But the PAB can only succeed if it has maximum support from both city administration and City Council. The Task Force strongly recommends the following steps as examples of support for the PAB:

- The Surveillance Ordinance poses specific responsibilities on the City Manager when acquiring new surveillance technologies, including presenting a Surveillance Use Policy for PAB review before the Council may vote to acquire, use, or pay for such technologies.¹ A similar process applies to the Police Equipment and Community Safety Ordinance with regard to each Controlled Equipment Impact Report and Use Policy.² *Council should go beyond this minimum requirement to request PAB advice prior to making even a policy decision to proceed toward such acquisitions.*
- Council placed a provision in Measure ii stating that BPD must share General Orders with the PAB within 30 days of implementation. This was a step back from the past practice of the BPD and PRC working together to develop such policies. Yet this charter provision represents only a foundational requirement. *Council and city management should establish a higher standard of practice that emulates the past practice with PRC.*

The BPD and city management need to see the PAB as a partner in making policing policy. It should never be the case that the BPD says they cannot share a proposed policy with PAB because they are sharing it first with the police association.

- Measure ii gives the City Council the power to review and override the PAB regulations governing the civilian complaint review process. *When PAB proposes a provision that will make it easier for the powerless to raise and pursue complaints of police misconduct, such a provision should carry a strong presumption of support from the Council.*
- [It would be good for the PAB/Director to investigate the multiple egregious uses of force against Black civilians over the last couple years, as documented in the NICJR report, but they already have the power to do so, and I'm not sure what we could recommend as a change.]

3. Saturation Policing versus Constitutional or Evidence-Based Policing:

Key to the proposals from the Fair and Impartial Working Group, later approved by the City Council, was this understanding of evidence-based policing:

¹ Specific triggers requiring presentation of the Use Policy to the PRC, now the PAB, include seeking, soliciting, or accepting grant funds for, acquiring, using, or entering into an agreement to share or use another party's surveillance technology. "ACQUISITION AND USE OF SURVEILLANCE TECHNOLOGY," <https://berkeley.municipal.codes/BMC/2.99.030>

² <https://berkeley.municipal.codes/BMC/2.100>

Dr. Frank Baumgartner's analysis reveals that "investigatory stops" (stops that use a minor infraction as a pretext for investigating rather than to prevent or reduce dangerous behavior) allow for the most officer discretion and open the possibility of implicit bias.³

Based on analyses of more than 9 million stops, Baumgartner's team found that 47% were investigatory and that they added substantially to the racial disparity statistics. Thus, investigatory stops and stops of criminal suspects shall be restricted to those made because the person and/or vehicle fits a description in relation to a specific crime.⁴

Such investigatory or pretextual stops were demonstrated in the extreme by the New York PD's massive stop-and-frisk practice that was ended by federal court order in 2013. Judge Shira Sheindlin ruled that the tactic violated the U.S. Constitution's Fourth Amendment's prohibition of unreasonable searches and seizures.⁵

A related concern is the strategy of zero tolerance and aggressive policing, which "has been found to produce statistically insignificant changes in crime, on average. It also runs the risk of damaging police-community relations, both locally and even at the national level."⁶

Also related is the practice of "saturation policing." A 2017 Georgetown study shows:

The saturation of certain neighborhoods suggested extremely tight surveillance and disruption of everyday movements primarily of young Black males. In the *Floyd v. City of New York* trial on constitutional violations in the conduct of stop and frisk activity, one of the litigated facts was that police stops were

³ *Suspect Citizens*, Dr. Frank Baumgartner, 53-55 and 190-192

⁴ Eberhardt, J. L. (2016). *Strategies for change: Research initiatives and recommendations to improve police-community relations in Oakland, Calif.* Stanford University

⁵ <https://civilrights.org/edfund/resource/nypds-infamous-stop-and-frisk-policy-found-unconstitutional/>

⁶ <https://www.rand.org/pubs/tools/TL261/better-policing-toolkit/all-strategies/zero-tolerance.html>

concentrated in neighborhoods with high percentages of Black and Latino residents, net of the influence of local crime rates.⁷

Saturating communities of color with police is counter-productive in two ways. It is a very inefficient way to locate and apprehend violent actors, as police attention is spread throughout an entire community rather than focused on the small number of perpetrators. It also leads inexorably to racial profiling, excessive force, and mass incarceration.

A proposal has been introduced for the Berkeley City Council to create a Crime Suppression Unit within the police department. Little information on this Unit has been released, but sponsors refer back to the Drug Task Force that operated in the historically African American district of South Berkeley for many years. The DTF incorporated many of the worst elements of saturation policing, the national “drug war,” aggressive policing, and stop-and-frisk. It had a reputation in the Black community for abusive tactics, racial profiling, and the targeting of an entire population regardless of any evidence of criminal conduct.

The Reimagining Public Safety Task Force strongly recommends that *no policing unit be developed that uses these discredited policing tactics*. They are unfair and damaging to Black and Brown communities, reinvigorating the regime of mass incarceration, called “the New Jim Crow,” that has not yet been dismantled.⁸ And they do not work, because they waste police resources that should be used to solve violent crime by instead focusing on low-level offenders or simply on community members who may fit a racial profile.

⁷ https://www.law.georgetown.edu/georgetown-law-journal/wp-content/uploads/sites/26/2019/10/fagan-new-policing-new-segregation_ACCESSIBLE.pdf

⁸ <https://newjimcrow.com/>

Improve Continued...Voting

3. NICJR recommends that the Berkeley Police Department become a Highly Accountable Learning Organization.

a. BPD should join the ABLE program to receive training and technical assistance and use the new Quality Assurance and Training Bureau discussed below to ensure the department adheres to the training, principles and practices of the program.

Task Force Response: Reject

b. NICJR recommends that the EIS should also be expanded to assess all Use of Force incidents, complaints, and information gleaned from the Body Worn Camera (BWC) footage reviewed by the Quality Assurance and Training Bureau.

Task Force Response: Reject

c. NICJR recommends that BPD transfer five officers from the patrol division and two civilian staff into what is now the Personnel and Training Bureau and rename it the Quality

Assurance and Training Bureau and amend the duties of those officers to achieve the above goals.

Task Force Response: Reject

d. BPD should provide semi-annual reports to the public on stops, arrests, complaints, and uses of force, including totals, by race and gender, by area of the city, and other aggregate outcomes.

Task Force Response: Conditional Approval

Where is the analysis for approving this? Or do we want to say we approve, and the city needs to do further work?

4. NICJR recommends that the preceding information be used to develop a Bay Area Progressive Police Academy built on adult learning concepts and focused on helping recruits develop the psychological skills and values necessary to perform their complex and stressful jobs in a manner that reflects the guardian mentality.

Task Force Response: Reject

Task force recommendation: Create a learning academy or classroom study.

5. NICJR recommends that BPD's Use of Force policies be revised to limit any use of deadly force as a last resort to situations where a suspect is clearly armed with a deadly weapon and is using or threatening to use the deadly weapon against another person. All other force must be absolutely necessary and proportional.

Task Force Response: Reject

REINVEST

Margaret's Reinvestment recommendations are in purple within the section

Task Force Recommendation: Invest - Office of Equity and Community Development for the City of Berkeley

· **Communities:** Black, Latinx, AAPI, gender, LGBTQIA+, people with physical and mental disabilities, young, seniors, other communities under reimagining public safety legislation, people with multiple identities

- Programs focused on new community safety model and healing, trust, collaboration, transparency, including co-created with communities harmed by policing
- Apply and employ Berkeley's Community Engagement research to clearly identify policing harms and how they impact groups
- Ensure ongoing 911 and non-911 data analysis for equitable call taking, handling, processing, dispatch to diverse communities and coordination for best response among police, fire, EMT, behavioral health, alternative community responders
- Conduct fiscal and program evaluation/accountability
- Use broad set of indicators of well-being focused on improving life conditions and circumstances: safe water, sanitation, food security, housing, utilities, reliable Internet and technology, education, living wage, green spaces and shade, crime free neighborhoods
- Measure correlations and relationship between policing and well-being indicators to assess equity, social determinants of health, inclusion of diverse communities
- City budget – equitable allocation of city resources

Investment Recommendation: Establish a Crisis Stabilization Center for the City of Berkeley for Distressed People Who Voluntarily Seek Urgent Care for Mental Health and/or Substance Use Needs

- To establish a Crisis Stabilization Center for the City of Berkeley to provide 23-hour clinical observation and peer respite for people experiencing mental illness and/or substance use who need voluntary urgent care in the community.

The Substance Abuse and Mental Health Services Administration defines crisis stabilization services as:

A direct service that assists with deescalating the severity of a person’s level of distress and/or need for urgent care associated with a substance use or mental disorder. Crisis stabilization services are designed to prevent or ameliorate a behavioral health crisis and/or reduce acute symptoms of mental illness by providing continuous 24-hour observation and supervision for persons who do not require inpatient services.” (SAMHSA, 2014; 9)(SAMHSA, 2021; 23).

Crisis Stabilization Centers are often staffed 24/7 with a multidisciplinary team of behavioral health specialists, including access to peers, clinicians, and psychiatrists or nurse practitioners (via telehealth). They can receive referrals, walk-ins and first responder drop-offs. See SAMHSA’s National Guidelines for Behavioral Health Crisis Response, 2021.

Crisis Stabilization Centers can serve as an alternative to using emergency departments and moreover, criminal legal and incarceration systems as a crisis response to individuals experiencing a mental health and/or substance crisis in the community. They can further reduce trauma and costs as a more appropriate level of care for people who do not require involuntary commitment to address their behavioral health needs.

Crisis Stabilization Centers can thus represent a clear opportunity for improving the crisis response system to better meet the needs of distressed individuals from mental illness and/or substance use. These centers are designed to address the behavioral health crisis, reducing acute symptoms in a safe, warm and supportive environment while observing for safety and assessing the needs of the individual (cite).

In addition to mental health services, in areas where methamphetamine use is prevalent such as California, crisis providers have further become skilled in addressing methamphetamine induced psychosis, recognizing the need to treat the psychosis first and then connect individuals to the right level of care (cite). Further crisis stabilization centers have addressed individuals who may need withdrawal management services (detoxification), including to offer services or provide immediate linkages and referrals, and to arrange transport to detoxification programs for crisis center clients who require that service (cite)

2. NICJR recommends contracting with local Community Based Organizations (CBOs) who are best prepared to successfully navigate and leverage local resources, services, and supports, to respond to the pilot Tier 1 calls.

The Value of CBOs in Berkeley

Community-based organizations approach problems through a participant or need-centered lens: What unmet need is this individual/family/neighborhood/community experiencing, and what is the solution? This is different than the way public entities and public systems approach problems, which is to look at issues with a trifocal lens: need, budget, and political ramifications or public reaction. CBOs, being privately operated and mission-driven, are freer to pursue innovation and creative solutions. They are able to pivot with new strategies more quickly than public systems (a speedboat or a sailboat versus an ocean liner). They are freer to engage individuals with lived experience and non-traditional resumes (and cultivate greater trust from those they serve as a result). They are geographically decentralized, with deeper connections to the neighborhoods they both operate and provide services in.

What 3 Actions Will Decrease Bureaucracy and Increase Efficiency

1. More flexibility with funding contracts (e.g. higher threshold for requiring a contract amendment, providing admin. overhead that meets actual costs).
2. Quarterly instead of monthly reporting.
3. Increase baseline CBO salaries to improve their recruitment and retention.

Why Does Berkeley Need So Many CBOs?

A greater number of CBOs means each organization is providing more individualized attention than would be the case if there were fewer, larger entities with larger caseloads, longer wait times, and fewer locations. More CBOs means they can be spread out across all neighborhoods, and are responsive to the people, institutions, needs, and cultural differences of each one. It means they can offer more specialization and responsiveness by need, methodology, and target population.

NICJR recommends that the City take the following measures to increase investment in vulnerable communities and fundamental cause issues:

Task Force Response: More Analysis Needed

DOES NOT RECOMMEND Officer Layoffs - Reject

End Pretextual stops - Reject

Berk DOT - Conditional Approval

This section focuses on how BPD and the public safety system in Berkeley can improve its quality, increase its accountability, and become more transparent. NICJR recommends the following improvement strategies:

3. NICJR recommends that the Berkeley Police Department become a Highly Accountable Learning Organization.

- a. **BPD should join the ABLE program** to receive training and technical assistance and use the new Quality Assurance and Training Bureau discussed below to ensure the department adheres to the training, principles and practices of the program.

Task Force Response: Reject

- b. **NICJR recommends that the EIS should also be expanded to assess all Use of Force incidents, complaints, and information gleaned from the Body Worn Camera (BWC) footage reviewed by the Quality Assurance and Training Bureau.**

Task Force Response: Reject

c. NICJR recommends that BPD transfer five officers from the patrol division and two civilian staff into what is now the Personnel and Training Bureau and rename it the Quality Assurance and Training Bureau and amend the duties of those officers to achieve the above goals.

Task Force Response: Reject

d. BPD should provide semi-annual reports to the public on stops, arrests, complaints, and uses of force, including totals, by race and gender, by area of the city, and other aggregate outcomes.

Task Force Response: Conditional Approval

4. NICJR recommends that the preceding information be used to develop a Bay Area Progressive Police Academy built on adult learning concepts and focused on helping recruits develop the psychological skills and values necessary to perform their complex and stressful jobs in a manner that reflects the guardian mentality.

Task Force Response: Reject

PUBLIC SAFETY & COMMUNITY SOLUTIONS INSTITUTE

Recommendation of the Reimagining Public Safety Task Force (RPSTF)

Public safety happens when those who live in, work in and visit Berkeley feel safe when they are in our City. This proposal from the RPSTF intends to build on the SCU/Macro Training foundations (once finalized – currently under development) and offer training appropriate for members of the general public, law enforcement, peers, students and those who need or want to respond constructively based on best practices. This proposal is suggested in place of the Progressive Police Academy in the NICJR final report.

With the continued rise in homelessness, challenges of the COVID pandemic, and public stresses that result in a spectrum of mental health situations, residents and visitors often don't have the skills to engage with someone behaving in an erratic, unusual or highly emotional manner. First responders have specific training by profession, but there can be a wide variety of procedures among EMS, BPD, Street Ambassadors, Social Workers, Non-Profits/CBOs and Berkeley's Mental Health professionals. The Public Safety & Community Solutions Institute can offer a streamlined curriculum that is based on Berkeley's SCU training and broadens its utility throughout our City.

One crucial element of this training will be to provide responders with tools and practices to support their own mental health and tend to vicarious trauma that occurs inevitably and regularly on the job.

We have incorporated many of MACRO's (Mobile Assistance Community Responders of Oakland) training topics into our recommendations. The structure and content of public safety training is currently being developed by experts for Berkeley's SCU. The following suggested training topics and modules are subsequent to what will be codified by SCU. Our suggestions are:

Mental Health First Aid

- Principles of trauma-informed care, response, and practices
- Supporting residents experiencing symptoms.

- Considerations and tools when supporting youth and elders.
- Safety planning and advanced directives for mental health episodes
- Suicide identification, risk screening, and intervention skills
- Potential Providers: [Cypress Resiliency Project](#) and [Alameda County Community Mental Health Trainings](#)

Responding to Substance Use Crises

- Principles of harm reduction
- Managing possible overdose situations
- Harm reduction resources
- Substance abuse & misuse: symptoms, understanding pharmacology and negative interactions
- Symptoms and types of mental illness, brain injury, or dementia
- Potential Provider: [Substance Abuse Mental Health Services Administration](#)

Conflict Resolution, Mediation, Communication & De-escalation Training

- Peer support - principles of practice and effectiveness
- De-escalation, disengagement, and conflict mediation
- Communication principles and methods
- Identifying behavior impacted by trauma and support mechanisms
- Identifying and overcoming communication barriers
- Potential Provider: [CIT Trainings with NAMI](#)

Basic Training

- CPR
- Stop the Bleed
- First Aid
- Blood-borne Pathogens Training

Team Safety and Logistics

- Planning and Positioning for Safety
- Scene Assessment and Situational Awareness
- Interacting with BPD, BFD & EMS and understanding protocols of each
- Transport of Service Recipients
- Documentation and Reporting

- Privacy, Confidentiality, HIPAA Compliance

Self Awareness

- ACES (Adverse Childhood Experiences) training
 - Potential Provider: [ACEs Aware](#)
- Mindfulness based Resilience Training & Meditation
- Know Your Conflict Style ~ Thomas Kilmann Conflict Mode Instrument
- Community-specific Competency – cultural humility in serving: LGBTQIA+, BIPOC, immigrants, veterans, formerly incarcerated, unhoused, youth, elders

Kingian Nonviolence Training

- Kingian Nonviolence is a philosophy and methodology that provides the knowledge, skills, and motivation necessary for people to pursue peaceful strategies for solving personal and community problems. Nonviolence is a systematic framework of both conceptual principles and pragmatic strategies to reduce violence and promote positive peace.
- Potential Provider: [East Point Peace Academy](#)

Community Health Worker/Peer Counseling Skills

- What services exist, what they do, who is eligible, and how they are accessed
- Referral process
- City and county emergency response programs
- City and county resources
- Community-based and mutual aid services
- Motivational Interviewing

Trauma Training

- Navigating mental health crisis, substance crisis, DV crisis,
- Human Trafficking, Victims of Sexual Assault Awareness
- Historical and Intergenerational Trauma - A Public Health Crisis (90 minutes offered by Cypress Resiliency Project)
- Vicarious Trauma, Toxic Stress and Burn-out (90 minutes offered by Cypress Resiliency Project)

Case Scenario & Role Play Work

- Recreate Mental Health Crises to test trainees in real time
- Simulations/manufactured spaces to test readiness and appropriate disposition of trainees

Ride Alongs

- BPD
- BFD Paramedics
- City of Berkeley Dispatch
- Paul Kealoha Blake of Consider the Homeless

Self Care Plan Established

- Each first responder has a mentor/preceptor for X period of time for support
- Identify tangible practices first responder will employ to maintain their ongoing mental & emotional well being
- Create an actual plan

What metrics determine a successful completion of the training?

- Successfully complete all modules with certificate
- Successfully engage in simulations by responding appropriately in simulated crisis scenarios
- Determine a way to gauge service recipients' experience, modify training to improve overall service delivery

For police officers:

[EPIC \(Ethical Policing is Courageous\)](#)

Resources:

[Peace Education by Ian Harris of University of Wisconsin](#)
[Alameda County Citizen Programs & Crime Prevention](#)
[CA Peace Officer Standards & Training Basic Courses](#)

5. NICJR recommends that BPD's Use of Force policies be revised to limit any use of deadly force as a last resort to situations where a suspect is clearly armed with a deadly weapon and is using or threatening to use the deadly weapon against another person. All other force must be absolutely necessary and proportional.

Task Force Response: Reject

6. Berkeley should launch a Guaranteed Income pilot program similar to other cities in the region. The pilot program should select a subpopulation of 200 Black and Latinx families that have children under 10 years of age and have household incomes below \$50,000.

Guaranteed Income

Why are cities doing Guaranteed Income Programs?

What metrics did they use?

What is a reasonable amount for Berkeley based on living costs?

At least 20 guaranteed income pilots (often referred to as Universal Basic Income/UBI programs) have launched in cities and counties across the U.S. since 2018, and more than 5,400 families and individuals have started receiving between \$300 and \$1,000 a month, according to a Bloomberg CityLab analysis. These cities include: Stockton, Compton, Los Angeles, Marin and Santa Clara Counties, and Oakland in California; Denver, CO; Gainesville, FL; Atlanta, GA; Chicago, IL; Gary, IN; Chelsea, Lynn, and Cambridge in MA; St. Paul, MN; Jackson, MI; Newark and Paterson, NJ; Hudson, NY; Pittsburgh, PA; Columbia, SC; Richmond, VA; and Tacoma, WA.

Cities and counties have designed their programs based on similar metrics – local/regional costs of living, and income/need-based eligibility. Specific eligibility parameters were developed by each city based on locally identified priorities; factors weighed include income as a percentage of median area income, family size, legal/immigration status, former incarceration, irregular/informal employment, poverty rates in resident neighborhoods, and foster youth status. Program durations vary between 1-3 years.

One of the few cities that has completed its pilot is Stockton (Stockton Economic Empowerment Demonstration, or SEED). The results were released in March. “According to SEED, the guaranteed income resulted in higher rates of full-time employment. It also positively impacted the mental health of recipients. Participants reported being less anxious and depressed and "saw improvements in emotional health, fatigue levels, and overall well-being." The report notes that “SEED took a series of steps, based on conversations with legal counsel, social service administrators, institutional review boards, and other cash transfer pilots, to protect against potential benefit losses.” The goal was to augment benefits, not replace them.

Ultimately, UBIs are not one-size-fits all. The City should review data available from similar programs in order to determine the size and scope of its program, e.g. target recipients, selection criteria and process, appropriate cash transfer size, project duration, and data tracking/ evaluation protocols.

- “Every U.S. City Testing Free Money Programs”, Mashable.com

<https://mashable.com/article/cities-with-universal-basic-income-guaranteed-income-programs>

- “Basic Income In Cities: A Guide to City Experiments and Pilot Projects”, National League of Cities (NLC) and Stanford Basic Income Lab (BIL)

<https://www.nlc.org/resource/universal-basic-income-whos-piloting-it/>

- “Exploring Universal Basic Income: A Guide to Navigating Concepts, Evidence, and Practices”, The World Bank

<https://www.worldbank.org/en/topic/socialprotection/publication/exploring-universal-basic-income-a-guide-to-navigating-concepts-evidence-and-practices>

Task Force Response: Conditional Approval

7. Launch a Community Beautification Employment Program. NICJR recommends that the City launch a crew-based employment program, or expand an existing program that employs formerly incarcerated people to help beautify their own neighborhood. Hire and train no less than 100 formerly incarcerated Berkeley residents to conduct Community Beautification services, including: blight abatement, tree planting, plant and maintain community gardens, make and track 311 service requests, and other community beautification projects.

Task Force Response: Conditional

Task Force Response: Conditional Approval

8. Increase Funding for Community Based Organizations: CBOs that provide services to those who are unhoused, live in poverty, have mental health challenges, have substance abuse challenges, are system-involved, and/or are LGBTQ should receive an increase in funding using Reinvest dollars.

Task Force Response: Conditional Approval

9. The City of Berkeley should increase funding to Community Based Organizations in one of Two Ways:

- a. An across the board 25% increase of grant amounts to currently funded CBOs

Task Force Response: Conditional Approval

- b. Create a local government agency to be the centralized point of coordination, such as a Department of Community Development to develop a detailed plan to increase the investment in local CBOs that provide services to address fundamental cause issues.

Task Force Response: Conditional Approval

WHY COMMUNITY-BASED IS ESSENTIAL

Community leaders, faith-based or otherwise, can assist staff in making connections with marginalized communities. Trusted figures in the community can help establish and build relationships that can serve to reach those who have been excluded. This process often requires acknowledging ways that past engagement efforts have fallen short, while openly committing to overcoming those failures. These conversations may be uncomfortable at times, but are instrumental in building trust with marginalized groups. By identifying and communicating with underprivileged community members, local leaders can assess the root causes of their deprivation.

Understanding the causes of marginalization is a precondition for crafting and implementing effective solutions that are well received by all.

Facilitating conversation with marginalized communities allows local government leaders to understand their challenges, as well as the underlying causes. Once this foundational knowledge is acquired, the engagement duties of local leaders remain, but take a new form. This transition in the public engagement process shifts the focus from identifying and understanding problems to pursuing meaningful solutions. Given the unique experience of underprivileged residents, their input for possible solutions is often extremely helpful, as they are uniquely positioned to propose solutions, otherwise unconsidered, to the problems they face.⁶

Community input can provide guidance on the best engagement modality for the community. For example, if the community gathers for an in-person weekly faith-based service, then engagement efforts should be tailored to factor in that commitment and location. Meeting locations and times should be tailored to best fit the audience. Likewise with the means of communication. For example, if there is a language barrier, then a translator can be used to identify where the community gets their news in that language and engagement efforts can be delivered through that medium.

Marginalized individuals also tend to share a resonance with the broader marginalized community they belong to, serving as a “spokesperson” to explain what they have experienced and what changes may help. This does not mean that city leaders must rely exclusively on disadvantaged individuals and groups for solutions, or that they must implement every policy suggested by them. It does mean that the marginalized should be included in the discussions that directly affect them. Giving these groups a “seat at the table” is a major step in overcoming historic marginalization, but genuinely listening to and considering their ideas is also necessary and even obligatory.

FOLLOW UP OR FAIL

The engagement process doesn't stop with creating space at the table for marginalized communities to share input. What follows the input collection and analysis is equally as important. Community members want to feel like they have been heard and that their input made a difference. This begs the age-old engagement question: Is this worth my time? While there is no guarantee that every community member who participates in the engagement process will answer that question in the affirmative, the way to make sure that community members feel heard is by following up.

When segments of the local population are excluded—historically and/or contemporaneously—this creates a barrier between people who share the same community, disrupting the social fabric. Those barriers often lead to community divisions and can jeopardize local government efforts to assist. Furthermore, those barriers can serve as a deterrent from engagement and participation in local government on the part of the community.

“Community” is not simply an abstraction, as it embodies the shared environment, experiences, customs, ambitions, and hopes that bring neighbors together. The fabric of the community is alive and vibrant, requiring consistent care and understanding in weaving it together. The marginalization of some dilutes the beauty and centrality of the community as a whole, as it excludes those who may have much to offer if given the opportunity.

Comprehensive public engagement provides the communal sensibility and experience that creates affection between community members, understanding the challenges facing their neighbors as challenges that belong to the entire community.

Engaging and including marginalized groups replaces barriers with bridges, building trust and attachment to go with a revitalized community spirit that binds the community fabric together.

<https://icma.org/articles/pm-magazine/engaging-marginalized-communities-challenges-and-best-practices>

It helps those grantees know about each other and potentially collaborate more effectively with others using different strategies toward shared goals. It allows the foundation to view itself as part of an ecosystem and be in a more strategic relationship with other funders who intersect with their theory of change rather than going it alone, which by definition cannot achieve equity.

It helps the organization use its leadership voice to influence the broader discourse, which also is needed to advance equity because it builds more allies for the cause and helps more people engage in understanding the problem and crafting possible solutions.

<https://nonprofitquarterly.org/why-should-foundations-serving-marginalized-communities-focus-explicitly-on-equity/>

IMPROVE CARE FOR THE UNHOUSED

- Provide ongoing training for staff related to serving families experiencing homelessness.
- Serve on task forces or coalitions on homelessness in your community. ECE programs are important voices to have at the table for strategic planning to address the needs of homeless families and children. Your community assessment data can play a vital role in strategic planning with partnering agencies and local homeless coalitions.
- Work with families and local health programs to acquire medical records and to ensure that children receive appropriate immunizations, health, medical, and dental services.
- Identify potential resources for providing transportation to ECE programs for homeless children.
- Contact your homeless education State Coordinator or local liaison and establish routine communication to coordinate services for young children, wherever possible. State Coordinators (for the Education of Homeless

Children and Youth Program) and Local Educational Agency homeless liaisons help support the educational rights of homeless children as part of the implementation of the McKinney-Vento Act. These State Coordinators and local liaisons are key partners in building effective services for families experiencing homelessness.

Think broadly about community partnerships that may be supportive to helping homeless families:

- Local Housing Authorities will have information on public housing and housing vouchers to assist with rent;
- Civic and faith-based organizations and local businesses may provide volunteers to help renovate family housing and facilities or can donate clothing, toys, food, and furniture; and
- Free household items may be available through various internet resources.

Consider innovative program and policy solutions.

For example, innovative program options for Head Start and child care include adjusted hours, home-based, center based combinations, and mobile programs. Innovative human resource approaches include specialized staffing patterns and mental health consultation enhancements that support homeless families. Health and school readiness strategies can offer innovative solutions to serving this highly-mobile population, including the use of portable child and family files that families can take with them for sudden moves.

- Facilitate a smooth transition for highly mobile children and families by considering placement with an early education provider, or continuing to serve the child/family for the remainder of the program year with an ongoing transition plan.

<https://www.acf.hhs.gov/ece/interagency-projects/ece-services-homeless-children/strategies>

EMPLOYMENT PROGRAMS NEEDS A RECOMMENDATION TO LAND UNDER.

EMPLOYMENT PROGRAMS THAT WORK FOR PERSONS WITH HIGH BARRIERS TO EMPLOYMENT INCLUDING HOMELESSNESS

Taken in part from the [NATIONAL TRANSITIONAL JOBS NETWORK WEBSITE](#)

[power point](#)

The National Transitional Jobs Network (NTJN) is a national coalition dedicated to getting chronically unemployed Americans back to work. They advance effective employment solutions including transitional jobs that combine wage-paid work, job skills training, and supportive services to help individuals facing barriers to employment succeed in the workforce. We open doors to work through Transitional Jobs programs, research and evaluation, education and training, and policy advocacy. The NTJN is a project of [Heartland Alliance for Human Needs & Human Rights](#).

The Transitional Jobs strategy is a pragmatic approach to lowering chronic unemployment and poverty that cuts through the complex reasons for a person's unemployment and starts with the desired outcome -- employment. Transitional Jobs combine wage-paid work, job skills training, and supportive services to help individuals facing barriers to employment succeed in the workforce. The person is

placed in a subsidized, temporary, wage-paying job. Case-managed social services are also brought to bear while the person is working and earning an income to address the factors that have blocked that person from finding work in the past. Job development services then help place that person in unsubsidized work as soon as appropriate, and job retention services consolidate a successful transition to long-term employment and a career path. Research shows that [Transitional Jobs programs](#) are the most promising strategy for supporting transitions to work for chronically unemployed Americans.

[Transitional Jobs: Background, Program Models, and Evaluation Evidence \(hhs.gov\)Get Job Skills | LINCS Learner Center | Adult Education and Literacy | U.S. Department of Education](#)

Transitional Job Training Careers may include the following:

Culinary and Food Preparation

CNA – Certified Nursing Assistant

Home Care Aide

Administrative

Customer Service

Solar Installation

Auto Mechanic

Gardening and Landscaping

Maintenance and Janitorial

Construction

Violence Prevention / Peer to Peer Role Models

Clean City Programs / Street Ambassadors

Youth mentor

Security Guard

Example of Local Programs

[Rising Sun Center for Opportunity \(risingsunopp.org\)](http://risingsunopp.org)

[Kitchen on Fire](#)

[The Bread Project](#)

[Sprouts Cooking Club | Cooking Classes | Chef-In-Training Program \(sproutscheftraining.org\)](#)

[Home | West Oakland Job Resource Center \(wojrc.org\)](#)

<https://www.oaklandca.gov/services/assets> (employment for seniors)

City of Berkeley Adult School [CTE Program Pathways - Google Docs](#)

[Employment Programs – Goodwill Industries of the Greater East Bay \(eastbaygoodwill.org\)](#)

[Environmental Training Center | Berkeley Youth Alternatives \(byaonline.org\)](#)

Environmental Training Center for ages 16-24

Inter-City Services [Home \(icsworks.com\)](http://icsworks.com)

Multicultural Institute [Multicultural Institute \(mionline.org\)](http://mionline.org) support day laborers find economic security and housing

North Cities One Stop Career Center – inside of Berkeley Adult School

Under education

English As a Second Language

English and Math Literacy

Adult Basic Education and GED classes

[Computer Technologies Program - Berkeley, CA \(ctpberk.org\)](http://ctpberk.org)

[DigitalLearn](#) Digital Learning – basic computer skills to navigate word processing programs, the Internet for job search and resume creation

From the February 2010 Report [Transitional Jobs: Background, Program Models, and Evaluation Evidence \(hhs.gov\)](#) by Dan Bloom / mdrc, Building Knowledge to Improve Social Policy

Although most TJ programs share the same basic components — a temporary, wage paying job, support services and some form of case management, and job placement services to help participants find permanent jobs — the programs come in many shapes and sizes.

Perhaps the most common TJ model (sometimes called the “scattered-site model”), participants are placed individually in transitional jobs, usually with nonprofit organizations or government agencies. Participants remain on the payroll of the agency that runs the TJ program (usually another nonprofit organization), which provides support and eventually helps the participant look for an unsubsidized job; typically, work site sponsors are not asked to commit to hiring participants into permanent jobs, though some do that.

In a second model, participants work directly for the TJ program, which may be a social enterprise that sells a product or service. For example, Goodwill Industries agencies sponsor TJ programs in which participants work in jobs associated with retail stores or in other enterprises.

In a third model, participants work in crews. The TJ program serves as the employer, contracts with government agencies or private firms to perform specific

tasks (such as buffing floors), and assigns crews of TJ workers (and, in some cases, a supervisor) to those work sites.

Many TJ participants work in low-skilled administrative, maintenance, or production jobs for nonprofit organizations or government agencies. TJ programs for youth tend to place a greater emphasis on service projects that create visible improvements in communities

Participants work 20 to 30 hours per week for up to nine months, mostly at nonprofit and government agencies, and may also participate in educational activities.

The contractors are responsible for identifying work sites and providing intensive case management. Goodwill/Easter Seals in St. Paul operates the Reentry Works program as part of the Transitional Jobs Reentry Demonstration (TJRD). The program targets men released from prison within the past 90 days. Participants are placed in transitional jobs within 24 hours of enrollment. They generally work at one of two Goodwill locations in jobs supporting the agency's retail operations (processing donations, stocking shelves, and so on) and are supervised by Goodwill staff; they work side by side with other clients, such as TANF recipients and individuals with disabilities. The first month in a transitional job is considered an assessment period. Participants who perform well during that time can move to the job development phase or can apply for on-site, paid training programs focusing on automotive repair, construction, and others. Once placed in a permanent job, participants can receive up to \$1,400 in incentive payments if they maintain employment for six months.

Funding. TJ programs are funded in a variety of ways, and it is sometimes difficult to determine the extent to which the jobs should be considered "subsidized." For example, TJ programs that are operated by social enterprises may sell a product or service to the public, and the earned income at least partly offsets the cost of participants' wages (though not necessarily the costs of ancillary supports). Similarly, programs may sell the services of TJ work crews to public agencies, which pay for the crews out of their regular maintenance and repair budgets. Programs for former prisoners or other groups that are unlikely to receive cash assistance have a more difficult time tapping into existing funding streams,

though transitional work is increasingly an allowable activity in federal employment programs.

Preemployment activities. Most TJ programs start with a class or workshop that introduces the program, describes the program rules and appropriate work site behavior, and builds motivation. The class may also teach job seeking skills and help participants develop a résumé. The preemployment phase of the program typically lasts from three to ten days, and participants may be paid wages or stipends during this period.

- **Work in transitional jobs.** Many TJ participants work in low-skilled administrative, maintenance, or production jobs for nonprofit organizations or government agencies. TJ programs for youth tend to place a greater emphasis on service projects that create visible improvements in communities.
- **Skills training.** Most TJ programs focus on developing “soft skills” — general behaviors that allow someone to succeed in a work environment. For example, TJ workers employed by Goodwill Industries are not considered regular employees and are not covered by unemployment insurance.

Many TJ programs have a case management structure that is separate from work site supervision. Staff based in the program office are assigned to work with participants to help them become job ready. This role may involve helping participants address outside issues like childcare, child support, housing stability, or family problems, or it may involve reinforcing the instruction provided by work site supervisors

Some programs help participants create a résumé and learn how to conduct an interview, and then they teach them how to look for jobs. In other programs, job developers reach out to employers to identify job openings for participants, schedule the interviews, help participants prepare, and then follow up with the employer after the interviews to get feedback on the participant’s performance.

TRAINING THE TRAINER

Example of classes for persons working with marginalized populations:

[Online Course: Learning to Achieve Self-Determination for Adults with Learning Disabilities | LINCS Community | Adult Education and Literacy | U.S. Department of Education](#)

Learning to Achieve: Self Determination for Adults with Learning Disabilities (1 hour): This course explains the importance of self-determination and self-advocacy for a person with learning disabilities, and describes six factors that affect an individual's ability to be self-determined. It also identifies how professionals working with adults with learning disabilities can support those adults in developing self-determination to achieve their goals.

Introduction to Workforce Preparation and Employability Skills (1.5 hours): This course is designed for adult educators, administrators, teachers, and advisors who seek an introduction to the general concept of workforce preparation and the specific skills outlined in the U.S. Department of Education's Employability Skills Framework. Participants should expect to learn what constitutes the workforce preparation activities referenced in the Workforce Innovation and Opportunity Act (WIOA); explain how to integrate workforce preparation activities into adult education programming and instruction; and locate resources you can use to develop and incorporate workforce preparation activities into curriculum and instruction. This course is the first in a two-part series exploring workforce preparation skills. *The second course is Workforce Preparation Activities in the Classroom: Contextualizing Employability Skills for Deeper Learning.*

- Creating Adult Pre-Apprenticeships (8 hours): This course is designed to help adult education providers design new pre-apprenticeship programs and support providers who are refining existing pre-apprenticeships or implementing similar integrated education and training programs. The content includes examples and resources that are relevant to a range of adult education providers and a variety of industries. The course includes four

modules: Understanding Pre-Apprenticeships, Working with Industry, Designing Your Pre-Apprenticeship, and Managing Your Pre-Apprenticeship.

- [Learning to Achieve: English Language Learners](#) (1 hour): In this self-paced module, participants identify testing and instructional accommodation considerations for individuals with learning disabilities.
- [Learning to Achieve: Definitions of Learning Disabilities](#) (1.5 hours): In this self-paced course, participants learn about the This course describes and explains a consensus definition of learning disabilities and its application and identifies some behaviors that indicate an individual may have a learning disability. It also explains how controversy and debate may affect adult service providers.
- [Learning to Achieve: Self Determination for Adults with Learning Disabilities](#) (1 hour): In this self-paced course, participants learn about This course explains the importance of self-determination and self-advocacy for a person with learning disabilities, and describes six factors that affect an individual's ability to be self-determined. It also identifies how professionals working with adults with learning disabilities can support those adults in developing self-determination to achieve their goals.