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CITY OF OAKLAND

AGENDA REPORT

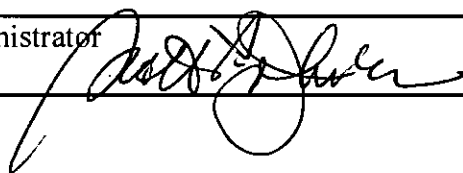
TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Sara Bedford

SUBJECT: Measure Y Community Engagement

DATE: April 10, 2012

City Administrator
Approval



Date

4-11-12

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends City Council to approve a report and action on a recommendation regarding Measure Y Community Engagement Programs including City-County Neighborhood Initiative (CCNI) and the Late Night Live in the Parks Project utilizing two hundred fifty thousand dollars (\$250,000) in Measure Y, the Violence Prevention and Public Safety Act of 2004 funds from July 1, 2012 – June 30, 2015.

OUTCOME:

Approval of the recommendations will have reduction of crime in areas where City-County Neighborhood Initiative (CCNI) and Messengers4Change programs operate in conjunction with the Late Night Live in the Parks project and other violence prevention efforts.

EXECUTIVE SUMMARY

In order to further engage community members in the City of Oakland's violence prevention efforts, DHS recommends funding a modified version of the City-County Neighborhood Initiative and support the continuation of the Messengers4Change community engagement program. The Late Night Live in the Parks project will be implemented by these two programs. This funding is recommended for three fiscal years beginning July 1, 2012 through June 30, 2015 at a cost of two hundred fifty thousand dollars (\$250,000) per year from Measure Y; The Violence Prevention and Public Safety Act of 2004.

- The Oakland City- County Neighborhood Initiative is a proven strategy to combat violence. This funding would support continuing efforts in East and West Oakland stressor beats in partnership with the Alameda County Public Health Department.

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- Messengers4Change is a public messaging campaign and community engagement program currently supported by a grant from the Department of Justice as part of the replication of Chicago CeaseFire in Oakland. It works in deep collaboration with Oakland Street Outreach, Crisis Response and the Call-in components of CeaseFire. Measure Y funding would enable the program to continue after the end of the federal grant in October of 2013.
- The Late Night Live in the Parks project is a proven strategy to combat violence in very high crime areas. This funding would support Late Night Live in the Parks programs that would occur every July until mid-August at two (2) parks in very high crime neighborhoods of Oakland. One parks program will be implemented by CCNI and one parks program will be implemented by Messengers4Change. Additional Late Night Live in the Parks programming may also be implemented throughout the year, especially during the holiday season.

BACKGROUND/LEGISLATIVE HISTORY

On January 17, 2012, the Department of Human Services (DHS) presented their recommendations to City Council, as to the distribution of the Measure Y violence prevention funds for Fiscal Years 2012-2015. Included in that recommendation was the allocation of \$250,000 per year to the Late Night in the Parks Program to be implemented using the City-County Neighborhood Initiative (CCNI) model in two neighborhoods with very high stressors. It also included funding to continue the Messengers4Change program after the federal grant supporting it ends in 2013. The majority of the recommendations were approved. However, Councilmembers requested more information on the Late Night in the Parks program in regard to structure, location, outcomes, and effectiveness. This report is a response to that request.

i. Background on the City-County Neighborhood Initiative

The City of Oakland and the Alameda County Public Health Department (ACPHD) joined together in 2003 to fight growing poverty, violence and health problems in Oakland. Through that initial partnership, they created the City County Neighborhood Initiative (CCNI), as a three year commitment in Sobrante Park in East Oakland and the Hoover Historic District in West Oakland. CCNI partners include resident groups, community-based organizations, and the Oakland Unified School District. It is funded by the ACPHD, Alameda County Measure A and the City of Oakland Measure Y.

The City portion of CCNI consists of two full-time Community Building Coordinators (CBCs) each assigned to a neighborhood and a half-time supervisor all of whom are part of the Neighborhood Services Division. The City of Oakland's CCNI staff members engage residents one-on-one in identifying their needs, and connecting them with appropriate programs and services. During three fiscal years (FY08-09, FY09-10 and FY10-11), CCNI reached the following benchmarks:

- 272 clients served through 448 hours of intensive outreach
- 56 residents were placed into job training programs, and 66 were placed into jobs
- 62 Community Collaboration meetings with a total of 1668 participants
- A total of 25 large scale community events with 3,731 participants occurred

Please refer to *Attachment A* for CCNI's Measure Y Evaluation results. CCNI has also made significant strides in developing new programs, coalitions, committees and initiatives for the project areas over the last seven years. This includes:

- The Oakland Youth Movement
- Engaging Alameda County Public Health Nursing staff
- Sobrante Park Resident Action Council
- Sobrante Park Green Works Development Program
- Sobrante Park Time Banking
- Sobrante Park Leadership Council
- West Oakland Mini-Grant Committee
- West Oakland Health and Safety Collaborative

2. *Background on the Messengers4Change*

The City of Oakland received a Community-Based Violence Prevention Demonstration grant for \$2.2 million over three years (Oct 2010-Sept 2013) from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention. The goal of this grant is to reduce shootings and homicides in the targeted high crime neighborhoods of Oakland by 20% by September 30, 2013. Objectives and program strategies include:

- *Providing alternatives to violence* when gangs and individuals in the community are making risky behavior decisions through street outreach to connect high-risk young people to school, jobs, and services and sending a message of non-violence;
- *Change community norms regarding violence* through improved community engagement and a public messaging campaign against violence which mobilizes clergy and residents to plan vigils, park events and other activities named "Messengers4Change";

- *Increase awareness of the perceived risks and costs of involvement in violence among high-risk young people through public education and sending a message of strong sanctions for future violence to a targeted group of young people involved with guns, named the "Call-In."*

Messengers4Change works with Oakland residents to stand up against violence in their community. Specifically focused on the Havenscourt and Elmhurst neighborhoods, the community residents trained to be Messengers4Change send a message that gun violence is not acceptable. This is based on the Chicago CeaseFire effort. They participate in peace marches, create baskets for homicide victim's families, work with residents and business owners to publicize antiviolence messages through signs and other tactics and organize vigils after a homicide or shooting.

One (1) FTE Community Engagement Coordinator staffed at DHS is charged with operating the Messengers4Change program. This position is charged with training and organizing faith and community leaders and supporting community efforts where residents show they are committed to stopping the violence. The Messengers4Changer created and is just now disseminating public education materials sending the message - "Standing Against Violence" - to influence community norms, deter violence, and engage more community residents in problem solving in Havenscourt and Elmhurst. Messengers4Change works in deep coordination with Street Outreach, Crisis Response and the Call-Ins as part of the City's CeaseFire replication.

As part of the Late Night Live in the Parks project, Messengers4Change hosted a program every Friday from July 15 – August 20, 2011. At least 100 community members gathered in the park every Friday to celebrate the newly upgraded playground equipment and eat dinner together. Measure Y Street Outreach organized sports for the kids and a local DJ donated his time and music to give the BBQ a festive air. At the end of each evening, children and youth participated in a dance off. It was a community effort, as 11 young people from the area helped plan, organize and participate in the events. Many other community members helped out by serving and bringing food, and helping to clean up afterward. OPD data shows that police incidents in the immediate area around the park decreased by 51% during the six week period that they event was held, as compared to the past two years.

3. Background on the Late Night Live in the Parks Project

OPD data shows that shootings and homicides increase during July and August, and are most prevalent, on Friday and Saturday nights. In response, during the summer of 2011, DHS Measure Y programs, the Police Activities Leagues (PAL), Oakland Parks & Recreation, Youth Movement Records, and the Oakland Housing Authority, led by Mayor Jean Quan's office, agreed to open recreation centers and parks in high crime areas, to provide an alternative for youth in areas where violence is likely to occur.

This pilot program included sites at McClymonds High School, Rainbow Recreation Center, 81st Ave library and the East Oakland Youth Development Center. The Messengers4Change program, detailed above, also operated a Late Night Live in the Parks program at Willie Wilkins in Elmhurst on Friday evenings in July and August. During this same time period staff from Mayor Quan's office traveled to Los Angeles to learn about the Summer Night Lights program. Please refer to *Attachment B* for a description of the Los Angeles Parks Program. Coupled with the knowledge from the trip to Los Angeles and the results from the Willie Wilkins site, which showed a 51% reduction in crime, staff recommended funding for this project to be implemented in two parks starting in July, 2012 as part of the Measure Y violence prevention strategies for 2012-2015.

ANALYSIS

Evaluation and research into what works in reducing violence in high crime neighborhoods always includes a community engagement component. Without the support and the involvement of residents, violence prevention efforts will not take hold for the long term. The components described below are an effort to improve this aspect of the Measure Y violence prevention programs. They work together in a coordinated approach, to achieve the goal of empowering community residents to take back their streets and their neighborhoods for a safer Oakland.

I. City – County Neighborhood Initiative

At its inception, the goal of CCNI was to empower residents in Sobrante Park and the Hoover Historic District of Oakland to make changes in their neighborhoods that in turn reduce crime. The original commitment was for three years of funding for these areas in 2004. Both of these areas achieved many of the goals set out in 2004. This was made possible by the support of Alameda County, the dedication of CCNI staff, and the commitment of resident leaders.

Therefore, staff recommends other high crime neighborhoods of Oakland have the same opportunity to achieve the success brought to the Hoover Historic District and Sobrante Park through CCNI. Crime data, specifically shootings and homicides, shows that the Elmhurst neighborhood in East Oakland and the Acorn/Lowell neighborhood in West Oakland are at most need of CCNI (see Map in *Attachment A*). Staff recommends the following options for continuing the work of CCNI:

OPTION 1

- Maintain funding to support 2 FTE or at the salary of two Community Building Coordinators, to be housed in the Neighborhood Services Division. Funding will also support a minimal amount of program materials and supplies annually.

- In East Oakland, CCNI fully transition to the Elmhurst Neighborhood by January 1, 2013, specifically, parts of Police Beats 33X and 34X. Over the next nine months (April – December, 2012), the Community Building Coordinator will further develop a transition plan with the Sobrante Park neighborhood leaders (see Attachment C). If there are projects that will continue to need a City of Oakland staff presence, such as the re-building of the Tyrone Camey Park, a limited role by the East Oakland Community Building Coordinator can be maintained if it is deemed appropriate.
- During the next nine months, CCNI staff and their partners at the Alameda County Public Health Department will begin implementing the Phase I Logic Model plan for the Elmhurst neighborhood. This includes asset mapping, identifying community leaders and selecting a smaller subset area of Elmhurst to concentrate efforts in 2013.
- In West Oakland, CCNI has not had a Community Building Coordinator for the past 15 months. While there will be some transition activities out of Hoover Historic District, it is possible to expedite them quicker than in Sobrante Park.
- The current stressor and violent crime data indicate the Lowell/Acorn is the highest crime neighborhood of West Oakland. Staff recommends CCNI staff and the Alameda County Public Health Department to begin implementing the Phase I Logic Model plan for the Lowell/Acorn neighborhood as soon as a Community Building Coordinator can be hired for that area. This includes asset mapping, identifying community leaders and selecting a smaller subset area of the Lowell/Acorn area to concentrate efforts as soon as possible.
- Assist in efforts to bring the Messengers4Change component of CeaseFire to the target neighborhoods.
- The 2 FTE Community Building Coordinators, in coordination with the Mayor's Office, Neighborhood Services Coordinators and with Messengers4Change, will operate a Late Night Live in the Parks program at a park starting in July, 2012 for six weeks. This will help them gain trust and credibility in the new neighborhood and it is an opportunity for them to get input from the community for Phase I of CCNI in this area.

OPTION 2

- The same as above but rather than phasing out of Sobrante Park completely, the Community Building Coordinator will split his time evenly between Sobrante Park and a new area in Elmhurst.

OPTION 3

- Do not move the 1 FTE Community Building Coordinator in Sobrante Park for the next three years but maintain the same presence there as there is currently. There would be no need for a phase out plan in this case.

- Implement the rest of Option 1

2. *Messengers4Change*

Staff is recommending Measure Y funding support the Messengers4Change component of the Community-Based Violence Prevention Demonstration grant from the Department of Justice, Office of Juvenile Justice and Delinquency Prevention which will end in October of 2013. It is described in detail in the Background section above. Funding to DHS will support:

- 1 FTE Community Engagement Coordinator dedicated to continuing the efforts of Messengers4Change. Funding will also include a limited amount for program materials and supplies annually.
- This Community Engagement Coordinator provides workshops to resident groups to urge them to become Messengers4Change. They send a message of non-violence in the target neighborhoods of Havenscourt and Elmhurst to stand up against violence. This is done by participating and leading peace walks, vigils and engaging with young people to urge them to put their guns down.
- This will also allow for the continuation of a much targeted public messaging campaign in the target areas with yard signs, banners on Messengers4Change organizations and churches, t-shirts, give-a-ways, signs in store windows, and other public relation efforts.
- Building off last summer's success at Willie Wilkins Park, Messengers4Change is dedicated to continue to support one Late Night Live in Parks program every summer, bringing the total number of parks programs to two this summer (including the one supported by CCNI this summer).

3. *Late Night Live in the Parks Project*

The Late Night Live in the Parks Project will be implemented by staff of the City -County Neighborhood Initiative, Messengers4Change, and Mayor Jean Quan's office. The purpose is to bring populations of young people together with families and older residents in an effort to build community cohesion. Events will be held when data or the community indicate that violence is likely to occur.

Using the lessons learned from the pilot of this project in the summer of 2011 in Oakland and feedback from the City of Los Angeles, successful parks programs includes the following:

- **Buy-in:** Parks in Elmhurst, Havenscourt and the Lowell/Acorn areas will be chosen. Young people and active adult residents will be consulted with by CCNI staff, Messengers4Change and NSCs to determine what type of activities to be offered. CCNI will take the lead one (1) park and Messengers4Change in another with area residents assisting.
- **Participation:** Adults in the community who demonstrate leadership will be encouraged to organized appropriate activities at the park throughout the summer. CCNI's and Messengers4Change year round organizing efforts in these target neighborhoods and the NSC's connections will help to engage residents in planning and implementation. The theme of the events will be "Standing Against Violence" made possible by Messengers4Change public messaging and engagement campaign materials and efforts.
- **Appropriate Youth & Young Adults:** Youth and young adults chosen to work in the program are considered "wobblers" (youth that are not straight A students but who are also not a youth that would be typically identified or meet the qualification for street outreach) who have influence in the neighborhood.
- **Preparation:** These youth may be part of the Mayor's Summer Jobs Program. The Community Building Coordinators/Messengers4Change will supervise them as deemed appropriate.
- **Collaboration:** Street outreach workers will develop or use current relationships with the neighborhood "shot-callers" to encourage them to respect the events in the park.
- **Safety:** Participation from the Police Department to ensure safety and engagement in activities. Other City agencies, such as the Fire Department, will also be encouraged to attend to bring an element of safety to the parks.

Measure Y funding for limited program materials and supplies for two (2) Late Night Live in the Parks projects, will be allocated to the City Administrator's office until the reorganization of the community services agency is implemented.

POLICY ALTERNATIVES

None at this time.

PUBLIC OUTREACH/INTEREST

The community engagement aspect of this program ensures public outreach and interest.

COORDINATION

There are various avenues in which the City of Oakland Measure Y programs are coordinated. Measure Y grantees and their City and public agency partners; meet on a monthly basis by Police Command Area in the West Oakland and Central/East Oakland "Y" teams. Park coordination meetings led by Mayor Jean Quan's office will also occur with all partners on a regular basis during the summer months.

COST SUMMARY/IMPLICATIONS

1. **SOURCE OF FUNDING:**
The Measure Y Violence Prevention and Public Safety Act will fund \$250,000 to support these community engagement activities annually from July 1, 2012 – June 30, 2015.
2. **FISCAL IMPACT:**
The funds will be allocated from the Measure Y Public Safety Act 2004 Fund (2251), DHS Policy and Planning Organization (78311), and DHS Measure Y Project Code (TBD).

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

- o CCNI has received extensive program evaluation both through the annual Measure Y evaluation and by the Alameda County Public Health Department's Community Assessment, Planning, and Evaluation (CAPE) Unit. As part of the CAPE Unit's evaluation of a neighborhood survey, there were gains in both neighborhoods in categories such as perception of neighborhood safety, responsiveness of government, neighborhood social capital, and resident willingness to participate in neighborhood events and civic life.
- o CCNI will continue to be evaluated by the Measure Y independent evaluators. (*See Attachment A*)
- o Evaluation of L.A. crime data shows a 40% reduction in gang crimes around the areas where the Summer Night Lights program operates. (*See Attachment B*)
- o Police incidents decreased by 51% during the six week period that the Messengers4Change Late Night Live in the Parks event was held during the summer of 2011, as compared to crime statistics for that area for previous two years. (*See Attachment C*)
- o The Department of Justice, Office of Juvenile Justice and Delinquency Prevention is conducting an evaluation of the Oakland CeaseFire program as part of the grant received by DHS.

SUSTAINABLE OPPORTUNITIES

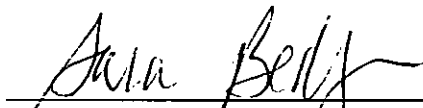
Economic: Safe communities are attracting more business to Oakland. Improving safety helps all Oaklanders.

Environmental: There is no environmental impact for this program.

Social Equity: Crime and unsafe neighborhoods are one of the biggest inequities in the City of Oakland. These programs help bring stability and equity to some of the highest crime neighborhoods of Oakland.

For questions regarding this report, please contact Sara Bedford, DHS Interim Director.

Respectfully submitted,



SARA BEDFORD, Interim Director
Department of Human Services

Prepared by:
Joe Devries, Community Building Supervisor
Neighborhood Services Division

Page Tomblin, DHS Planner
Measure Y Programs

ATTACHMENTS:

Attachment A – *Measure Y Program Evaluation of CCNI* [7 pages]

Attachment B – *2010 Summer Night Lights Executive Summary (LA City Mayor's Office of Gang Reduction & Youth Development)* [10 pages]

Attachment C – *Chart of Crime Reduction for Willie Wilkins Park*

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April 24, 2012

ATTACHMENT A

I. INTRODUCTION

Founded in 2004 the City County Neighborhood Initiative (CCNI) is a partnership between the Alameda County Public Health Department, the City of Oakland, community-based organizations, the Oakland Unified School District, and the University of California, Berkeley. CCNI is a place-based strategy focused on organizing residents in two Oakland neighborhoods, Sobrante Park in East Oakland and the Hoover Historic District in West Oakland. CCNI utilizes community organizing and capacity building as its primary strategy for empowering residents to become advocates for community change. CCNI also aims to link individual residents with needed services and employment. Through these efforts, the targeted communities will have access to the resources they need to improve livability, public safety, public health, and the socio-economic status of their residents.

II. SERVICES PROVIDED

CCNI strategies are implemented by two community building coordinators who work with residents to: 1) identify and solve neighborhood problems 2) link residents to needed social services 3) identify neighborhood leaders, both adults and youth, and develop their community organizing skills, and 4) strengthen existing neighborhood organizations so residents will be able to advocate for their interests. The primary strategies for building community capacity include organizing residents to participate in neighborhood groups and bringing residents together through service events and activities.

The table below provides service information regarding the events provided

by CCNI. A total of 42 events were provided during the 18-month evaluation period and were attended by over 3,000 participants.¹

CCNI Outreach Events

# of Events	42
# of Participants	3,268
# of Event Hours	94

While the primary focus of CCNI is on achieving community level change, the program also links individual residents with supportive and employment related services. During the time period covered by this evaluation, CCNI enrolled 121 individual clients, the majority of whom were African American (74%) males (61%). A quarter of clients were Latino.²

CitySpan service data were analyzed to determine how long clients were engaged in service and the amount of service they received. On average, clients were engaged for six months of service and provided with an average of 2.3 hours of service per month. The table on the next page depicts information on the number of service hours provided to individual clients. The bulk of services were provided in the category of individual outreach. The community training participants were primarily individuals who participated in Resident Action Council meetings and received training around community advocacy, civic engagement, and community resources.

¹ The evaluation examines program efforts from 7/1/2009 through 12/31/2010.

² Demographic information was obtained from the City of Oakland's Youth Services Management Information System, also known as CitySpan. Due to missing and/or duplicate data, demographic information is an approximation.

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Type of Service	# of Clients ³	# of Hours	Average hours per client
Individual	113	230	2
Intensive Outreach	111	226	2
Case Management	5	3	1
Group Services	21	450	21

Deliverables

The program has met or exceeded most of its expected deliverables so far this year. In relation to employment deliverables in 2009-10, the timing of some placements meant that some numbers were captured in 2010-11. This was due to factors outside CCNI's control because job placements are coordinated by another agency. Further, the program reported that given the current economic outlook and the lack of employability of many clients, it is particularly challenging to find jobs for CCNI's client population. An extended vacancy in the West Oakland Community Building Coordinator position meant that some deliverables for 2009-10 were not met such as the number of general outreach events. Despite these challenges, CCNI continued to support organizing efforts in West Oakland through the San Pablo Corridor Coalition, the West Oakland Service Delivery System (SDS) and the West Oakland Health & Safety Collaborative, though these efforts were not Measure Y deliverables.

Efficiency of Service

CCNI is unique in terms of the programs funded through Measure Y, as its primary

focus is on strengthening community capacity in two Oakland neighborhoods, as opposed to providing individual, client focused services.⁴ Given these factors, a comparison between CCNI's cost of services and those of similar programs was not possible. CCNI has received funding from Measure Y since its inception, but also receives funding from a range of other public and private funding streams. Alameda County Public Health Department provides a 3:1 match to Measure Y. Measure Y provides a total of \$183,200 in funding annually.

III. IMPACT OF SERVICE

The evaluation of CCNI examines the program's progress towards strengthening community capacity in the targeted neighborhoods. Given extended staff vacancy in the Hoover Historic District neighborhood this year, the evaluation focuses primarily on CCNI's efforts in Sobrante Park. An interview with the program manager and a site visit to a neighborhood meeting in Sobrante Park were conducted to learn more about the program's activities, approaches, and accomplishments. The evaluation also reports on employment outcomes reported in the CitySpan database.

In addition, this evaluation reports the results of Alameda County Department of Public Health's 2010 Sobrante Park community survey. The Department of Public Health surveyed residents in 2004, 2007, and 2010 on a number of indicators related to public safety, neighborhood cohesion, health, education and other

³ Data was obtained through a download from CitySpan in February 2011 and may not align with figures from DHS and proVider generated reports.

⁴ While CCNI does link residents with employment and supportive services, it is not the primary focus of its effort.

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community resources. The most recent survey results were recently disseminated to residents and other agency stakeholders.⁵ Public health staff conducted tests of significance on all survey items. Relevant highlights are reported here.

Evaluation activities were designed to measure the program's progress towards achieving the outcomes outlined in the table below.

Outcome	Measure
Community is more engaged and empowered to advocate for changes in their community	<ul style="list-style-type: none"> NCPC Established Number of Resident Attending Meeting NCPC Leadership Established Residents are collaborating with PSO and each other to address community concerns Residents identify, organize and participate in community events and organizations
Residents feel safer in their community and more connected to each other	<ul style="list-style-type: none"> Residents report improved perceptions of public safety Crime goes down
Community has the resources it needs to improve livability, public safety, public health, and SES of its residents	<ul style="list-style-type: none"> Additional resources are brought to the neighborhood Coordination between agencies and resources is established and effective

IV. FINDINGS

Findings are presented below.

1. *CCNI achieved success in supporting the re-establishment of the Neighborhood Crime Prevention Council in Sobrante Park, strengthening resident*

participation, and engaging residents in voluntarism.

Sobrante Park NCPC/RAC

A key goal of CCNI has been to organize residents so that they may better advocate for community resources and devise their own solutions to neighborhood problems. Neighborhood groups such as Neighborhood Crime Prevention Councils, Resident Action Councils, and homeowners associations are the appropriate forums for residents to come together to address community concerns. Sobrante Park had many community assets that facilitated community organizing efforts. An enclosed community in East Oakland, with one entrance and exit, the neighborhood is primarily comprised of working class African American homeowners who have lived in the neighborhood for many decades and recent Latino immigrants who have purchased or rented homes there more recently. Further, residents had a history of successful participation in neighborhood and homeowners groups.

Since the initiative was funded in 2005, CCNI community building coordinators have worked closely with residents, to increase participation in the Resident Action Committee (RAC) and to also begin re-building the NCPC. During 2009-10, the two committees merged and began holding one monthly meeting, with facilitation support provided by CCNI staff. The NCPC/RAC meeting observed for this evaluation was attended by over 40 residents, as well as representatives from the Oakland Parks & Recreation Department, Alameda County Department

⁵ Alameda County Public Health Department. Sobrante Park Survey Results, 2010. Oakland, California. February 2011.

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of Public Health, local churches, and non-profit organizations. Bilingual translation was also provided. Residents discussed neighborhood problems with their Problem Solving Officer and solicited volunteers for NCPC leadership positions (a young woman who had participated in CCNI's Youth Movement program volunteered for secretary; two co-chairs were also identified).

During 2009-10, residents also worked to address problems related to the Aaron Metal Recycling plant located in their neighborhood, which was the source of a variety of quality of life issues, such as traffic problems, illegal dumping, and unlawful expansion. Over a dozen residents attended the planning commission meeting and city council meeting to advocate for strict conditions to mitigate the negative impact of the business on the neighborhood. The City ultimately approved additional conditions to Aaron Metal's conditional use permit and the problems associated with this property have been mitigated.

The NCPC/RAC's prioritization of crime and the involvement of law enforcement as a partner is a relatively new development. Residents welcomed the return of the Measure Y funded Problem Solving Officer at the meeting observed for the evaluation and shared information about their neighborhood concerns.

Another key strategy implemented simultaneously was organizing community events and other opportunities for residents to participate meaningfully in improving their neighborhood. The table to the right provides a list of events held during 2009-10 and the first half of 2010-11, which were organized and attended by residents.

Events	Attendees
Brookfield Elementary Earth Day	205
Creek to Bay Day	80
Durant Park Halloween Haunt 2009	400
Madison Middle School Earth Day	35
MLK Day of Service in Sobrante Park	150
National Night Out Sobrante Park 2009	200
National Night Out West Oakland 2009	250
Sobrante Park Time Banking Health Fair	450
Sobrante Park Habitat Association Meeting	45
National Night Out Sobrante Park	200
National Night Out West Oakland	150
Green Works Development Ribbon Cutting Ceremony	75
Durant Park Annual Halloween Party West Oakland	120
Sobrante Park RAC Holiday Celebration	250

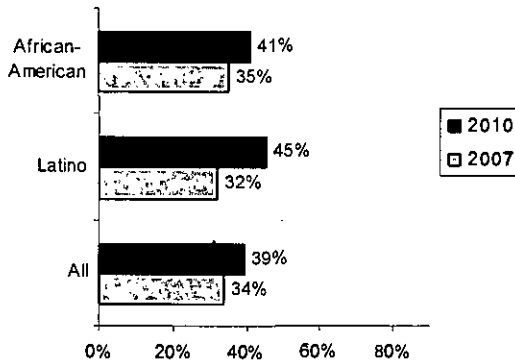
The Sobrante Park Community Survey

The Sobrante Park community survey conducted by Alameda County Public Health Department suggests that a significant proportion of residents are familiar with CCNI and have participated in CCNI sponsored events. More than half of respondents to the Sobrante Park 2010 community survey reported that they had attended a block party, bar-b-que or other social event in Sobrante Park (51%). In 2010, 80% of residents had heard of CCNI, and about half of those (39%) had attended an event sponsored by CCNI. The following chart depicts these results and shows an

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increase in the proportion of residents who have participated in CCNI events.⁶

Percent of Respondents Who Attended ANY CCNI Events in 2007 and 2010



2. A neighborhood that has experienced demographic shifts in the past ten years, Sobrante Park residents reported improved public safety and greater connections between neighbors.

A secondary goal of CCNI's community organizing efforts is to strengthen cohesion between neighbors. As residents get to know each other better, they are more likely to work together to solve problems, participate in neighborhood groups, and look out for each other's well being. Historically an African American working class neighborhood, Sobrante Park has experienced an influx of Latino residents, particularly families with young children. CCNI staff reported that the initiative has been effective at creating multiple forums for the neighborhood's diverse residents to come together, learn about each other, and build relationships. Bilingual translation is provided at each meeting and CCNI has also offered community trainings to build greater inter-ethnic understanding. The

NCPC/RAC meeting observed for this evaluation was well attended by both African American and Latino residents and individuals of both ethnic backgrounds volunteered for leadership roles in the NCPC.

Survey Item	2004	2007	2010
Agreement that people in Sobrante Park are willing to help their neighbors	77%	73%	78%
Agreement that people in Sobrante Park can be trusted	48%	44%	52%
Agreement that people of different ethnic groups get along	77%	75%	80%
Percent who volunteered in neighborhood in the past year	N/A	37%	58%

The results of the Sobrante Park community survey suggest that residents feel more connected to each other. The survey found that a greater proportion reported that residents are willing to help each other out in 2010 compared to previous years and 80% of respondents reported that people of different ethnic groups get along.

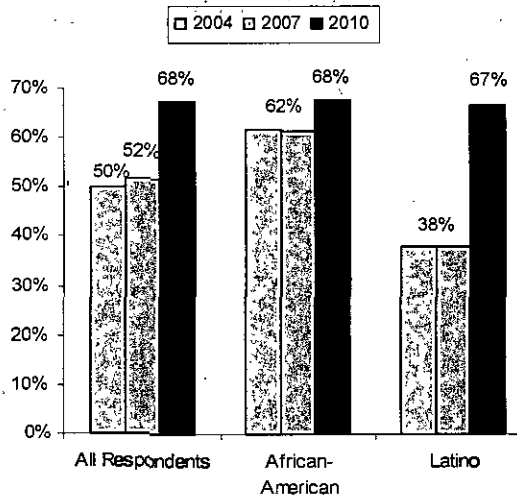
The resident survey also found that residents felt safer in Sobrante Park in 2010 compared to 2004 and 2007 and are more likely to want to remain in the neighborhood. The proportion of Latinos who thought that Sobrante Park is a safe place to live nearly doubled from 38% in 2007 to 67% in 2010 (depicted in the chart on the following page). Two thirds of residents see themselves staying in the

⁶ Ibid.

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neighborhood in the next five years (2010), compared to 54% of residents in 2007.⁷

Chart A: Respondent agreement that SP is a safe place to live (2004-2010)



3. A community with many assets, Sobrante Park has also benefited from an infusion of public and private resources in coordination with and as a result of CCNI's efforts.

A key goal of CCNI is to bring additional public and private resources to the neighborhood through increased inter-agency collaboration and leveraging of funds. Because CCNI is a collaborative effort involving City and County agencies, partnering agencies contribute significant human and financial resources and work to create greater investment of public and private funds in the neighborhood. In recent years, for example, Sobrante Park has benefited from the construction of a school-based health center located at

⁷ Ibid.

Madison Middle School through a multi-year grant from the Atlantic Philanthropies awarded to Safe Passages. The clinic is operated by the Alameda County Department of Public Health.

Further, the City and County staff in CCNI serve on a number of commissions, boards, and other bodies where decisions about resources are made, such as the Service Delivery System. In this capacity, they have been able to advocate for additional resources for the CCNI target neighborhoods and ensure that responses to community concerns are addressed appropriately.

4. According to data entered in the CitySpan database, CCNI placed 25 clients in employment and linked 51 with employment training.

CitySpan Employment Outcomes CitySpan service data were analyzed to determine employment related outcomes achieved by CCNI. The program placed 51 clients in training, primarily through linking them with services provided by other Measure Y funded employment programs, such as Youth Employment Partnership. The program was able to place 25 clients in jobs, a significant achievement, given the program's primary focus on community level change. Clients placed in employment received short term work experience through other local programs; a few were placed in the competitive job market. However, the program also reported that finding individuals permanent employment given the economic climate and the professional qualifications of their clients was a challenge.

5. Challenges reported by the program include staff turnover and the need to build resident capacity to facilitate community meetings.

Community Organizing

Community Capacity Building

CCNI's approach to community organizing is at a minimum contributing to a more organized, resourced, and empowered community in Sobrante Park. Other

Oakland neighborhoods, including the Hoover Historic District, stand to benefit from such approaches. While CCNI experienced important successes during the evaluation period examined here, the vacancy in the staff position serving the Hoover Historic District limited the program's accomplishments there.

Another challenge identified by the program was the need to continue to build resident capacity to facilitate community meetings. CCNI has provided facilitation of the NCPC/RAC meetings up until now. Individuals have been nominated recently to hold NCPC/RAC leadership positions; elections will be held at the next meeting.

It is anticipated that once leadership is in place that residents will begin to facilitate meetings. An area for future capacity building will be training residents in facilitation to ensure that the group sustains its momentu



LA City Mayor's Office of Gang Reduction and Youth Development

2010 Summer Night Lights

Executive Summary



Prepared by:

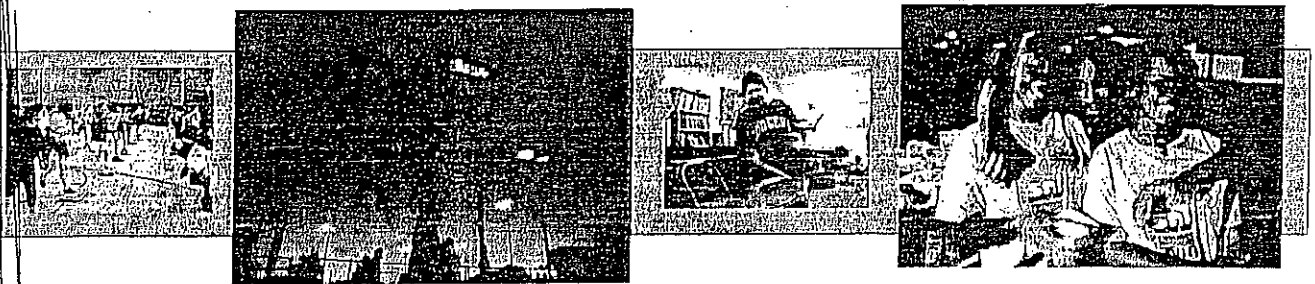
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SNL OVERVIEW AND BACKGROUND

The Office of Gang Reduction and Youth Development (GRYD) was established by Mayor Antonio R. Villaraigosa in 2007 in response to the City's need for a comprehensive, collaborative, and community-based strategy with the primary goal of reducing gang-related crime and violence in the twelve (12) designated GRYD Zones. In 2008, the GRYD Office expanded its efforts to areas that were outside of the previously identified GRYD Zones, and exhibited high levels of gang crime and activity, high poverty levels and unemployment statistics, and high population density. These areas were identified as Non GRYD Zones and implement gang prevention and/or gang intervention services.

The Summer Night Lights (SNL) program is one part of the City of Los Angeles Mayor's Office of Gang Reduction and Youth Development Comprehensive Strategy to reduce gang violence. SNL integrates the prevention and intervention components of the GRYD Comprehensive Strategy to reduce violence in communities most affected by violent crime. Specifically, SNL is a violence reduction strategy which provides extended programming to entire communities and the residents who reside within them between the hours of 7 p.m. to midnight, four days a week between July and September.

The SNL program is based on the 2003 "Summer of Success Baldwin Village Program" at Jim Gilliam Park. Building on the success of this program, the Mayor's Office of Gang Reduction and Youth Development (GRYD) launched the "Summer Night Lights" program in 2008 at eight recreation and parks facilities. In 2009, Summer Night Lights expanded its programming to sixteen sites (11 parks, 4 housing developments and 1 school site), and in 2010, SNL expanded to a total of 24 sites (20 parks, 4 housing developments) across Los Angeles.

Throughout the year the SNL staff works closely with the City's Department of Recreation and Parks (RAP), the Los Angeles Police Department (LAPD), A Better LA (ABLA), the Department of Cultural Affairs (DCA), The Housing Authority of Los Angeles (HACLA), Los Angeles Conservation Corps (LACC), and the Hungry Hog and Starving Steer to reach the following program goals:

- o Reduce gang-related violence in the parks and their surrounding communities;
- o Address the root causes for joining gangs;
- o Promote positive youth development;
- o increase residents' perceptions of safety in and around the park; and,
- o Improve relationships between community residents and law enforcement.

This report summarizes the activities provided by the SNL Program in 2010 and the findings from data collected by SNL evaluation staff. It is intended to supplement the evaluation of SNL currently underway by Urban Institute and Harder & Company by providing additional insight from intervention workers and community residents who participated in the 2010 SNL Program.



SNL Programming

In planning for the program and variety of activities offered during the summer SNL staff examine a variety of factors to determine the most suitable parks for the program. During site inspections, GRYD staff walked the premises with park personnel and discussed the facilities, safety concerns and community dynamics. Logistical items important to programming—such as facility space, storage space, working kitchens and lighting as well as outdoor and indoor facility space—were reviewed to determine the extent of programming possible at sites. GRYD staff also collected information about the surrounding community such as community resources, gang activity and/or gang injunctions from the park staff and by taking a tour of the community after the site visit.

Staff also conducted a review of the surrounding community, its community resources, gang specific information is also reviewed and evaluated that includes the following:

- Knowledge and contacts of the gangs and crews in the area surrounding the site
- Current gang intervention entity available and knowledgeable of the gangs in the area
- Current peace mediations, understandings or cease fires in the area
- Current gang injunctions in the area
- Ability to contract gang specific intervention services for that site
- Established relationships with LAPD personnel serving the site

Sports Programs

In 2010, SNL offered formal sports leagues for basketball, soccer and softball. Over 5,819 SNL participants who signed up for these free leagues received a jersey, a medal, and the chance to represent their communities while competing in regional tournaments and the championship games held during the SNL End of Summer Celebration.



In addition to the sports leagues, many parks provided the opportunity to participate in many other sporting events such as double-dutch, handball, volleyball and dodgeball. For girls interested in basketball, the Los Angeles Sparks of the WNBA (Women's National Basketball Association) hosted clinics at Hubert Humphrey, Imperial Courts, and Van Ness recreation centers. More than 100 girls from across the 24 SNL sites participated in order to improve their skills and teamwork. Residents interested in soccer also had the opportunity to improve their skills by attending soccer clinics hosted by Major League Soccer Chivas USA. A total of 750 SNL participants took part in these clinics across five SNL sites. The clinics allowed for participants to work with a CHIVAS USA coach, gain additional athletic skills, and compete for an MVP award.

Art Programs

In total, 27 community artists hired by SNL offered diverse and unique arts programming, creating important cultural experiences and outlets for expression in the park communities. Specifically, the arts programming was structured around the theme of a black/brown socio-cultural understanding and improving the relationship and celebrating the similarities between the two cultures. This theme was supported throughout the summer with cooking lessons that showcased foods from both cultures with healthier preparation tips and history lessons about artists from different regions.



The most popular art forms offered were the music and dance programs, making up 50% of all arts activity participation by SNL visitors. These programs highlighted the styles of both cultures while creating an atmosphere of celebration for everyone. Many parks offered SNL talent shows, and in some parks, a mobile recording studio was available for individuals who wanted to record their own songs and learn about the music industry. Different dances offered across the parks included Aztec Dancing, Afro-Cuban dance, Samba, Shuffling contests and Hip Hop dancing.

Community Services

Through a partnership with the Hungry Hog and Starving Steer Company, the 24 SNL communities were served a total of 382,523 meals. On average, 10,929 people were served meals each night at all SNL sites combined per program night. In addition to feeding residents, the intent of this service was to expose residents to a wide array of healthier food options. New menu items were offered (e.g., vegetable side dishes as well as more traditional dishes with leaner meat options), and healthy snacks included low-fat string cheese, sesame stick crackers, and a variety of summer fruits like peaches, nectarines and watermelons.

In addition to the fun activities and sports offered throughout SNL, the program also provided practical services to the communities surrounding the parks. For example, the Watts Cluster of housing development sites piloted a "Girl Up" symposium to reach out and increase self-esteem among pre-teen and teen girls living in the housing developments. The symposium included local female responsive service providers, and allowed for participants to engage in discussions about self-esteem and health. Many parks also provided career counseling, resume workshops, and college recruitment fairs for community members. Additional community services offered by individual parks included: Computer classes, parenting workshops, healthy cooking classes, fitness classes/yoga, reading workshops sponsored by Operation Read, and the SHARE Tolerance program offered by the LAPD.



Youth Squad

One way in which SNL sought to increase positive youth development was to hire youth from the community to work as Youth Squad (YS) members. A total of 240 youth were hired from the areas surrounding the SNL sites, with 10 youth working as a team at each park. While providing the opportunity to gain practical vocational skills, this component of the program also supported the growth of the YS members in areas such as social and communication skills and community leadership. The main duties of the Youth Squad were to help plan and implement summer programming and events; act as a community liaison; carry out the logistics of setting up, breaking down, and closing the SNL program each night; and participating in all activities related to food preparation, food delivery, and clean up for SNL participants on a daily basis.

The YS Development Curriculum was composed of overarching thematic sections intended to support YS in fulfilling their SNL responsibilities and to continue succeeding as adults. Components were based on the assessments from Site Coordinators and Program Managers in 2009 on training provided by the Pacific Institute. The topics covered included:

- Career building techniques—such as resume writing and interview practice
- Financial literacy training—including the basics of banking, saving, credit and investments
- Violence awareness—involved discussion about the causes of violence and challenges of maintaining peace
- Asset mapping—designed as a means of reshaping perceptions and discovering the resources of their communities
- Health component—encouraged YS to make healthy food choices, exploring stereotypes and misconceptions about drugs



Community Intervention Workers

Throughout the summer SNL contracted for intervention services from 10 agencies across the city, employing the expertise of more than 103 individuals. Community intervention workers (CIWs) received training in violence reduction and conflict management strategies provided by the Los Angeles Violence Intervention Training Academy (LAVITA), the Office of Gang Reduction and Youth Development's contracted provider for intervention training.

The main duties of the CIWs were to maintain a peaceful atmosphere in and around SNL parks. In many cases, this meant CIWs would greet every park visitor and explain the purpose of SNL in creating a safe atmosphere where the community could come to enjoy the activities and food.

Intervention workers were also encouraged to assist in the facilitation of late night programming activities to keep visitors engaged in the parks until the end of programming at midnight. For many parks this translated to hosting softball or basketball games, overseeing boxing or weightlifting classes, handball tournaments, or providing linkages to supportive services that would assist gang involved youth, adults, and their families with areas such as employment, education, and childcare.

Gang-Related Crime

One of the goals of the SNL Program is to reduce crime in and around SNL parks. An overall analysis (i.e., all GRYD Zones combined) of Part I Gang-Related Crime data between 2007 and 2010 for all SNL parks yielded the following crime trends:

- 40% reduction in gang-related Part I Crimes
- 57% reduction in gang-related homicides
- 48% reduction in gang-related aggravated assaults
- 55% reduction in shots fired
- 45% reduction in victims shot

This analysis of LAPD data indicates that gang crime decreased noticeably in SNL parks between 2007 and 2010. Crime analysis results reported in the Urban Institute/Harder & Company Interim Report (In Press) mirrored the general trend of decreasing gang crime in SNL areas. Comparing gang crime in SNL reporting districts to non-SNL reporting districts, UJ/Harder reported steeper decreases in gang crime in SNL reporting districts as compared to non-SNL reporting districts. For 2008 SNL sites combined, the decrease in gang crime between summer 2008 and June 2010 was -36.5% compared to only -18.2% in non-SNL reporting districts. For 2009 SNL sites combined, the decrease in gang crime between summer 2009 and June 2010 was -30.8% compared to -3.7% for non-SNL reporting districts. At the time of this report, results for the 2010 SNL programs were not available. Nonetheless, when considering all results available to date, the patterns from all findings show that SNL may have the desired impact on these areas.

Overall SNL Outcomes

Community Resident Visits and Employment

In total, an estimated 710,000 visits were made to the SNL parks between July 7th and September 4th, 2010. SNL hired 1,086 individuals to administer the SNL program, most of who came from the communities in which the SNL parks are located. Table 1 summarizes the categories of employment and the total number of individuals employed in that category.

Table 1: Summary of Employment Opportunities Supported by SNL in 2010

Position	Total Individuals Employed
Sports League Coaches	177
Sports League Officials	186
Community Artists	27
Youth Squad Supervisors	48
Youth Squad Members	240
Community Outreach Specialists	21
Community Intervention Workers from 10 Agencies	103
Local Vendors	284
<i>Total Jobs</i>	<i>1,086</i>

SNL's ability to engage community residents and employ a number of people, particularly youth from the surrounding community and GRYD Zones, underscores the program's commitment to addressing the root causes for joining gangs (i.e., providing employment opportunities) and promoting positive youth development through the hiring and training of Youth Squad.



Cost Benefit Analysis

Another important outcome of the SNL program is the estimated 2010 financial benefit to the City of Los Angeles based on an internal analysis by Summer Night Lights program staff. Below is a breakdown of the cost savings to the city based on crime reduction statistics gathered through the LAPD COMPSTAT Division. The following crime reduction incidents refer to SNL 2010 summer programming months compared to most recent year without an SNL site for all 24 sites combined.

1. Burglary
 - o 6 Fewer Burglaries
 - o Cost per Burglary Crime: \$11,131.60.....
2. Aggravated Assault
 - o 87 Fewer Aggravated Assaults
 - o Cost per Aggravated Assault Crime: \$15,702.....
3. Rape
 - o 2 Less Rapes
 - o Cost per Rape Crime: \$20,697.27
4. Robberies
 - o 23 Fewer Robberies
 - o Cost per Robbery Crime: \$24,219.72
5. Homicides
 - o 11 Fewer Homicides
 - o Cost per Homicide Crime: 1.3 Million.....
6. Victims Shot
 - o 32 fewer victims shot.....

\$66,789 in Savings

\$1.4 Million in Savings

\$41,394 in Savings

\$557,054 in Savings

\$14.3 Million in Savings

\$2.6 Million in Savings



Total Savings
\$18,965,237

Average Cost per case for a non-fatal assault resulting in hospitalization is estimated at \$57,209 in lost productivity and \$24,353 in medical costs.



Community Resident Surveys

Community surveys were administered to residents attending SNL activities at the beginning of the SNL program and at the end of the SNL program. These two groups of respondents are not the same individuals—i.e., they represent two separate samples. Tracking responses from the same respondents would provide a stronger design but was not possible; nonetheless, comparison of these two samples yields interesting patterns to begin assessing the effectiveness of the SNL Program. A summary of findings across SNL Sites organized in their respective GRYD Zones is provided below.

Respondent Characteristics

- Although the proportion of male and female respondents varies across zone, both male and females are represented in community surveys. The distribution ranges from equal distributions to slightly higher (about two-thirds) proportion of male respondents.
- The race/ethnicity of respondents varies by zone, but regardless of zone, the two prominent groups represented in the community surveys are African-Americans, Latino, and in some zones a combination of African-American and Latino.
- The majority of respondents in all zones were between the ages of 11-24, and not surprisingly, most were in school or had their high school diploma.
- The vast majority (more than 80-90%) of respondents considered themselves residents of the community, and most of respondents also reported living in the community for more than five years or all of their life.

Perceptions of Safety In and Around the SNL Park

- Without exception, respondents at the beginning of SNL were more likely to feel safe or very safe during SNL than prior to SNL.
- Both groups of respondents reported similar levels of feeling safe during SNL—typically percentages fell in the 70-80% range.
- In most zones, respondents at the end of SNL either anticipated lower levels of safety after SNL ended. In a couple of zones, respondents expected to have the same levels of safety or higher levels of safety after SNL.
- The issues that posed the biggest risk to safety were similar across all zones, although the order of the issues varied slightly. These issues included: drug use, fights, shootings, and intimidation by gang members. Decreased ratings among respondents at the end of SNL were found in most sites, but increases were also found for a few issues.

Address the Root Causes for Joining Gangs and Promote Positive Youth Development

- All respondents, regardless of group (i.e., at the beginning or end of SNL) desired both structural changes and increased access to extracurricular activities.
- Without exception, respondents ranked sporting events as the best part of SNL. Additionally, arts and crafts were mentioned in several zones, and at least one zone highlighted the literacy/reading program. The most popular sporting events were basketball, soccer, skateboarding, and softball/baseball.



Relationships between Community Residents and Public Services

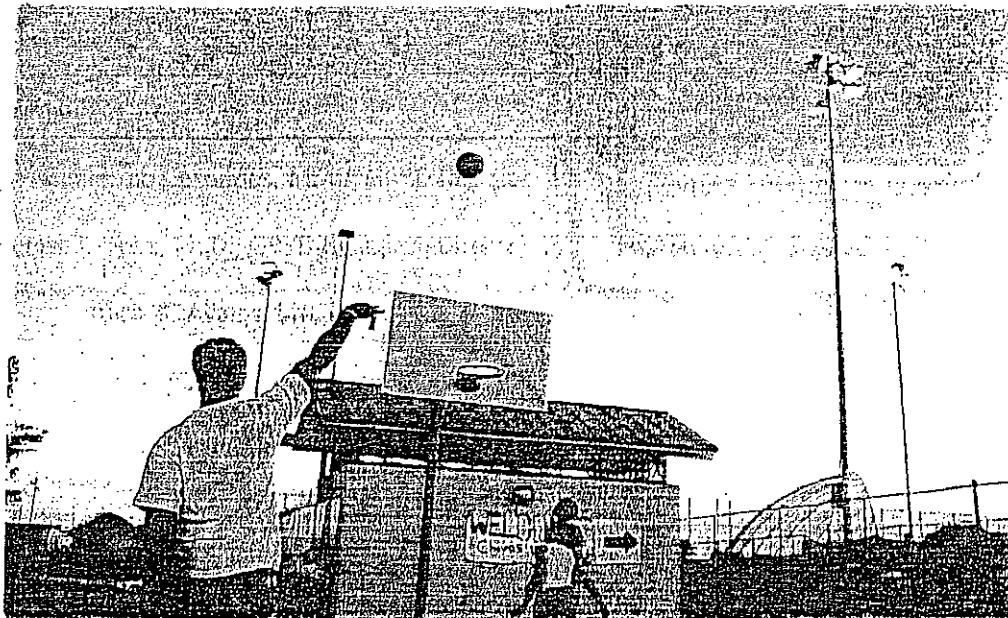
- With a few exceptions, most (approximately half or more) respondents were comfortable accessing services from the LAPD.
- In almost all GRYD Zones, the comfort level for accessing services from LAPD was higher among respondents at the end of SNL compared to respondents at the beginning of SNL.

Taken together, these results provide insight into the perceived impact of SNL programs in and around selected parks in GRYD Zones, Non GRYD Zones, and Non GRYD Areas. Although there are limitations to the methodology, these findings indicate that SNL had a desired impact in these areas and provide insight into how SNL can be improved in the future.

Where do we grow from here?

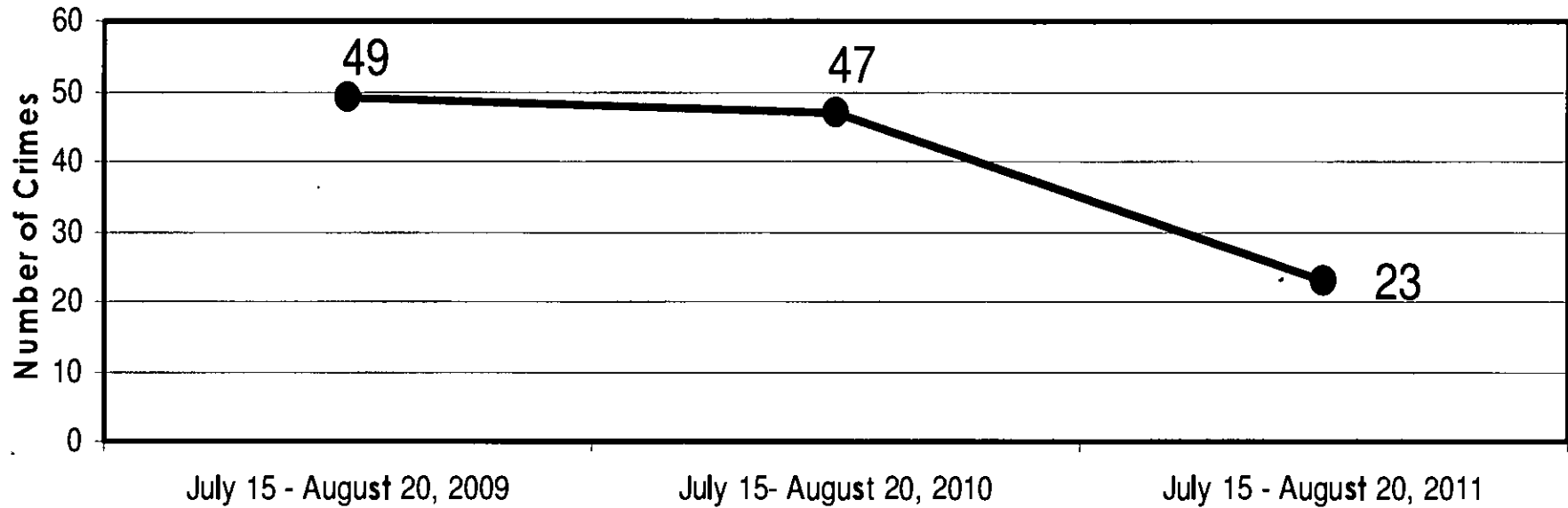
SNL plans to continue to expand to 32 parks across Los Angeles in 2011 (8 new parks across the city). This will mean an expansion of staff, budgets and resources. It will also mean an increase in community engagement and ownership that has been documented in the community surveys collected during programming, as well as potential for an alternative summer experience for youth and families that is safer and more productive for the communities served.

However, SNL cannot continue to expand without the help of generous donors who see the potential of not only the program but the potential in the communities as well. While the GRYD office continues to grow the program the aim will be to provide greater outreach in communities and expand specialized multi-generational programming for seniors, families, young children, young women and gang-affiliated youth with activities and services that are responsive to the specific needs and interests of each community.



**ATTACHMENT C - Police Incidents in the Vicinity of Willie Wilkins
Park**

Friday Summer Nights in the Pork held in 2011



Police incidents in the Willie Wilkins Park area decreased by 51% during the six weeks that the event was held compared to the previous two years