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CITY OF OAKLAND

AGENDA REPORT

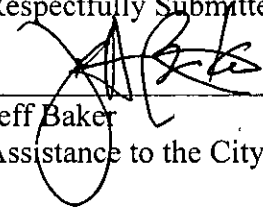
TO: Dan Lindheim, City Administrator
FROM: Jeff Baker, Assistant to the City Administrator
DATE: October 26, 2010

RE: **RECEIVE AN INFORMATIONAL REPORT FROM THE OFFICE OF THE CITY ADMINISTRATOR AND RESOURCE DEVELOPMENT ASSOCIATES ON MEASURE Y VIOLENCE PREVENTION PROGRAMMING AND COMMUNITY POLICING FINDINGS (PRELIMINARY) FOR FISCAL YEAR 2009-2010**

The Violence Prevention and Public Safety Act of 2004 (Measure Y Initiative) mandates an independent evaluation of Measure Y funded violence prevention programs to ascertain the effectiveness of the programs, including the number of persons served and the rate of crime and violence reduction achieved. There are two major components of Measure Y programming, (1) community and neighborhood policing and (2) violence prevention services with an emphasis on at-risk youth and young adults. Resource Development Associates (RDA), an independent contractor selected through a competitive bid process, provided its first outcome evaluation of Measure Y Violence Prevention Programming (FY 2008-09) in January 2010. A final evaluation report of all Measure Y violence prevention programming for FY 2009-2010 is scheduled for late November 2010. The attached preliminary evaluation report is provided for your review and consideration.

The Measure Y Oversight Committee is scheduled to review the RDA Preliminary Findings during its Regular Meeting, scheduled for October 18, 2010. The recommendations of the M-Y Oversight Committee will be presented during the Public Safety Committee Meeting of October 26, 2010.

Respectfully Submitted,



Jeff Baker
Assistant to the City Administrator

**APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:**



OFFICE OF THE CITY ADMINISTRATOR

Item _____
Public Safety Committee
October 26, 2010

Attachment

ATTACHMENT 1

**AN INFORMATION REPORT FROM THE OFFICE OF THE CITY
ADMINISTRATOR AND RESOURCES DEVELOPMENT ASSOCIATES ON
MEASURE Y VIOLENCE PREVENTION PROGRAMMING AND
COMMUNITY POLICING FINDINGS (PRELIMINARY) FOR FISCAL YEAR
2009-2010**

Agency Name

Program Name

Measure Y Initiative Evaluation: Powerpoint of Findings 2009-10

I. Introduction

This year's evaluation of Violence Prevention Programming prioritizes three important approaches: a focus on both short and long term outcomes, measuring assets, in addition to risk factors, and evaluating decreases in anti-social behaviors, beliefs, and attitudes (harm reduction) as an important indicator of client change.

Evaluation Questions:

1. What services were provided to Measure Y clients?
 2. Are Violence Prevention Programs serving their intended target population?
 3. What was the impact of Measure Y on the clients and communities served? What outcomes were achieved in relation to criminal justice, school, employment, and resiliency indicators?
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II. Who was served and what services were provided?

Measure Y provided \$4,624,811 dollars in funding to support violence prevention programming in Youth Comprehensive Services, Young Adult Reentry, Incident/Crisis Response, and Family Violence Intervention.

The table below outlines the total amount of Measure Y funds allocated by strategy area during the 2009-10 fiscal year.

Measure Y Funds by Strategy	
Strategy	Total MY Funds
Family Violence Intervention	\$790,320
Street Outreach	\$675,476
School-Based Prevention Projects	\$514,928

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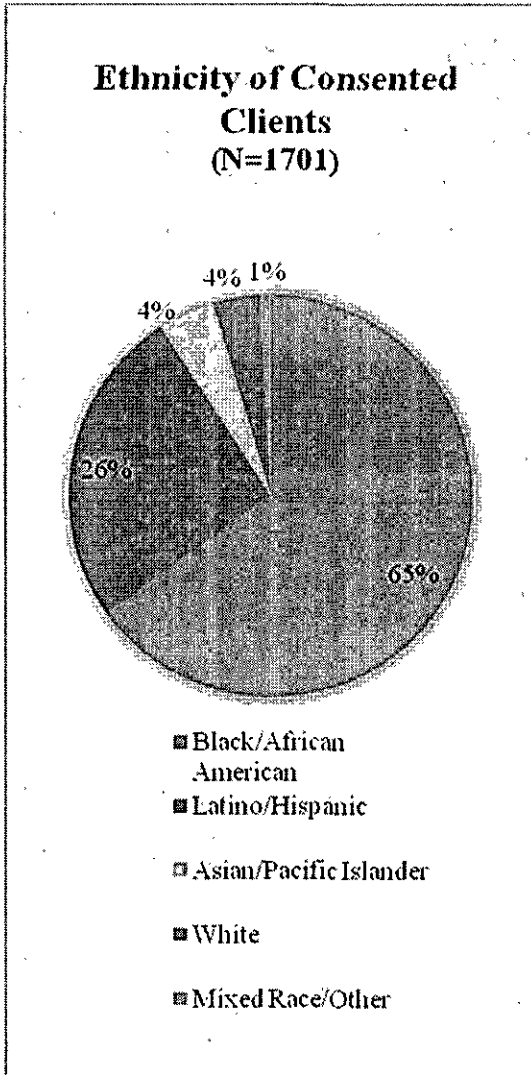
Violent Incident/Crisis Response	\$395,800
Young Adult Reentry	\$1,133,200
Youth Comprehensive Services	\$1,115,087
Total	\$4,624,811

Measure Y Violence Prevention Programs provided over 60,000 hours of group services and close to 65,000 hours of individual services to 4,061 clients during the 2009-10 year.

- Clients received on average 50 hours of individual services and 20 hours of group services.
- The service type with the greatest amount of group service hours were work experience and job readiness training. Case management and work experience comprised the greatest amount of individual service hours.
- Service hours peaked in the months of July, November, and April and declined in the Spring of 2010. Consistent with the 2008-09 trends, service hours tend to dip in the spring for a variety of reasons. Attendance tends to drop off in the spring, clients complete the program, and few new clients are enrolled because the fiscal year is wrapping up

Agency Name
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The overwhelming majority of consented Measure Y participants were African American (65%). About a quarter of participants were Latino, with Asian and white populations totaling 4% each. Less than 1% identified as mixed race/other.



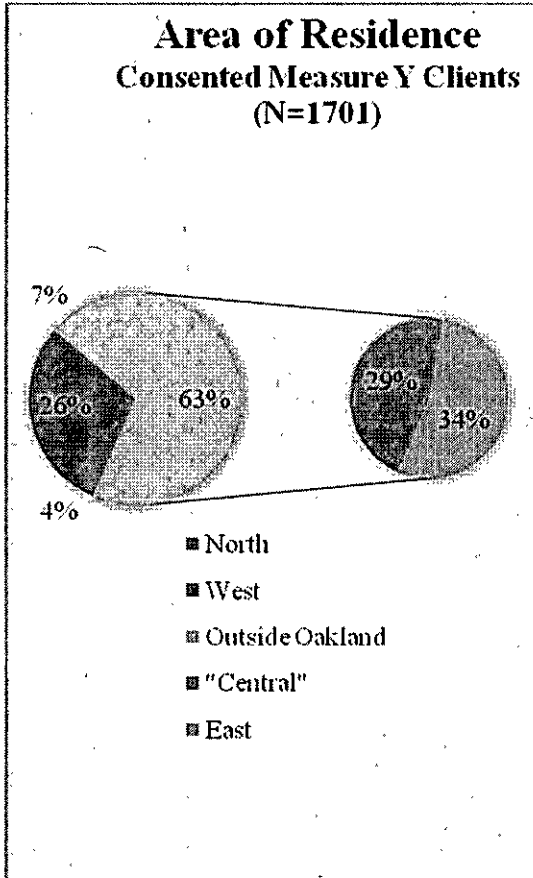
According to zip code information provided on CitySpan, the largest proportion of Measure Y clients live in East Oakland (34%).

A quarter of clients reside in West Oakland and almost a third live in "Central Oakland." The term "Central Oakland" is an analytical tool for providing enriched geospatial analysis of the vast area conventionally known as East Oakland.

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Using Oakland Police Department Command Areas as a guide, Central Oakland corresponds to Command Area II, while East Oakland corresponds to Command Area III.

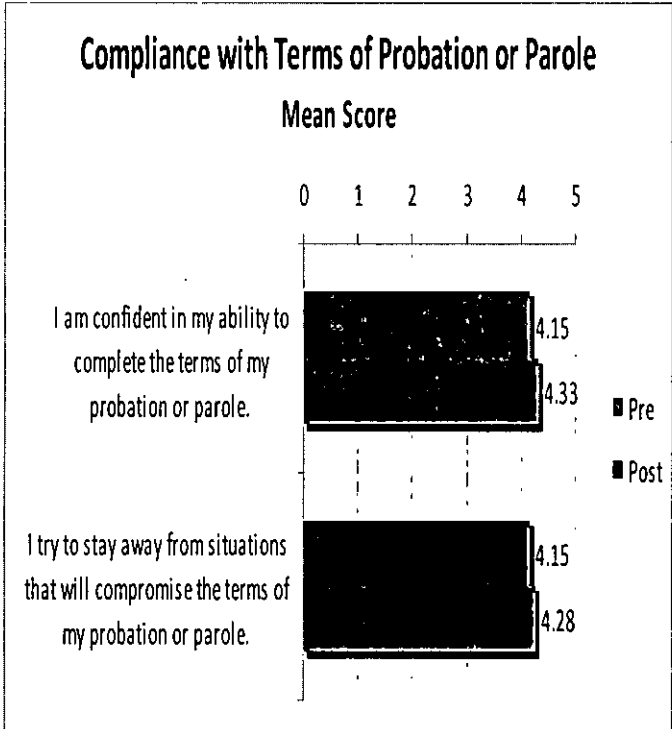


III. What was the impact on criminal justice related outcomes?

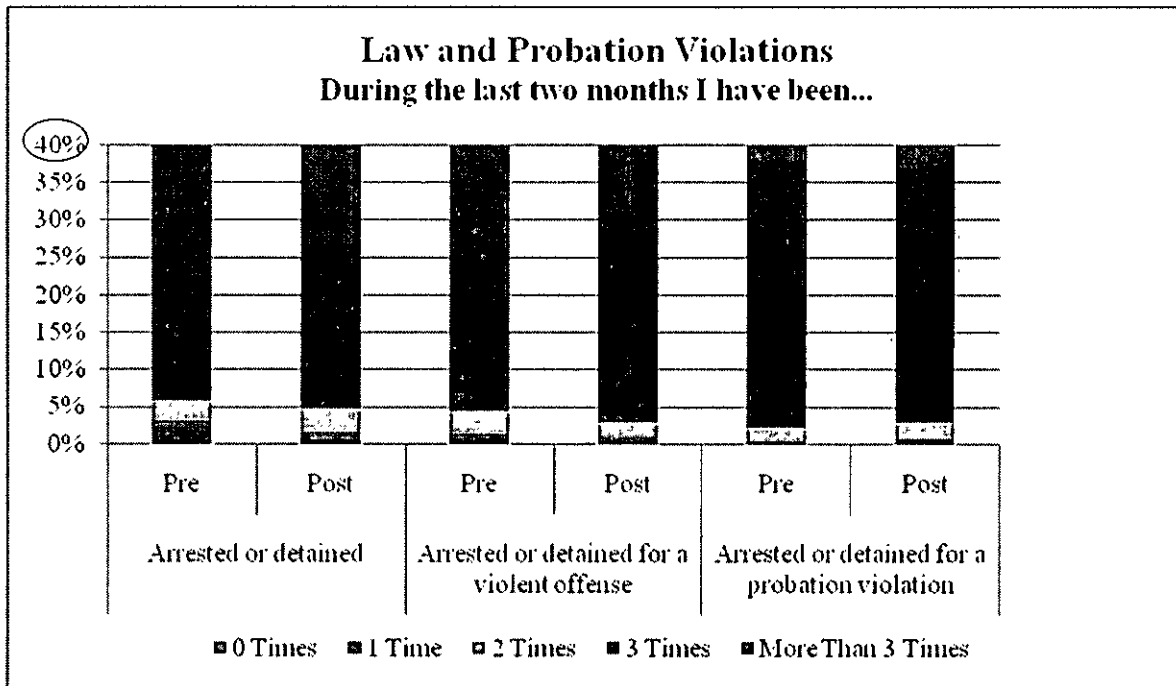
Measure Y clients reported decreased involvement in the criminal justice system after participation in Measure Y programs. Clients reported improved compliance with the terms of their probation or parole and increased confidence in their ability to stay out of trouble.

While clients' recent involvement in the criminal justice system was low on the scale at the time of enrollment, the pre-post tests found that it decreased after services were provided.

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The proportion of clients who had no contact with the criminal justice system during the previous two months increased significantly after program intervention.



Agency Name

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- The proportion of clients who had been arrested for a violent offense between one and three times during the past two months decreased significantly after program intervention.
- The proportion of clients who violated the terms of their probation decreased after program participation.

Evaluators also conducted a regression analysis of total service amount over the year compared to total violations among Measure Y juvenile probationers. Both hours and months of individual and group service were compared to the rates of referrals (probation violations) for juvenile probationers enrolled in Measure Y. Results showed a statistically significant impact of intensity of individual service and the longevity of group service.

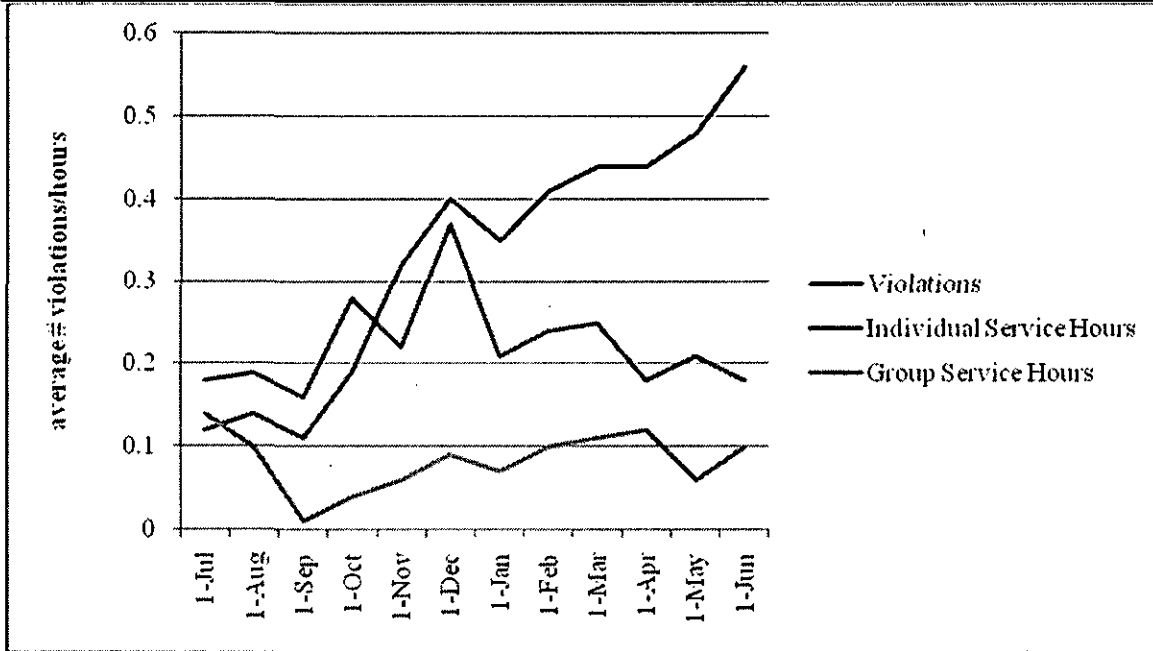
- No significant relationship between the intensity of services (individual and group service hours) and number of felonies was found.
- The number of hours dedicated to a participant on an individual basis was associated with fewer violations overall, fewer felonies and fewer violent violations.
- The number of *months* of group service was significantly related to fewer total violations, fewer felonies, fewer violent violations, and fewer drug-related violations.

Retaining participants in the program through group participation yields rich results.

Juvenile Probation Violations Compared to Hours of Group and Individual Service

July 2009 Through June 2010

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N=209

Measure Y services are reducing risk taking behavior among juvenile probationers. An analysis of probation data on Measure Y clients found that clients receiving work experience and group vocational skills training services were least likely to violate the terms of their probation. Clients engaged in conflict resolution services had fewer violent violations and those receiving substance abuse had fewer drug related violations.

Evaluators conducted a regression analysis of service type compared to total violations. Services related to employment were most closely and consistently associated with lower rates of violation. That is, clients engaged in work experience and group vocational skills training had fewer total violations, fewer felonies, and fewer violent crimes. Clients engaged in work experience services also had fewer weapons-related violations.

Work experience services were associated with a decrease in probation violations among adult probationers.

Evaluators conducted a regression analysis of service type compared to total violations.¹ Interestingly, work experience was the only type of service that showed a relatively strong impact on the rate of violation. However, case management was actually associated with higher rates of violation, which again may be due to the more at-risk clients being served more intensively. Because limited data related to client risk factors was available, evaluators were unable to

¹ Service types that served more than ten individuals were included in the analysis.

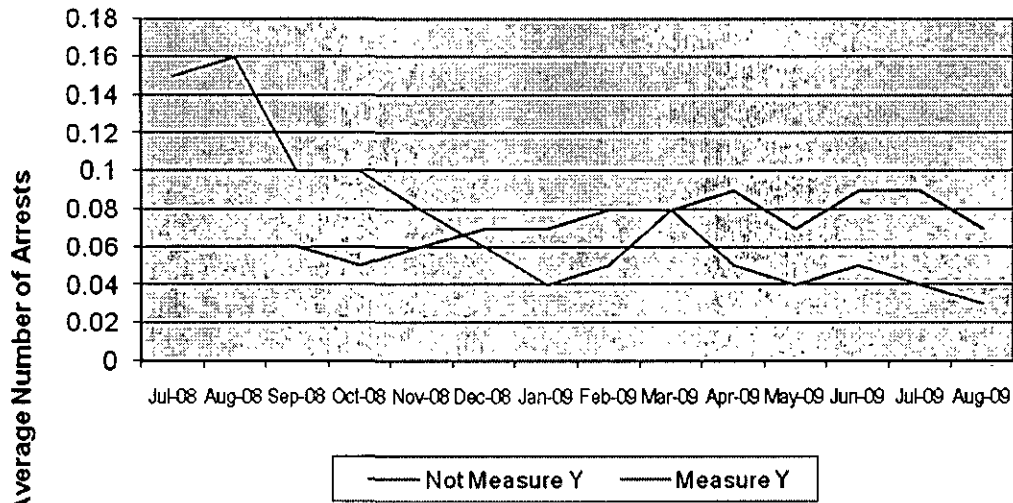
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determine whether the lack of noticeable impact by service type is related to variations in client risk factors across programs or attributable to service type.

An analysis of 2008-09 California Department of Corrections & Rehabilitation (CDCR) data found that Measure Y parolees experienced a decrease in violations of parole after enrollment in the program. Compared to the general parolee population, Measure Y parolees had higher violation rates before program enrollment.

Average Arrests Per Month for CDCR Parolees



An analysis of crime in hotspots targeted by street outreach teams found that decreases in crime were associated with a street outreach presence in the neighborhood. The presence of street outreach workers in high crime neighborhoods (hotspots) is contributing to a decrease in crime over the short term.

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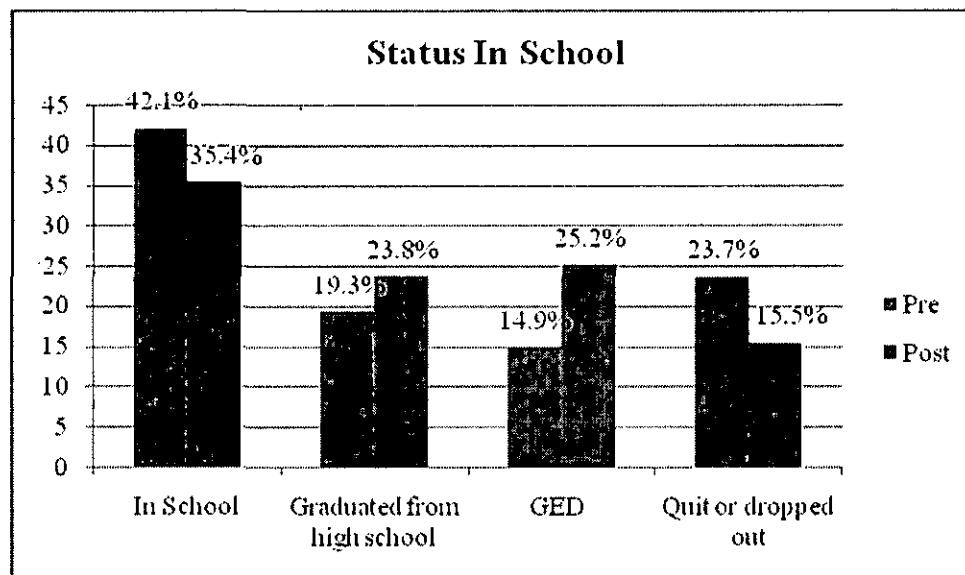
Program Name

IV. What was the impact on school related outcomes?

Measure Y clients reported an improvement in educational attainment and attitudes towards school, as well as a decrease in truancy and behavior problems after participation in Measure Y programs.

Pre/Post Test Composite Scores: School/Educational Related Outcomes		
	Pre	Post
Educational Attainment	3.96	4.17
Attitude Towards School	3.83	4.12
Truancy and Disruptive Behavior at School	1.61	1.53

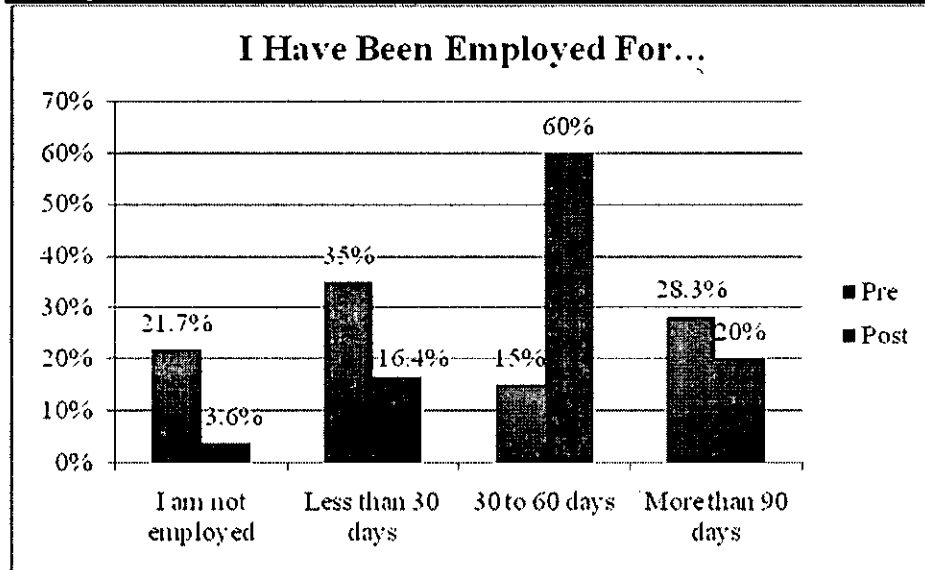
A greater proportion of Measure Y clients had graduated from high school or completed their GED after participation in Measure Y programs. A smaller proportion had quit or dropped out of school.



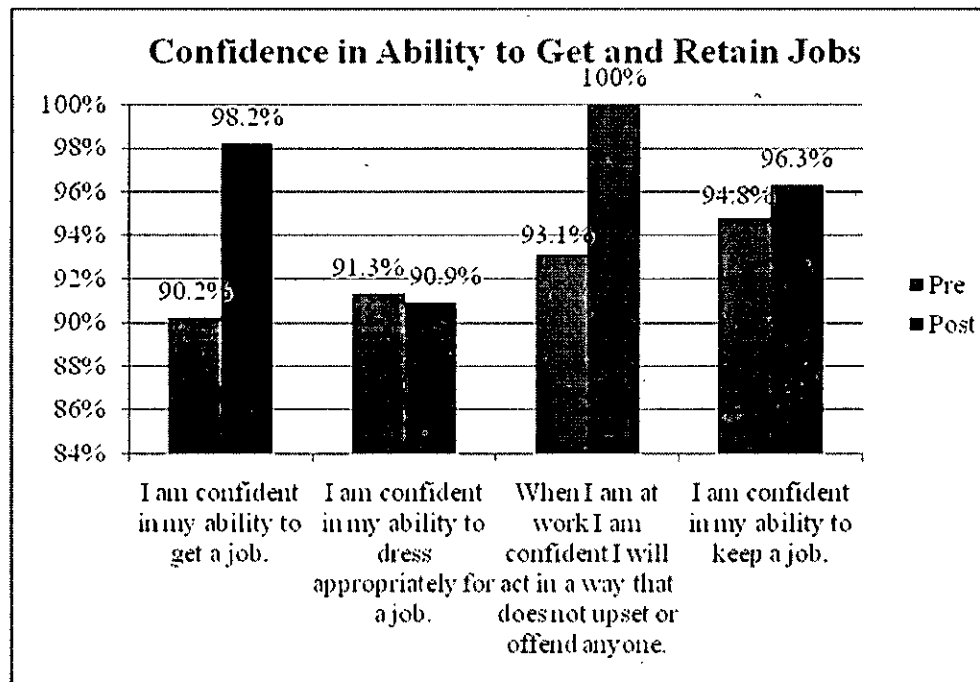
V. What was the impact on employment related outcomes?

Measure Y participants reported improved job readiness, rates of referral and actual employment after participation in Measure Y programs. The proportion of clients who were not employed decreased significantly, while the proportion of clients who had been employed 30 to 60 days increased from 15% to 60%.

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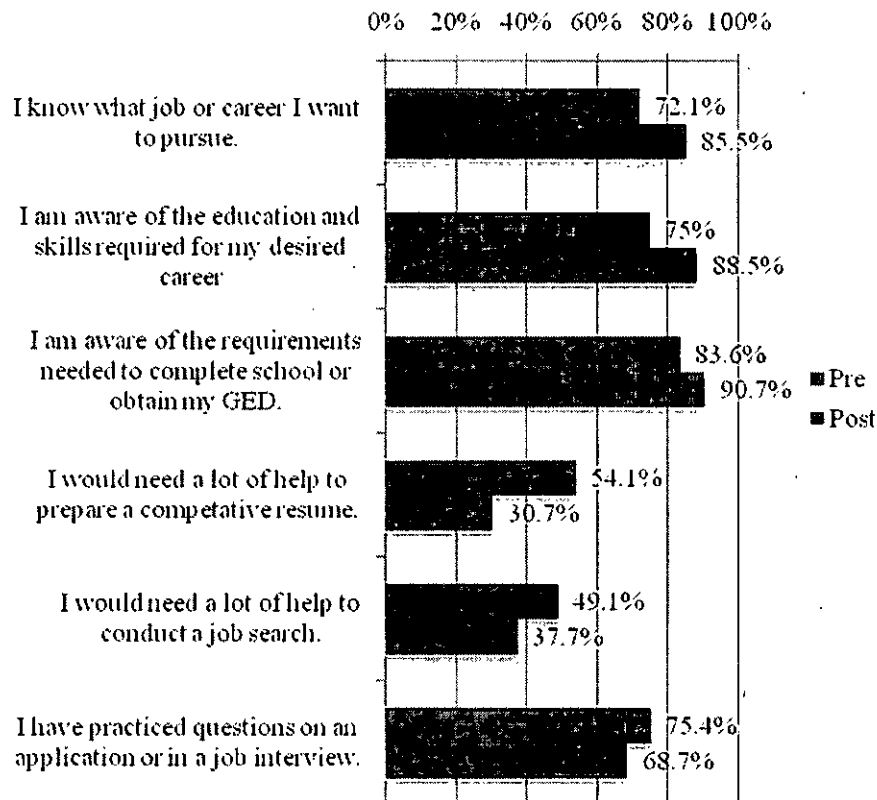


Measure Y clients reported improved confidence in their ability to get and keep a job.



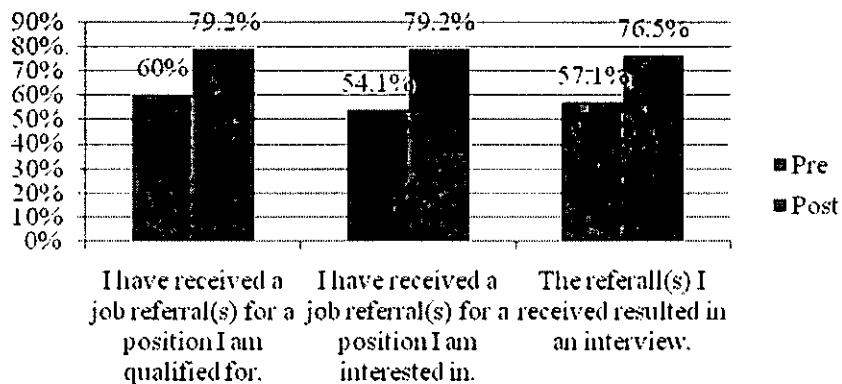
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Job Preparation and Readiness



Measure Y clients reported improved referral and placement rates after participation in Measure Y programming.

Referrals for Job Placement



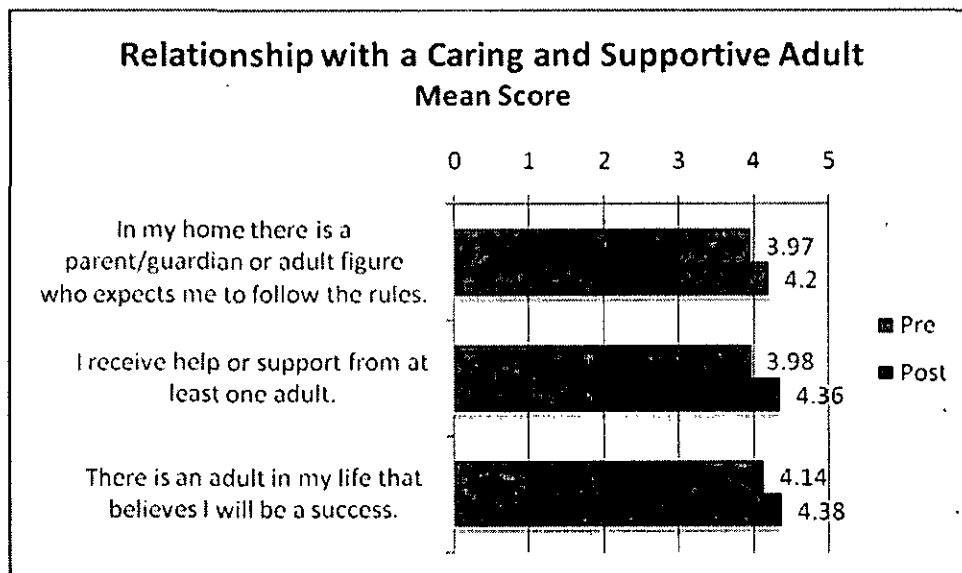
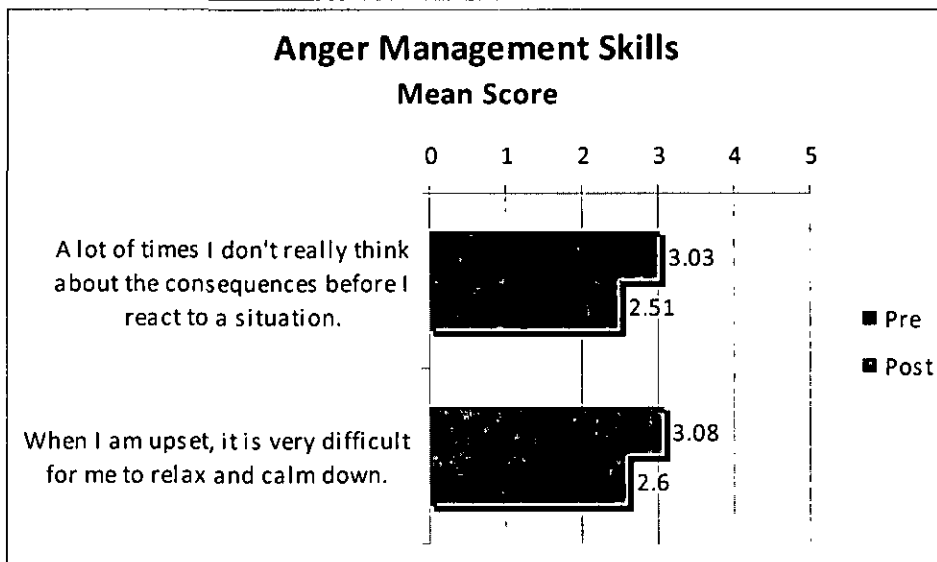
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VI. What was the impact on resiliency and protective factors?

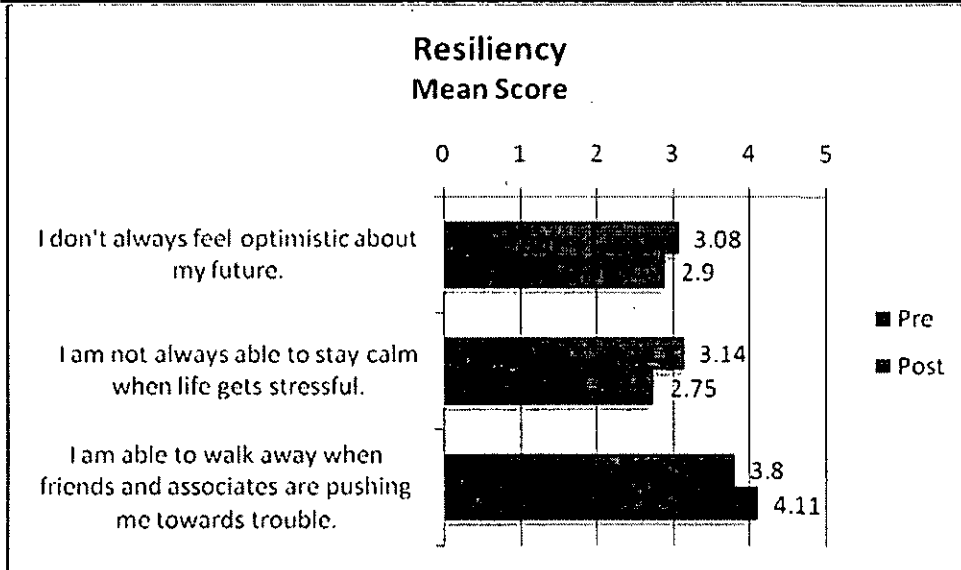
Measure Y clients reported strengthened resiliency and increased protective factors after participation in Measure Y. Clients reported improved resiliency, more stable housing, and better ability to deal with conflict peacefully.

Pre/Post Test Composite Scores: Risk Factors		
	Pre	Post
Relationship with a Caring and Supportive Adult	4.03	4.31
Conflict Resolution Skills	3.63	3.87
Stable Housing	3.04	3.29
Peer and Social Support	2.60	2.92
Resiliency	2.53	2.82
Anger Management Skills	1.95	2.45
Risk Taking Activities	1.66	1.58
Risk for Victimization	1.27	1.15

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Program Name



Agency Name
Program Name



Community Policing Evaluation Powerpoint: 2009-10 Findings

Introduction

The purpose of the evaluation is to examine the implementation of Community Policing and other Measure Y funded police services in Oakland.

This year's evaluation focuses on problem solving.

Evaluation Questions:

1. Is Oakland implementing the directives of Measure Y in relation to Community Policing?
 2. Are Problem-Solving Officers solving problems of concern to residents in their beats?
 3. Did Youth and Family Services Division Units funded by Measure Y deliver services as expected?
 4. Has the Oakland Police Department made progress in implementing the recommendations from the 2008-09 evaluation?
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Methods

- Analysis of problem solving data from the SARA database
 - Ridealongs
 - Key informant interviews
 - Review of OPD documents
 - Observations of Police Training
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Is Oakland implementing the directives of Measure Y in relation to Community Policing?

The Oakland Police Department achieved a full complement of Measure Y funded officers in 2008 and sustained this staffing level throughout the 2009-10 fiscal year.

The following positions were staffed during the year:

- 49 Problem Solving Officers and Sergeants
- 6 Crime Reduction Team Officers

- 8 Youth Family Services Division Investigations Officers

While positions were technically filled, leaves of absence related to on duty injury, loan or special assignment resulted in interrupted service on several beats.

Evaluators identified 10 beats (18%) that experienced an extended PSO absence. However, the evaluation also found that the Department's personnel tracking system is inadequate to properly track temporary interruptions in service to the beat.

While the Department updates changes in assignment when an officer officially leaves a position, it does not consistently track certain types of leave, in particular special or transitional assignments.

Number of Absences Identified by Evaluators: Police provided information on those positions identified by evaluators as having an absence and could not generate reliable department-wide data on these points. It is likely that additional leaves occurred during the 2009-10 fiscal year.

Interruptions in Service: Loans, Leaves, and Reassignment as Reported by OPD

Leave Type	# of PSOs 2009-'10	Average Length in Months
Admin Leave	0	-
Loan	1	5 months
Medical Unit	3	2 months
On duty injury (ODI)	3	4 months
Special Assignment	1	2 months
Transitional Assignment	2	2 months
Total	10	3 months

Coverage on the Beat during PSO Absences: The Department does not appear to have standard protocols or procedures for covering interruptions in service.

Work on Beat Business: The Department does not have clear performance standards about the percentage of effort that should be dedicated to each of the PSOs duties (i.e. problem solving, administrative work, investigative/intelligence gathering, community meetings, patrolling the beat etc.), nor was timelog information available electronically.

The level of PSO turnover appears to have decreased since the 2008-09 year, with 84% of PSOs remaining in their beats during the past year.

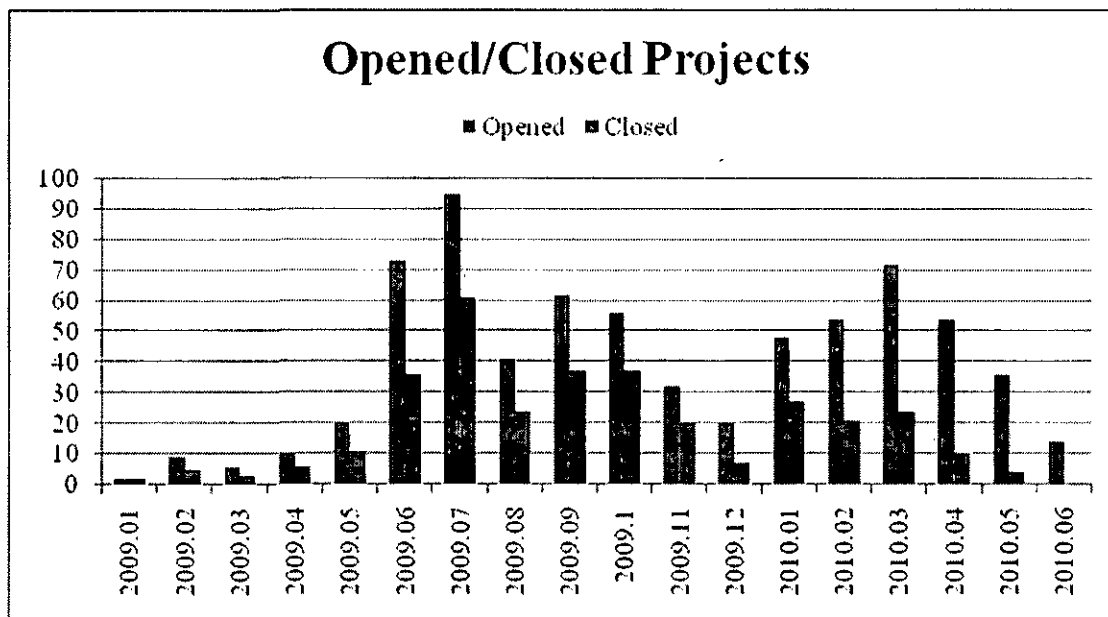
During the 2009-10 fiscal year, 16% of beats experienced one change in the PSO assigned to their beat.

However, only twelve percent of PSOs were assigned to their beat for at least two years.

Are PSOs solving problems of concern to residents?

PSOs are solving problems of concern to residents. According to data entered into the SARA database, almost half of opened projects (47%), or a total of 335 projects were closed during the 2009-10 year. On average 18 projects were closed per month.

The chart below outlines the number of opened and closed projects on a monthly basis during 2009 and 2010.



Source: Oakland Police Department; SARA Database 7/01/09-6/30/10

- The chart illustrates low utilization of the database among PSOs during the beginning of 2009. Evaluators began auditing the system in January 2010 and worked with the Department to achieve more consistent usage.
- Opened projects peaked in July 2009 and again in March 2010. Closed projects peaked in July 2009 and declined in the spring of 2010.
- The decline in June 2010 was most likely due to the elimination of the Police Services component of the initiative.

The number of problems solved during 2009-10 varies significantly by beat. The average number of problems solved per beat was 6. Some beats recorded no closed projects during the 2009-10 year, while others recorded more than 15.

The chart below outlines the proportion of closed projects across Oakland's 58 beats.

Quality of life problems that were solved in collaboration with other city agencies, such as blight, abandoned auto, and ABC violations were solved at a higher rate than those projects that were solely related to criminal activity.

Closure Rate for Opened Projects: 2009-10

Incident Type	Open	Closed	% Closed
Abandoned Auto	9	7	78%
ABC Violations	21	16	76%
Alcohol	4	3	75%
Abandoned House	27	18	67%
Blight	43	28	65%
Disturbing the Peace	42	23	55%
Prostitution	10	5	50%
Robbery	14	7	50%
Stolen Property	2	1	50%
Vandalism	8	4	50%
Vehicle Theft	2	1	50%
Traffic	29	14	48%
Other	118	52	44%
Narcotics	228	95	42%
Burglary	17	7	41%
Suspicious Person	108	41	38%
Gambling	3	1	33%
Theft	6	2	33%

Source: Oakland Police Department SARA Database

Measure Y funded officers in the Youth and Family Services Division are investigating and preparing cases for prosecution. The percent of cases charged in the Domestic Violence unit was 46%, 9% in the special victims, and 94% in the Vice/Child Exploitation unit.

Measure Y Funded Youth and Family Service Division				
Unit	Caseload	Felony Cases Charged	Misdemeanor Cases Charged	Percent of Cases Charged
Domestic Violence	741	106	236	46%
Special Victims	469	33	8	9%

Vice/Exploitation	348	39	288	94%
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Measure Y funded officers in the Youth and Family Services Division have contributed towards a reduction in the backlog of cases in their units.

While the Domestic Violence Unit still has a moderate backlog, they have made strides in cutting their caseloads by nearly 45% from this same time last year. The Special Victims Unit (SVU) has eliminated the majority of their backlog in this reporting period; reducing the average caseload per investigator from 125 in the previous period to about 38 for this one. As a result of this effort, the SVU was nominated for a Unit Citation.

To what extent have 2008-09 recommendations been implemented?

The Department has began implementing some of the recommendations from the 2008-09 evaluation report, particularly in relationship to training, performance standards, and best practices in Community Policing.

The Department has taken the following steps towards implementing 2008-09 recommendations:

1. **Strategic Plan:** The Department developed a strategic plan outlining a vision and priority areas for the Department. The strategic plan includes Community Policing as an organizational approach.

2. **Community Oriented Policing Manual:** Drafted a Community-Oriented Policing Manual (not yet released to the public).

3. **Data System Upgrades to Improve Deployment:** Funded through a grant from the Department of Justice, the Department has purchased the Police Resource Optimization Software (PROS), a new deployment software to more strategically deploy and utilize officers.

4. **PSO Performance Appraisal:** The PSO performance appraisal now outlines specific performance objectives and standards specific to the actual roles and responsibilities of PSOs. The performance appraisal includes the key responsibilities of PSOs such as problem solving, collaboration with the community, proactive enforcement and intelligence gathering, and administration and reporting.

5. **Additional PSO Trainings:** Though the Department did not offer the forty hour PSO training this year, the Department did add two additional PSO trainings during March and April, 2010. Each training lasted two days, covering policing approaches, key elements of community policing, the SARA database, and available community

resources. The timing of the training was designed to prepare newly assigned PSOs for successful job performance.¹

The evaluation did not find evidence of Department progress in relation to the 2008-09 recommendations in the following areas:

1. Procedures for Transfer of Beat Information: The 2008-09 report recommended that the Department develop a specific protocol to transfer information between a departing and incoming PSO. Without specific procedures to transfer beat information, interruptions in service or PSO reassignment mean that significant time is lost while incoming staff become oriented to the beat. The Department has not yet established such protocols.

2. Incentives for Encouraging 2 Year PSO Assignment: The longer a PSO is assigned to a particular beat, the greater opportunity he/she has to learn about the key problems, stakeholders, and sources of criminal activity in the beat, build relationships with the community and effectively address problems of concern to residents. Frequent turnover reduces public trust and results in delays in problem solving. Interviews with police staff indicate that supervisors encourage PSOs to remain in the position for 2 years, though no formal incentives exist.

3. Transparent Reporting Measures: This year's evaluation did not include a review of fiscal records. However, personnel records were reviewed. While they do account for the Measure Y funded personnel and their assignments, they do not accurately track certain types of temporary or special reassignments.

Questions & Answers

¹ Annual re-assignment typically occurs in the Spring. Officers may request reassignment into or out of the PSO assignment.