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AGENDA REPORT

TO: DEANNA J. SANTANA
CITY ADMINISTRATOR

FROM: Patrick J. Caceres
Measure Y Coordinator

SUBJECT: Second Quarterly Report from the Measure Y Oversight Committee

DATE: March 18, 2013

City Administrator
Approval

Date

3/20/13

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council accepts this *Second Quarterly Report from the Measure Y Oversight Committee* on the Status of Measure Y.

Attached please find the *Second Quarterly Report from the Measure Y Oversight Committee*. The Violence Prevention and Public Safety Oversight Committee, "Measure Y Oversight Committee" is tasked with reviewing, evaluating, inquiring and making recommendations on the finances and administration of Measure Y funded programs in two areas: violence prevention and community policing. This report is to update new members of City Council on the issues which were highlighted in the Measure Y Oversight Committee's First Quarterly Report.

For questions regarding this report, please contact Patrick J. Caceres, City Administrator's Office at (510) 238-3325.

Respectfully submitted,

Patrick J. Caceres
Measure Y Coordinator
City Administrator's Office

Prepared by:
Measure Y Oversight Committee
City Administrator's Office

Item: 3
Public Safety Committee
May 14, 2013

MEMORANDUM

TO: OAKLAND CITY COUNCIL, PUBLIC SAFETY COMMITTEE
FROM: VIOLENCE PREVENTION AND PUBLIC SAFETY OVERSIGHT COMMITTEE
DATE: MARCH 2013
RE: SECOND QUARTERLY REPORT FROM THE MEASURE Y OVERSIGHT COMMITTEE (2013)

Executive Summary

In September 2012, the Violence Prevention and Public Safety Oversight Committee, commonly known as the Measure Y Oversight Committee, submitted its first quarterly report to the Oakland City Council, Public Safety Committee. MYOC members are tasked with scrutinizing the finances and administration of Measure Y. Earlier this year, the composition of PSC changed which introduced four new Committee Members including a new PSC Chair. This second quarterly report updates PSC on those issues which were highlighted by MYOC in its initial report. The first MYOC quarterly report is attached for reference *Attachment (A)*.

- **Oakland Fire Department Mentoring Program:** Chief Reed brought a framework for an OFD mentoring program to MYOC in November 2012. Firefighter Mui will implement this program in conjunction with The Spot in Chinatown. We commend Chief Reed on her efforts to rapidly get this program underway, since the program did not exist for 6 years. At present, this program is being conducted by Firefighter Mui on a volunteer basis; however to ensure the program's sustainability, staff must be compensated for their efforts.

MYOC encouraged OFD to establish a mentorship program at every fire station. According to Chief Reed, this recommendation was not feasible due to the necessity to respond to emergencies and the inability to structure a consistent program around the demands on firefighters. MYOC recommended that OFD allocate a portion of a firefighter position to lead the department-wide pilot currently under development, since MYOC's interpretation of the Measure Y legislation is that OFD's funding is contingent on a good faith effort to establish a mentoring program.

- **Oakland Police Department PSO training program:** Previously, MYOC reported OPD had not expended any of its training budget for Public Safety Officers during the 2011-12 FY. According to DC Breshears, a training plan existed for PSOs in 2011-12, but prior City Administrators had instructed OPD not to spend the funds. MYOC learned that OPD obtained approval to spend the funds in the final quarter of 2012 and is actively training PSOs in FY 2012-13, including adding a PSO School for February 2013. The effective implementation of community policing requires specific training on how to communicate and collaborate with community members and groups as a strategy for reducing violence and crime.
- **PSOs transfer to Crime Response Teams:** MYOC continues to look closely at the redeployment of 22 PSOs to CRTs. While committee members have expressed a range of opinions on this redeployment, we are united in our belief that these new CRT officers continue

to work on projects related to Measure Y and community policing goals and that their activities be subject to metrics and evaluation. The Measure Y evaluation has never previously examined CRT activities; however, DC Breshears has committed to working with Resource Development Associates to develop metrics to measure their success.

- **Evaluation:** MYOC worked collaboratively with DHS and the City Administrator's office to enhance the Measure Y Evaluation RFP. MYOC was concerned that the RFP was too broad and did not directly address the questions most important to the public. Subsequently, the contract was awarded to the current evaluator, Resource Development Associates.

Per MYOC's recommendations, the next evaluation will focus explicitly on the reduction of crime and violence in Oakland. The committee looks forward to RDA addressing the following key questions in their evaluation:

- To what extent have Measure Y programs decreased violence and crime in Oakland?
- What has the relative impact been on violence between different programs and different strategies?
- What program activities lead to the best youth outcomes?
- How could Measure Y funds be allocated more efficiently to reduce crime and violence?
- How successful has the community policing program been at reducing violent crime?
- Are violence prevention programs and the community policing program holding to national best practice models?
- Do Measure-Y funded violence prevention programs show better results among some populations than among others?

2012-13 Priorities

Looking ahead in 2012-13, the MYOC has prioritized the following issues:

- Convening a working session of violence prevention program staff, **PSOs**, **OPD** command staff, and DHS staff to discuss whether we are making progress in the joint effort to make Oakland safer for the entire community and to better coordinate violence prevention across the city.
- Examining the linkages between **Neighborhood Crime Prevention Councils**, **PSOs**, and violence prevention programs. MYOC agreed that these linkages need to be strengthened and that the **NCPCs** need to be better supported by the city to fulfill their role in preventing neighborhood violence.
- **Renewal of Measure Y:** MYOC will have a standing agenda item to discuss the renewal of the measure. The committee will discuss current successes, challenges, improvements and the fundamental question of how effectively the MY funds have been used to reduce crime and violence in Oakland.

MYOC extends an open invitation for PSC members and their staff to attend our monthly meeting and share your thoughts on any issues related to the goals of Measure Y.

Attachment A

MEMORANDUM

TO: OAKLAND CITY COUNCIL, PUBLIC SAFETY COMMITTEE
FROM: VIOLENCE PREVENTION AND PUBLIC SAFETY OVERSIGHT COMMITTEE
DATE: SEPTEMBER 17, 2012
RE: QUARTERLY REPORT FROM THE MEASURE Y OVERSIGHT COMMITTEE
(NO 1. 2012)

Executive Summary

The Violence Prevention and Public Safety Oversight Committee is tasked with scrutinizing the finances and administration of Measure Y. This quarterly report highlights issues from the past several months that merit the attention of City Council and the public.

- MYOC worked with DHS and the City Administrator's office to improve the RFP issued for the evaluation of Measure Y. Our input led to a more robust RFP, including the requirement to examine whether Measure Y programming can be linked to reduction in crime and violence.
- OFD's required mentoring program does not exist. The MYOC believes that voters intended the mentoring program to be a part of Measure Y's comprehensive strategy and that OFD's Measure Y funding is contingent on implementing the program. Fire Chief Reed has promised to return to our committee by January with a plan.
- OPD lacked a training program for PSOs in FY 2011-12. MYOC recommends that OPD make formal training plans for PSOs and restructure Academy training to reflect community policing as the official philosophy of the City and Department. The Public Safety Committee should closely monitor future training efforts.
- Cooperation with city agencies has improved. The Department of Human Services has begun regularly including MYOC in its calendar. OPD and other departments proactively bring items to our attention, but one OPD item has gone more than six months without being adequately addressed.

Our priorities for the remainder of 2012-13 include the following:

- Convening a working session of violence prevention program staff, PSOs, OPD command staff, and DHS staff to discuss whether we are making progress in the joint effort to make Oakland safer for the entire community and to better coordinate violence prevention across the city.
- Examining the linkages between Neighborhood Crime Prevention Councils, PSOs, and violence prevention programs. MYOC agreed that these linkages need to be strengthened and that the NCPCs need to be better supported by the City to fulfill their important role in MY's overall strategy to prevent neighborhood violence.

MYOC has committed to begin bringing reports to the Public Safety Committee once every three months that outline our activities, findings, and future priorities.

OFD has never implemented the Measure Y mentoring program.

At our July meeting, Fire Chief Deloach Reed discussed the OFD mentoring program. She told the committee that the mentoring program does not exist and quite possibly has never existed since the passage of Measure Y in 2004. She rejected the suggestion made by some of her staff, that certain community outreach efforts would fulfill the "mentorship requirement" under Measure Y.

While our members appreciated Chief Reed's honesty, we were shocked that the mentoring program has apparently been ignored for eight years. The MYOC believes that voters intended the mentoring program to be a part of Measure Y's comprehensive strategy and that OFD's Measure Y funding is contingent on implementing the program.

OFD is required to operate a mentoring program using its share of Measure Y proceeds. Part 1, Section 3.3 of the measure instructs OFD to "establish a mentorship program at each station." The intent of the legislation is not mere community outreach, but a mentorship program that fits into a broader framework of Measure Y programming that keeps Oakland youth out of trouble by providing career pathways, youth development, and one-on-one relationships.

Chief Reed pledged to further investigate the capabilities of OFD to implement a mentoring program now and return to our committee with a plan by January 2013. She cautioned that a station-by-station mentoring program might be difficult to achieve because of the unpredictability of calls for service.

OPD lacked an organized training program for PSOs in FY 2011-12.

During FY 2011-12, OPD conducted only minimal training for PSOs and had no formal plan in place for additional training. MYOC raised the issue with Deputy Director Gil Garcia at a February meeting, when OPD's regular budget report showed almost no expenditures for training.

By the end of the fiscal year, the community policing evaluation from Resource Development Associates (RDA) also noted the lack of a training plan as a serious obstacle to community policing effectiveness. RDA's PSO survey listed specific areas where PSOs identified the need for additional training.

MYOC recommends that OPD make a training plan for PSOs each fiscal year, including department-wide training in community policing and a regular PSO school. Deputy Chief Breshears reported to us in August that OPD was being more proactive about training in the current fiscal year.

MYOC worked with DHS and the City Administrator's office to improve the RFP for the evaluation of Measure Y.

The Measure Y Oversight Committee (MYOC) reviewed the draft version of the Department of Human Service's request for proposals for the final cycle of the evaluation of Measure Y and recommended several changes to the RFP in order to ensure a robust, independent, meaningful, data-driven analysis of the measure's effectiveness.

Measure Y is a violence-prevention initiative. All programs funded by Measure Y must be shown to be effective in preventing violence. Violence prevention cannot be measured simply by counting the number of open projects, persons served, service provider contacts, or dollars spent. The evaluation must ask the hard questions about whether or not Measure Y programs make Oaklanders safer. These questions are hard not only politically, but methodologically as well.

The MYOC engaged in a collaborative process with the Department of Human Services and the City Administrator's Office to produce an RFP that was accepted by all. The committee made the following recommendations, which were incorporated into the RFP:

In the view of the Measure Y Oversight Committee, the evaluation RFP must:

- Be explicitly and primarily focused on the reduction of crime and violence in Oakland due to Measure Y. Other metrics, such as improvements in individual client outcomes, service delivery, or quality of life issues *may* sometimes be appropriate proxies for violence reduction but should be regarded as secondary.
- Specify in detail all required evaluation elements. The draft RFP from DHS contained no guidelines about the *content* of the evaluation. The MYOC listed seven topical questions the evaluation must seek to address and three methodological guidelines.
- Weigh experience with law enforcement and violence prevention as a factor in selecting an evaluator.
- Examine more deeply the effectiveness of problem-solving officers. The evaluator should use the SARA database to link PSO activities to crime reduction if possible.
- Present the evaluators' opinions about the relative effectiveness of the community policing program and individual violence prevention grantees. The evaluator must be clear and direct about what works and what does not, to the extent possible with available data.
- Clarify that for-profit evaluators are eligible. The encouragement to have a partnership with a research university should be retained.

The committee endorsed the final version of the RFP at our August meeting.

The transfer of PSOs to CRTs raises concerns.

The MYOC has concerns about OPD's decision to reallocate 22 PSOs to Crime-Reduction Teams. Community policing requires a stable police presence in neighborhoods; reducing the number of PSOs makes relationships with the community less stable. While the letter of Measure Y may permit this shift, the original intent of the measure seems clear: voters imagined these officers would be on the beat.

Opinions among committee members vary widely on this issue: Some of us believe that the transfer of PSOs represents a violation of both the letter and spirit of Measure Y in reducing neighborhood policing. Others of us are cautiously optimistic that CRTs may be an effective way of dynamically targeting crime that would be worth the tradeoff of reduced SARA activity.

We all agree, however, that the CRT program deserves additional attention. The CRTs will constitute nearly half of OPD's budget for community policing going forward, but they have thus far been subjected to no scrutiny or evaluation. We believe that any deviation from the original intent of Measure Y is of concern to citizens and must be justified with evidence of greater effectiveness.

Chief Jordan deserves credit for keeping the MYOC and community groups abreast of these changes. DC Breshears committed at the August MYOC meeting to working with the Measure Y evaluation team to develop metrics that will measure CRT activities and effectiveness. The MYOC believes that additional scrutiny by the Public Safety Committee and Council is necessary to ensure that CRTs are primarily engaged in support of community policing.

Cooperation between city agencies and MYOC has improved, with exceptions.

The Measure Y Oversight Committee has historically had difficulty securing the cooperation of other city departments (with the exception of DHS) in obtaining the information and access. In the past six months however, an improved working relationship has allowed the committee to provide more meaningful oversight.

Since the MYOC expressed frustration at the timeline for the issuance of the Violence Prevention RFP, the Department of Human Services made a good-faith effort to seek the input of MYOC and to calendar items with us before bringing them to PSC. We are also proud of our collaborative process with DHS to recommend to the City Administrator's Office the strongest possible RFP for Measure Y's evaluation.

We appreciate that OPD has increasingly brought issues to our attention, such as the decision to move PSOs back to CRT assignments. However, the committee has repeatedly asked the Special Resources Lieutenant from BFO 1 for basic information about where PSOs spend their time. Rather than attempting to address the basis of our concern to the extent possible, an attitude that "We can't do that" (as well as several unannounced absences) has led to this item being held over on our agenda for over six months. The data base developed by the evaluators collects information related to the number and type of projects being worked on by each PSO, but not how much time during each shift the PSO is assigned to other duties.

Finally, the committee has benefited tremendously from the addition of City staff Ms. Claudia Albano. Her excellent organizational and communication skills and commitment to making Oakland a safer place for children and families have helped ensure that the appropriate City staff are present to speak on agenda items and that our committee has the resources it needs.

2012-13 Priorities

Looking ahead in 2012-13, the MYOC has prioritized the following two issues:

- Convening a working session of violence prevention program staff, PSOs, OPD command staff, and DHS staff to discuss whether we are making progress in the joint effort to make Oakland safer for the entire community and to better coordinate violence prevention across the city.
- Examining the linkages between Neighborhood Crime Prevention Councils, PSOs, and violence prevention programs. MYOC agreed that these linkages need to be strengthened and that the NCPCs need to be better supported by the city to fulfill their role in preventing neighborhood violence.

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