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MEMORANDUM

TO: HONORABLE MAYOR &
CITY COUNCIL

FROM: Edward D. Reiskin
City Administrator

SUBJECT: MACRO Pilot Program

DATE: April 20, 2021

City Administrator 
Approval

Date: Apr 20, 2021

INFORMATION

At the March 2, 2021 City Council meeting, Council President Bas made a motion seconded by Councilmember Kalb directing the City Administrator to explore options for expediting the one-year pilot phase of the Mobile Assistance Community Responders of Oakland (MACRO) program.

This informational memorandum provides the City Council with insight into actions, challenges, and timelines the Oakland Fire Department is considering while working to implement the pilot program.

Background on Planning

In 2019, City Council allocated \$40,000 to research the feasibility of a CAHOOTS-like program in Oakland. The Crisis Assistance Helping Out On The Streets (CAHOOTS) model operating in Eugene-Springfield Metro Area, OR is widely recognized as a non-law enforcement mobile crisis intervention that has seen significant success since its inception. With the support of the Urban Strategies Council, several stakeholder groups and community members including people in Oakland's most impacted communities, engaged in nine months of analysis to determine the best pathway forward. This work resulted in a recommendation for a pilot program in two geographic areas of Oakland

The City of Oakland initially sought community-based organizations to engage in planning and implementation of an 18-month pilot of the Mobile Assistance Community Responders of Oakland (MACRO) program to serve as a community response program for non-violent 911 calls. The goal is to reduce responses by police, resulting in fewer arrests and negative interactions, and increased access to community-based services and resources for impacted individuals and families, and most especially for Black, Indigenous, and People of Color (BIPOC).

However, following a competitive process and a staff recommendation to the City Council that was requested for scheduling and approval at the January 19, 2021 City Council, the City Council took actions that changed course. In turn, the City Council made the determination during the March 2, 2021 City Council meeting that the City should house the pilot program within the Fire Department and deliver the pilot via City staff, rather than a community-based provider, as the community-driven report commissioned by the Council intended. The Council subsequently adopted a [resolution](#) to this effect on March 16, 2021. On the same day, the Administration provided an [Informational Memo](#) to the Mayor and City Council based on the March 2, 2021 direction.

Intended MACRO Outcomes and Key Equity Components

Whether MACRO is led by an external community-based organization or the Oakland Fire Department (OFD), the program's important intended outcomes remain unchanged. They include:

1. Decreased negative outcomes from law enforcement response to nonviolent 911 emergency calls, especially among Black, Indigenous People of Color (BIPOC);
2. Decreased criminal justice system involvement for people in crisis, especially among BIPOC;
3. Increased connections to community-based services for people in crisis, especially among BIPOC;
4. Redirection of MACRO-identified 911 calls to an alternative community response system;
5. Reduced Oakland Police expenses and call volume related to 911 nonviolent calls involving people with mental health, substance use, and unsheltered individuals.

Public Information and Community Engagement

The Fire Department and City Administration continue to receive and respond to inquiries from the media and the public regarding the development of the MACRO program. OFD and the Human Resource Management Department (HRM) have provided information to community groups and Council offices in advance of public meetings.

MACRO Budget Update

As part of its midcycle budget adjustment in the summer of 2020, the City Council appropriated \$1.85 million to the Department of Violence Prevention (DVP) to execute the MACRO pilot.

In 2020, the DVP entered a professional services contract with Jeweld Legacy Group which has already begun supporting the development of the MACRO program through planning support, training, and technical assistance. As of April 17, 2021, OFD expects there to be approximately \$1.74 million remaining.

On April 12, City Council adopted a [resolution](#) authorizing the City Administrator to allocate funds for one Full Time Equivalent position to serve as a Program Manager for the City Of Oakland's Mobile Assistance Community Responders (MACRO) Program at the fully burdened cost of up to two hundred ninety eight thousand four hundred eighty five dollars (\$298,485).

Coordination with Jeweld Legacy Group (JLG)

JLG has taken the following initial steps to advance MACRO in partnership with OFD:

- 1) Developed a diagram that illustrates the difference between MACRO operated by a community-based organization vs. OFD, a City Department.
- 2) Worked with OFD to refine and adapt the model.
- 3) Is working to create and publish a timeline through launch.
- 4) Is assisting with creation of Job Descriptions and outreach to potential applicants.
- 5) Is assisting with Community Engagement.
- 6) is assisting in building relationships with other CBOs and Mental Health providers.

MACRO Staffing Update

After the April 12, 2021 City Council meeting approving the Program Manager position, staff continued to discuss next steps to confirm the needs and requirements of the Program Manager positions, finalize the job announcement, and solidify a timeline to post it for applications. It should be noted that while the Program Manager will be at the Administrative Services Manager II level, it will be an exempt limited duration position. HRM will provide an update when the job announcement is posted so it can be shared.

HRM is very close to finishing the drafts for the Emergency Medical Technician (EMT) and the Community Intervention Specialist classifications and will be working through the department and other stakeholders to finalize the classifications so that advertising of those exempt limited duration positions can occur.

Timeline (to be updated monthly):

The major time elements include program and compensation survey; drafting class specifications; recommending salary; meeting with impacted labor groups; recruiting qualified temporary employees; preparing for and obtaining legislative approval; conducting competitive civil service exam processes; and probationary period and training. While many of the steps below can occur simultaneously, there are distinct processes that have their own requirements. Since the first report to the City Council, much of steps 1, 2, and 3 have occurred. Human Resources will be working to finalize the draft specifications and salary, which will allow for the advertising and hiring of temporary positions while the final classifications specifications are finalized with the bargaining groups and approved by the Civil Service Board and Council.

1. Program and Compensation Survey (2-3 weeks)

Staff is surveying Alameda County, City and County of San Francisco, City of Berkeley, City of Eugene, Oregon, and additional jurisdictions to assess program elements, job specifications and compensation. At the same time, staff will assess the internal alignment of supervisory duties, existing job specifications and compensation.

2. Drafting Class Specifications (2-4 weeks)
To define the work, job duties and responsibilities are being identified. HRM staff is working with departmental and external Subject Matter Experts to draft accurate job specifications.
3. Recommended Salary (2-3 weeks after class specifications determined)
Staff has preliminary information about private sector compensation, but additional research is needed to match the City of Oakland pay scale.
4. Recruitment and Hiring of Temporary Employees (3 - 5 months)
As stated above, to staff the pilot program expeditiously, a recruitment for qualified employees that meet all the qualifications, including license requirements, needs to occur. The steps to open a city position include the preliminary draft of a job announcement, a recruitment plan with sufficient budgeting and focused advertising. Since the positions are specialized, the recruitment window may be 3-4 weeks or opened continuously, depending on the level of interest among qualified candidates. Once a pool has been identified, candidates will proceed through a multiple step process to identify the most qualified: application assessment, interviews, reference and background checks, selection, on-boarding, orientation, training, and evaluation.
5. Meeting with Impacted Bargaining Groups (Unknown: possibly 1-4 months)
[Resolution 55881](#)¹ is the City's applicable "Local Law" for the purposes of determining representational status of work. The City assigns the work to a representation group depending on the type of work that is being performed. Since this work is unique to the City, a determination still needs to be made about the representation group. Most likely, the work will be represented by Service Employees International Union, Local 1021. However, since the EMT and Behavior Health Clinician classifications have license requirements, there needs to be further analysis. HRM is not currently working on a separate classification for the clinician position. HRM and Fire have already conducted one kick off meeting with Local 1021.

Once the City engages with the impacted labor organization, the parties have an obligation to meet and confer in good-faith and bargaining over wages, hours and other terms and conditions of employment.² The City does not control the timeline for this engagement since there are broad topics to cover, including wages, hours, uniform requirements, shift pay, safety, premium pays, professional development allowances, license requirements, bilingual pay, and other working conditions.

¹ Employer-Employee Relations Resolution

² California State Law – Meyers Miliias Brown Act

6. Preparing and Obtaining Legislative Approval (1.5-2 months)

The creation of new job classifications is also a multiple step process: report preparation, Sunshine Act requirements, Civil Service Board approval and City Council Salary Ordinance Amendment.³ Many of these requirements can occur simultaneously but, because of the posting and review requirement, it can still take between 1.5-2 months.

7. Conducting Civil Service and Examination Process (4-6 months)

This process is regulated by Civil Service Rule 4 – Applications, Recruitment, Examinations, Selection and Eligible Lists. Many of the steps that are stated in item 4 (above) are the same with some important and formal distinctions. First, the job announcement is promulgated based on an agreed-upon and adopted job specification and salary. Second, the candidates are required to meet minimum qualifications and participate in a standardized testing procedure conducted by the Department of Human Resources Management. Third, successful candidates are placed on an eligible list, which is regulated by Civil Service Rule 5 – Certification and Appointment and certified to the hiring department for appointment. This process is approximately 4-6 months due to factors that are unpredictable: recruitment success (may have limited number due to specializations), candidate pool (potentially limited number), examination and interview noticing (4-6 weeks), and required reference and background checks (2-3 weeks).

8. Probationary Period and Training (9-12 months)

Employees, whether temporary or civil service, need adequate training to be successful, safe and competent in their jobs. Probationary periods last between nine to twelve months to account for the time an individual takes to become fully effective. It is important to consider this factor as the pilot program is of a limited time depending on funding.

Equipment

As noted in the previous [informational memo](#), launching a mobile response program of this type will require the City to consider an array of one-time and ongoing equipment considerations for use by staff both in the field and in an office. It is customarily not considered prudent for the City to purchase on-going capital equipment with one-time monies. The budget for the pilot did not include one-time capital costs and could impact into the programming budget. Initial equipment needs to stand up the program may include:

- Vehicles
- Radios for MACRO personnel to communicate with first responders, dispatch and transport agencies.
- A Mobile Data Terminal (MDT) for each of the vehicles being dispatched to incidents.
- Cell phones
- Tablets, Laptops, and Desktop computers

³ Two readings required for a Salary Ordinance Amendment

HONORABLE MAYOR & CITY COUNCIL

Subject: Informational Report on MACRO Pilot Program

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- Miscellaneous emergency medical equipment and supplies
- Miscellaneous office supplies.

Vehicles: The Fire Department has reached out to the County of Alameda regarding costs to purchase one or more of their large Sport Utility Vehicles which are used by the Community Assessment and Transport Team (CATT) program. The CATT vehicles cost approximately \$58,000, not including the radio equipment set up.

Radio, Phones, and Mobile Data Terminals (MDT): The purchase and installation cost for mobile radios and portable radios are the following:

- Mobile \$10,000 (installed), base cost \$7,000
- Portables \$8,500

Mounting an MDT into a vehicle is approximately \$700 or \$1500 for a full installation. A modem for this device costs \$4,000. Cell phones are approximately \$100 per month for two phones. Reoccurring fee for each radio is \$45 month (\$135) and Modem is about \$100 month.

Emergency Medical Supplies: During planning meetings convened by the Division Manager and Emergency Medical Services staff, the following supplies were identified as recommended for use by MACRO staff in the field and costed out accordingly.

Emergency Medical Supplies

| Description | Qty | Sell Price | Total |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|------------|------------|
| LIFEPAK CR2 Defibrillator, Semi-Automatic, WIFI, English, carrying case, 8-year warranty. Includes 1 PR QUIK-STEP electrodes and 1 battery (4 years each), LIFELINK central AED Program Manager Basic Account, USB cable, Operating Instructions | 2 | \$1,821.18 | \$3,642.36 |
| SAVIOR7™ PRO Combat Trauma System Bag, Tactical Black | 2 | ##### | \$227.98 |
| Hudson RCI® Cath-Guide® Guedel Airway Size 0-6 | 2 | \$ 5.76 | \$11.52 |
| Curaplex® BVM Manual Resuscitator, Universal Connector, Oxygen Tubing, Mask Size 4, Small Adult/Pediatric | 2 | \$ 12.84 | \$25.68 |
| Curaplex® Select Nasopharyngeal Airway PVC, Sterile, Single-Patient Use size 14 Fr-34Fr | 2 | \$ 16.32 | \$32.64 |
| SAM Chest Seal Combo Pack, One with Valve, One without Valve | 2 | \$ 32.95 | \$65.90 |
| SAM® XT Extremity Tourniquet, Civilian Orange | 2 | \$ 28.95 | \$57.90 |
| Economy Aneroid Blood Pressure Cuff, Adult, Black | 2 | \$ 7.89 | \$15.78 |
| Littmann® Lightweight II S. E. Stethoscope, 28in L, Black | 2 | \$ 72.99 | \$145.98 |
| Curity™ Flexible Fabric Adhesive Bandage, 1in x 3in | 2 | \$ 2.10 | \$4.20 |
| Supreno® EC Exam Gloves small-XL | 2 | \$ 39.96 | \$79.92 |
| Diagnostix™ Fingertip Pulse Oximeter | 2 | \$ 55.95 | \$111.90 |
| Dressing Materials | 2 | \$ 59.99 | \$119.98 |
| 4X4 gauze | | | |
| Universal dressing | | | |
| Abdominal pad | | | |
| Roller Bandages | | | |
| Bulky gauze rollers | | | |
| Tape | | | |
| Elastic Bandage 3" | | | |

| | | | |
|--------------------|--|--|------------|
| Tape | | | |
| Triangular bandage | | | |
| | | | \$4,541.74 |

Miscellaneous actions taken since the March 16 informational update was issued:

- Fire is working with Oakland Police to identify and define all call determinants.
- Fire has determined the flow for call routing between Police Dispatch and Fire Dispatch (FDC)
- The Fire Department has moved closer to determining the ideal time schedule for the MACRO staff with current options being TUES-SAT:
 - 10AM-6PM or
 - 2PM-10PM.
- In addition to meetings held between relevant agency directors and leadership from the City Administration, Fire personnel have held meetings with leadership and or staff from the following agencies and organizations:
 - Alameda County Behavioral Health
 - Access to the Community Health Record at ACBH (which the City does not currently have) is critical to obtaining history of known members of our community who are already in the database which can make MACRO interactions more informed and effective.
 - To bill Medi-Cal for reimbursement for MACRO team interventions, OFD must be Medi-Cal certified. This is a lengthy process that includes fire inspections, creating a billing reporting unit, providing lists of staff and the classification and or licenses they hold allowing them to provide mental health services and billing.
 - In order to bill Med-iCal for crisis services and to diagnose someone with a mental health condition MACRO will need a licensed clinician, either in house or on contract.
 - Staff is needed to assist with clinical consultation, and supervision. Additionally, the licensed clinician could be the link to County services.
 - Alameda County Public Health Department
 - Alameda County Emergency Medical Services
 - Emergency Medical Services (EMS) CORPS
 - They train youth from Alameda County as Emergency Medical Technicians (EMTs) and prepares them for careers in healthcare and public service.
 - Crisis Assistance Helping out on the Streets (CAHOOTS), Eugene, OR
 - Oakland Police Department (Sgt. Doria Neff)
 - Jeweld Legacy Group (JLG)
 - Began to build curriculum for training utilizing the \$40,000 in MACRO program budget.
 - OFD Interim Chief Drayton went to Portland and participated in a Ride-Along with Portland Street Response (PSR) on April 16, 2021.

- The PSR team includes a Program Manager, a Firefighter/Paramedic, a mental health crisis clinician, and two community health care workers.

Safety and Liability Concerns

There remain unresolved safety and liability considerations in implementing a MACRO program, including transporting patients, employee safety and community safety.

Specific to the issue of transporting MACRO clients, OFD has consulted with the City Attorney's Office and been advised to check with the County EMS on the operational feasibility of the proposal and if they have any recommended policies or procedures. The conversation between Fire and the County is tentatively scheduled for the week of April 19, 2021.

Labor Considerations

HRM continues to meet with Fiscal and Human Resources staff from OFD, as well as labor representatives from SEIU 1021.

Respectfully submitted,



Melinda Drayton
Interim Fire Chief

For questions, please contact Vena Sword-Ratliff, Medical Services Division Manager, OFD, at 510-238-3736, or by email at vsword-ratliff@oaklandca.gov.