



# AGENDA REPORT

**TO:** Edward D. Reiskin  
City Administrator

**FROM:** Tonya Gilmore  
Asst. to the City  
Administrator

**SUBJECT:** Professional Service Agreement to  
Urban Institute - Measure Z  
Evaluation Services

**DATE:** March 17, 2022

City Administrator Approval

Date: Mar 31, 2022

## RECOMMENDATION

**Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Enter Into A Contract With Urban Institute And Subcontractor Urban Strategies Council To:**

- 1. Evaluate Annually, All Department Of Violence Prevention Programs And Services From May 2022 Through March 2025, For A Total Amount Of One Million Four Hundred And Eight Thousand Two Hundred And Seventy-Six Dollars (\$1,408,276); And**
- 2. Evaluate Annually, The Oakland Police Department's Geographic Policing, Community Policing, And Special Victims Services' Programs From May 2022 Through March 2025, For A Total Amount Of Four Hundred Eleven Thousand Five Hundred And Twenty-Two Dollars (\$411,522).**

## EXECUTIVE SUMMARY

The 2014 Oakland Public Safety and Services Violence Prevention Act (Safety and Services Act, or Measure Z) requires an annual evaluation to be conducted by a third-party independent evaluator. Staff issued a [Request for Qualifications](#) (RFQ) #267688 on December 3, 2021 and received four (4) proposals by the January 13, 2022 deadline.

After review by staff of the submitted RFQs and interviews with three (3) of the vendors that submitted proposals, it was determined that Urban Institute with Urban Strategies Council as a subcontractor provided the most comprehensive proposal. Staff met with Urban Institute to review and finalize their proposed Scope of Work (SOW). The SOW was presented to the Safety and Services Oversight Commission for review and approval on March 28, 2022. The RFQ scope of services provided by Urban Institute will include process and outcome evaluations of the Department of Violence Prevention (DVP) and the Oakland Police Department (OPD) and where possible, Urban Institute (UI) will

Public Safety Committee  
April 12, 2022

streamline activities across the DVP and OPD. This report presents details about the staff-recommended contracts with Urban Institute for the DVP's new programs and services as well as the annual OPD evaluation. The contracts would be awarded to begin in May 2022 and run through March 2025.

## **BACKGROUND / LEGISLATIVE HISTORY**

In July 2014, the City Council adopted [Resolution No. 85149 C.M.S.](#), which sent the Safety and Services Act, or Measure Z to the November 4, 2014 General Municipal Election ballot. The voters of the City of Oakland adopted the Act with 77.05 percent of the vote, which surpassed the 66.7 percent approval requirement. The Act maintained the existing parcel tax and parking tax surcharge for a period of 10 years in order to improve police, fire, and emergency response services as well as community strategies for at-risk youth and young adults. The Safety and Services Act created the Safety and Services Oversight Commission (SSOC) to evaluate, inquire, and review the administration, coordination and evaluation of strategies and practices mandated by the Act. The Act specifies commission duties, which include involvement in the evaluation process as further explained below.

The Safety and Services Act states specific evaluation requirements in two places within the measure. One place is in the SSOC duties (Section 4(A)6) with requirements for the SSOC's interactions with the evaluation and also in Section 48 which is the requirement that explains the annual evaluation and audit in the Accountability and Reporting section. Section 4(A)6 states the following:

SSOC duties related to the evaluation:

- a) Make recommendations to the City Administrator and, as appropriate, the independent evaluator regarding the scope of the annual program performance evaluation. Wherever possible, the scope shall relate directly to the efficacy of strategies to achieve desired outcomes and to issues raised in previous evaluations.
- b) Receive draft performance reviews to provide feedback before the evaluator finalizes the report.
- c) Review the annual fiscal and performance audits and evaluations.

Section 48(B) of the Public Safety and Services Act requires the annual evaluation. It states:

Annual Program Evaluation: Annual independent program evaluations pursuant to Section 3(C) shall include performance analysis and evidence that policing, and violence prevention and intervention programs and strategies are progressing toward the desired outcomes. Evaluations will consider whether programs and strategies are achieving reductions in community violence and serving those at the highest risk. Short-term successes achieved by these strategies and long-term desired outcomes will be considered in the program evaluations.

## **ANALYSIS AND POLICY ALTERNATIVES**

Feedback from prior evaluations provided the opportunity for the final Measure Z evaluation RFQ to reframe the evaluation services contracts. The DVP and OPD, with an SSOC reviewer, developed an RFP that offered evaluators the opportunity to bid on the specific service for which they hold expertise. The RFQ scope of services (**Attachment A**) included the following subsections: budget/budget narrative, evaluation overview, evaluation purpose, evaluation timeline and design, required evaluation elements for the DVP Violence Prevention and Intervention programs and services, and the required elements of the Oakland Police Department Geographic Policing and Community Policing Measure Z services. The RFQ instructed proposers that they were able to apply for one or both evaluations. It was also clearly stated that this evaluation contract will not include an evaluation of the Ceasefire program, which has been conducted by separate Measure Z funding in the Oakland Police Department. Resource Development Associates (RDA) and Urban Institute/Urban Strategies Council submitted proposals to evaluate the DVP and OPD.

The four (4) proposals received for these evaluation services are summarized in Table 1, including the services for which they submitted a proposal.

**Table 1: Proposals Received**

<b>Bidders</b>	<b>Services Bid On</b>	
	Department of Violence Prevention	Oakland Police Department
CNA Institute for Public Research	X	
Mathematica	X	
Resource Development Associates	X	X
Urban Institute/Urban Strategies Council	X	X

### **Proposal Rating**

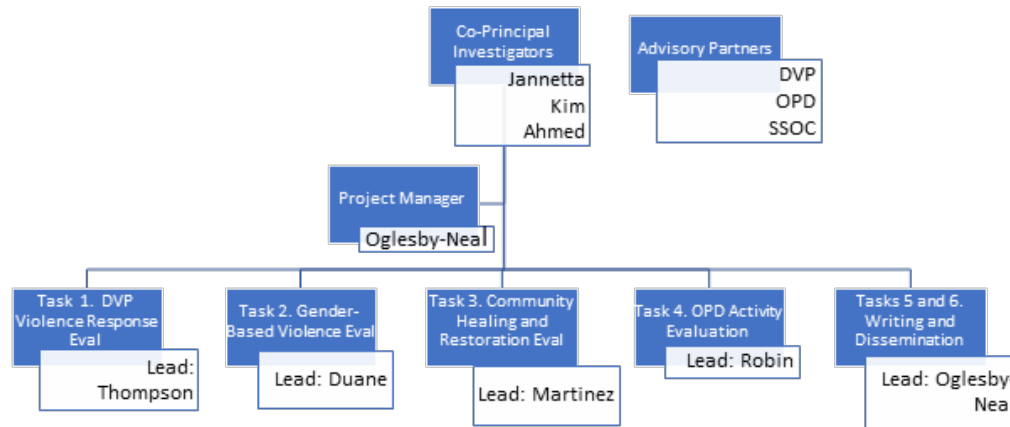
The proposal raters included several representatives from the Department of Violence Prevention, and the Oakland Police Department, a staff member from the City Administrator's Office, a SSOC Commissioner, and the Chief of Evaluation from the Alameda County Probation Department. Each proposal was ranked according to the following criteria:

1. Relevant Experience
2. Team Qualifications and History of Team Collaboration
3. Proposal Organization
4. Approach Outlined in Proposal (especially focused on program design)
5. Quality of Proposed Deliverables

In addition to the proposal rating the review panel interviewed three (3) of the organizations that submitted proposals to the RFQ. The interview/review panel reviewed the organizations of presented information, the rigor of previous studies conducted and the firm's ability to gather data, the project team's experience working together, and their plan for this particular project. Urban Institute was ranked highest for both the DVP and the OPD annual evaluations following proposal review and interview. Staff recommend the following contract awards and timeframes based on the submitted proposal, reviews and interviews.

**Urban Institute Evaluation Team**

**FIGURE 1. PROJECT MANAGEMENT CHART**



Jesse Jannetta, co-Principal Investigator, is a senior policy fellow in Urban’s Justice Policy Center (JPC) where he co-leads JPC’s Community Safety and Policing Team. He will focus primarily on the process evaluation, partner and community collaboration and dissemination elements of the evaluation.

KiDeuk Kim, co-Principal Investigator, is a senior fellow in Urban’s JPC. He will primarily lead the quantitative components of the evaluation.

Rania Ahmed, co-Principal Investigator, is the research director for the Urban Strategies Council (USC). She will focus on the qualitative data collection, community surveys, community-based organization (CBO) and community engagement components of the evaluation.

Ashlin Oglesby-Neal, Project Manager, is a senior research associate in the Urban Institute’s Justice Policy Center. She will handle coordination and management across all aspects of the project, in addition to bringing her research skills to bear on the DVP and OPD evaluations.

David Harris is the CEO of USC, a role he has held since 2016. He will focus on the qualitative data collection components of the evaluation.

**SSOC Role in Evaluation**

The SSOC is aware that oversight on the progress of the evaluations of the work of the DVP and OPD is one of the most important roles of the Commission. The SSOC will have regular check-ins with the evaluator and will be able to discuss evaluation questions with the evaluation teams. This was done with previous evaluations and is expected to encourage the SSOC awareness on the progress of the evaluations.

**Required Evaluation Elements (as listed in the RFP Scope of Services)****Department of Violence Prevention (DVP):**

The contracted evaluation will consist of a process evaluation and an outcome evaluation of the sub-strategies from the DVP's Fiscal Year (FY)2022-24 Strategic Spending Plan, which are grouped into the following categories: (1) gun, group, and gang violence response, (2) gender-based violence response, and (3) community healing and restoration (**Table 2**). These strategies will be implemented through contracts with 30+ community-based organizations (CBOs). Candidates will be expected to conduct an evaluation that uses mixed qualitative and quantitative methods to fully assess the implementation of each activity and the impact on individual, family, school, and community outcomes. The evaluation must also assess how program activities are carried out in accordance with Measure Z's goals and objectives. Randomization and control groups should be employed whenever possible to strengthen confidence around evaluation outcomes.

Table 2. Strategies, Sub-strategies, and Activities Funded by the DVP in FY22-24.

Strategy Area	Sub-strategy	Activity	Priority population
<b>Gun/Group/Gang Violence Response</b>	Violent Incident Crisis Response	Community Violence Responders	Youth, adults, and families at the center of gun violence, with a focus on young men of color between the ages of 14-35 and their loved ones.
		Hospital-based Intervention	
		Family Support	
		Emergency, Temporary Relocation	
	Youth Diversion and Youth and Adult Life Coaching	Youth Diversion	
		Youth Life Coaching	
		Adult Life Coaching	
	Employment and Education Support Services	Youth Career Exploration and Education Support	
		Adult Employment and Education Support	
	School-Site Violence Intervention and Prevention Teams	See specified activities for additional qualifications	
<b>Gender-Based Violence Response</b>	Crisis Response	24-Hour Hotlines	Youth, adults, and families affected by family violence, dating violence, and/or commercial sexual exploitation, with a focus on women, girls, and
		Bedside Advocacy	
		Accompaniment	
	Housing	Emergency Shelter	
		Transitional Housing	

Strategy Area	Sub-strategy	Activity	Priority population
	Wraparound Services	Life Coaching	people who identify as LGBTQI.
		Legal Advocacy	
		Therapeutic Support	
		GBV- Employment	
		Drop-in Center	
<b>Community Healing and Restoration</b>	Neighborhood and Community Teams with Town Nights	N/A	Residents in West, Central East, and Deep East Oakland who are most affected by multiple forms of violence.

Evaluation deliverables should be usable and accessible by the public, government stakeholders, and funded program providers. Deliverables will include:

- Annual process evaluation reports for each of the DVP's 11 sub-strategies (anticipated Oct 2023 and 2024)
- Annual program feedback reports for each of the DVP's 30+ contracted providers (anticipated Nov 2023 and 2024)
- FY22-23 outcome evaluation report for all DVP sub-strategies (anticipated Dec 2023)  
FY22-24 comprehensive outcome evaluation report for all DVP sub-strategies (anticipated March 2025)
- PowerPoint presentation slides that accompany each process and outcome evaluation report to use in communicating findings to community and professional audiences
- Presentations of findings from each process and outcome evaluation report to community and professional audiences
- Specific activities of the evaluation partner will include:
  - Development of all aspects of evaluation design, including the selection of metrics and the development of data collection tools and protocols, in collaboration with the DVP.
  - Implementation and oversight of all evaluation activities, in coordination with the DVP and DVP-funded providers/grantees.
  - Development of memorandum(s) of understanding with city and county entities such as the Alameda County Probation Department, Oakland Police Department, and Oakland Unified School District to access administrative data.
  - Development of the aforementioned contract deliverables.
  - Presentation of evaluation reports to the SSOC, Public Safety Committee of the City Council, and grantees, as requested.

### **Oakland Police Department Geographic Policing and Community Policing:**

Measure Z contains funding for the Oakland Police Department (hereafter “OPD”) to augment existing staffing and crime reduction efforts. The funding is intended to maintain sufficient resources in OPD to implement comprehensive policing, community policing, and strategies that seek to reduce violence in Oakland with the City’s limited resources. The geographic policing language in Measure Z requires that OPD hire, deploy, and maintain sworn police personnel assigned to specific geographic areas or neighborhoods, as described below:

- Crime Reduction Teams (CRTs): Sworn police personnel deployed geographically to investigate and respond to the commission of violent crimes in identified violence hot spots using intelligence-based policing.
- Community Resource Officers (CROs): Sworn police officers who engage in problem solving projects, attend Neighborhood Crime Prevention Council meetings, serve as liaisons with city services teams, provide foot/bike patrols, answer calls for service if needed, lead targeted enforcement projects, and coordinate these projects with CRTs.
- Patrol units and other sworn police personnel: Sworn officers who conduct intelligence-based violence suppression operations such as field interviews, surveillance, undercover operations, high visibility patrol, probation/parole compliance checks, search warrants, and violent crime investigation and assist with CRO projects.
- Domestic violence and child abuse intervention: Sworn police officers who work with social service providers to intervene in situations of domestic violence and child abuse, including sexual exploitation of children.

The evaluation should inform the City of Oakland and stakeholders about the impact of Measure Z-funded strategies and inform decision-makers about how to properly allocate Measure Z’s resources and efforts to reduce violence in Oakland.

### **Oakland Police Department Required Services**

Urban Institute will be contracted to conduct a process and outcome evaluation of Oakland Police Department (OPD) services funded by Measure Z (excluding the Ceasefire strategy). These services are divided into the following three categories:

- Geographic policing and crime reduction teams
- Community policing services
- Special victims’ services

Evaluation Deliverables will include:

- Annual process and outcome evaluation report on geographic policing and crime reduction teams (due Nov. 2023 and 2024)
- Annual process and outcome evaluation report on community policing services (due Nov. 2023 and 2024)
- Annual process and outcome evaluation report on special victims’ services (due (due Nov. 2023 and 2024)
- PowerPoint presentation slides that accompany each evaluation report to use in communicating findings to community and professional audiences
- Presentations of findings from each evaluation report to community and professional audiences

The OPD evaluation should include interviews with community members about the officers and their interactions with the community. This evaluation should also make recommendations for changes which could be made to improve the programs. Before applying to evaluate Measure Z community-focused geographic and community policing services, it is essential that proposers understand the legislative intention and requirements to be evaluated. The [Measure Z legislation](#) provides a description of the intended services of the core area.

### **FISCAL IMPACT**

The adopted revenue budget for Measure Z for Fiscal Year 2021-2022 is \$26,436,890. Measure Z legislations requires that 3 percent of the total revenue budget shall be used to evaluate and audit the services and to support the oversight commission and staff related functions. Currently, 3 percent of FY 2021-2022 allocated budget is \$784,345 and further revenue projections are not available at this time.

Measure Z, Section 48 requires independent annual evaluations which shall include:

- 1) performance analysis and evidence that policing and violence prevention intervention programs and strategies are progressing toward the desired outcomes; and
- 2) an analysis as to whether programs and strategies are achieving reductions in community violence and serving those at the highest risk; and the City allocates approximately \$500,000 per year to cover the costs of evaluation services contracts.

Funds for the evaluation contracts are available and will come from the Measure Z Fund 2552, City Administrator: Administration Org 02111, Contract Contingencies and Services: Misc Contract Accounts 54011/54919, Measure Z Evaluation Project 1001362 and Measure Z Program PS37.

1. Approval of the requested resolution will award a professional services contract to Urban Institute and Subcontractor Urban Strategies Council to evaluate annually, all Department Of Violence Prevention programs and services for the period of May 2022 Through March 2025, for a total amount of one million four hundred and eight thousand two hundred and seventy-six dollars (\$1,408,276); and
2. Evaluate annually, the Oakland Police Department's Geographic Policing, Community Policing, and Special Victims' Services' programs from May 2022 through March 2025, for a total amount of four hundred eleven thousand five hundred and twenty-two dollars (\$411,522).

### **PUBLIC OUTREACH / INTEREST**

On December 3, 2021, the City Administrator's Office issued RFQ #267688 to solicit submissions from qualified applicants to evaluate DVP services funded through Measure Z for FY22-23 and FY23-24. The RFQ was posted on the DVP and OPD website and discussed at SSOC meetings on November 15, 2021 and December 13, 2021. In addition, the SSOC reviewed the DRAFT scope of work . A member of the SSOC participated in the proposal review. The contract for the evaluation services contracts was presented to the SSOC at the



March 28, 2022 meeting and they supported the staff recommendation by passing a motion pushing forward the staff recommendation to the Public Safety Committee and to have periodic meetings with the evaluator teams to receive updates.

After the contracts are approved, staff will provide regular reports to the SSOC about the process and evaluations in meetings accessible to the public.

### **COORDINATION**

Staff collaborated with the Department of Violence Prevention, Oakland Police Department, Contracts and Compliance Division, Budget Bureau, and the Office of the City Attorney for this report.

### **SUSTAINABLE OPPORTUNITIES**

***Economic:*** No economic opportunities have been identified.

***Environmental:*** No environmental opportunities have been identified.

***Race & Equity:*** The Safety and Services Act provides services to community members at highest risk of violence in order to provide increased opportunities. The Act also emphasizes community policing and violent crime reduction. The evaluation services provide data to assist in future funding decisions for valuable Measure Z funds.

### **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator To Enter Into A Contract With Urban Institute And Subcontractor Urban Strategies Council To:

1. Evaluate Annually, All Department Of Violence Prevention Programs And Services From May 2022 Through March 2025, For A Total Amount Of One Million Four Hundred And Eight Thousand Two Hundred And Seventy-Six Dollars (\$1,408,276); And
2. Evaluate Annually, The Oakland Police Department's Geographic Policing, Community Policing, And Special Victims Services' Programs From May 2022 Through March 2025, For A Total Amount Of Four Hundred Eleven Thousand Five Hundred And Twenty-Two Dollars (\$411,522).

For questions regarding this report, please contact Tonya Gilmore, Assistant to the City Administrator at 510-238-7587 or [tgilmore@oaklandca.gov](mailto:tgilmore@oaklandca.gov).

Respectfully submitted,

*Tonya Gilmore*

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Tonya Gilmore

Assistant to the City Administrator

Reviewed by:

Jennifer Linchey, Budget and Grants  
Administrator, DVP

Caitlin Grey, Program Analyst III, DVP

Tracey Jones, Police Services Manager, OPD

Prepared by:

Tonya Gilmore, Asst. to the City Administrator  
City Administrator's Office

Attachments:

A – Urban Scope of Work

