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# AGENDA REPORT

**TO:** HENRY L.GARDNER  
City Administrator

**FROM:** Chantal Cotton Gaines

**SUBJECT:** Informational Report and Presentation  
By Resource Development Associates

**DATE:** March 7, 2014

City Administrator  
Approval

Date

10.15.14

**COUNCIL DISTRICT:** City-Wide

## RECOMMENDATION

Staff recommends that the Public Safety Committee accept this informational PowerPoint report regarding the presentation by Resource Development Associates (RDA) of the Oakland Unite Violence Prevention Programs Retrospective Evaluation: 2005-2013. The presentation will show the positive results of the Oakland Unite programs over the life of Measure Y. The presentation at the Public Safety Committee will come from RDA staff.

For questions regarding this report, you may contact Chantal Cotton Gaines in the Office of the City Administrator at (510) 238-7587.

Respectfully submitted,

Chantal Cotton Gaines,  
Assistant to the City Administrator

## ATTACHMENTS:

Attachment A: Oakland Unite Violence Prevention Programs Retrospective Evaluation: 2005-2013

Item: \_\_\_\_\_  
Public Safety Committee  
October 28, 2014



OAKLAND UNITE  
VIOLENCE PREVENTION PROGRAMS  
RETROSPECTIVE EVALUATION: 2005-2013

September 2014

R D A

# Outline

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- Overview of Oakland Unite
- Evaluation Purpose and Methods
- Findings
- Conclusions and Next Steps

# Overview of Oakland Unite

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- Oakland's voter-approved Measure Y provides ~\$5 million annually to community-based violence prevention efforts in 4 service areas:
  - ▣ Youth outreach counselors
  - ▣ After-school and in-school programs for youth and children
  - ▣ Domestic violence and child abuse counselors
  - ▣ Offender/parolee employment training
  
- The Human Services Department (HSD) implements these efforts via the *Oakland Unite* (OU) violence prevention programs (VPPs)
  
- HSD, in consultation with the Measure Y Oversight Committee and City Council's Public Safety Committee,
  - ▣ Develops triennial funding strategies for services that align with legislation and meet City's shifting needs
  - ▣ Administers and monitors grants to community organizations to provide services



# Evaluation Purpose

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- Retrospective analysis to determine effectiveness of OU and changes over time (2005-2013)
  
- Evaluation Questions:
  1. How does the OU service model change over time, including target population, service array, and dosage?
  2. How does the effectiveness of OU programs change over time?
  3. How does participation in OU programs impact future criminal justice involvement?

**Findings:**

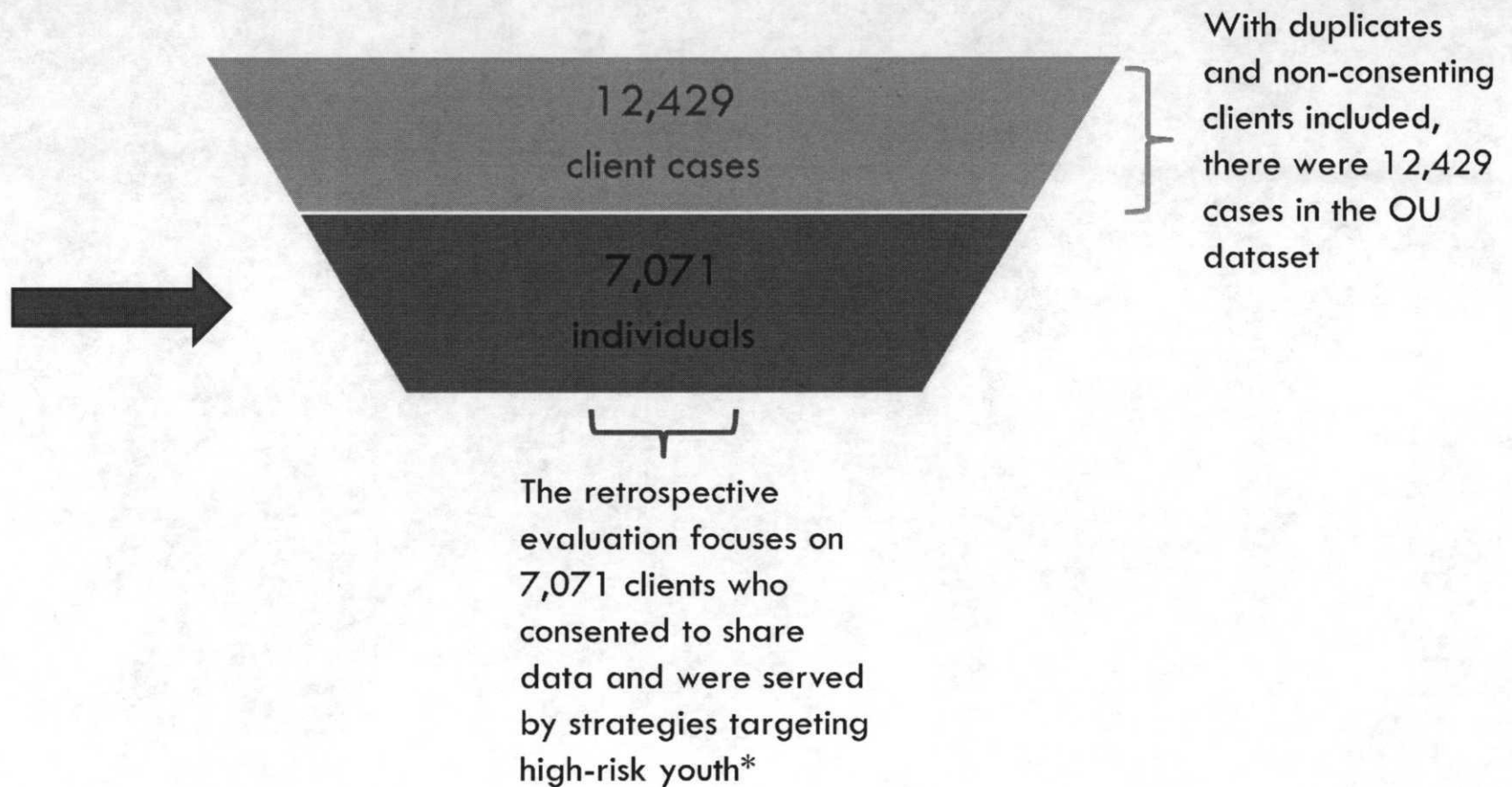
How has OU's service delivery model evolved?

- Target population
- Service array

# Methods: Population

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*How has OU's service delivery model evolved?*



\* Excludes strategies focused on children under ten and clients who declined to participate in evaluation. See Appendix for full details.

# Methods: Analysis

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*How has OU's service delivery model evolved?*

- OU service recipients broken into 2-year cohorts:
  - Cohort 1: FY 05-06, 06-07
  - Cohort 2: FY 07-08, 08-09
  - Cohort 3: FY 09-10, 10-11
  - Cohort 4: FY 11-12, 12-13
  
- Analysis by:
  - Numbers
  - Demographics
  - Service distribution

\* See Appendix for further details of methodology



# Key Findings

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- Over time, OU has shifted to focus on higher-risk individuals
  - ▣ Older clients
  - ▣ More men and boys
  
- African-American and Latino clients comprise more than three-quarters of participants
  
- The strategy “mix” evolved to give more emphasis to:
  - ▣ Street Outreach & Crisis Response services
  - ▣ Commercially and Sexually Exploited Children

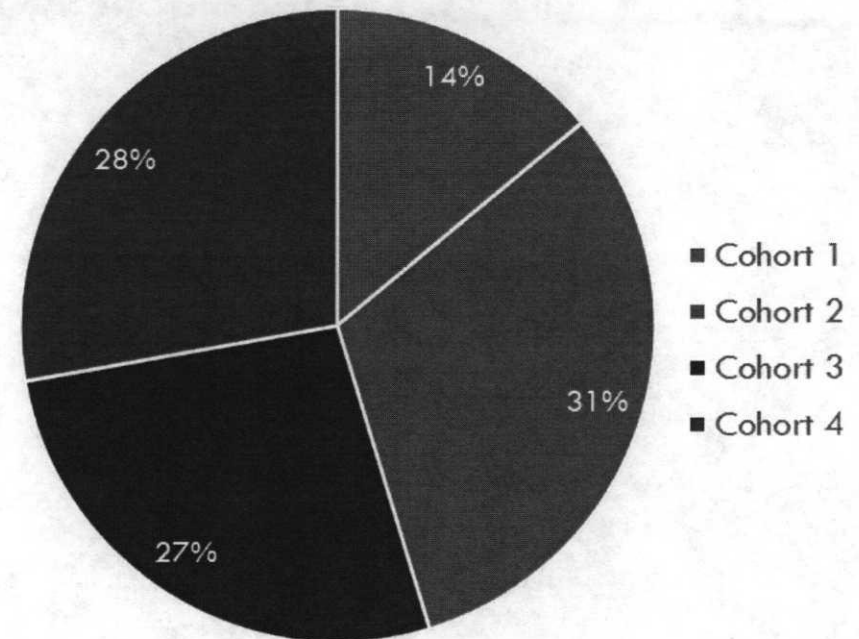
# OU served a roughly stable number of clients in each cohort

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## How has OU's service delivery model evolved?

- ~ 7,000 participants served from 2005 to 2013
- The size of each cohort is roughly stable
  - ~1,900- 2,200 youth in Cohorts 2, 3, and 4\*

VPP Participants by Cohort



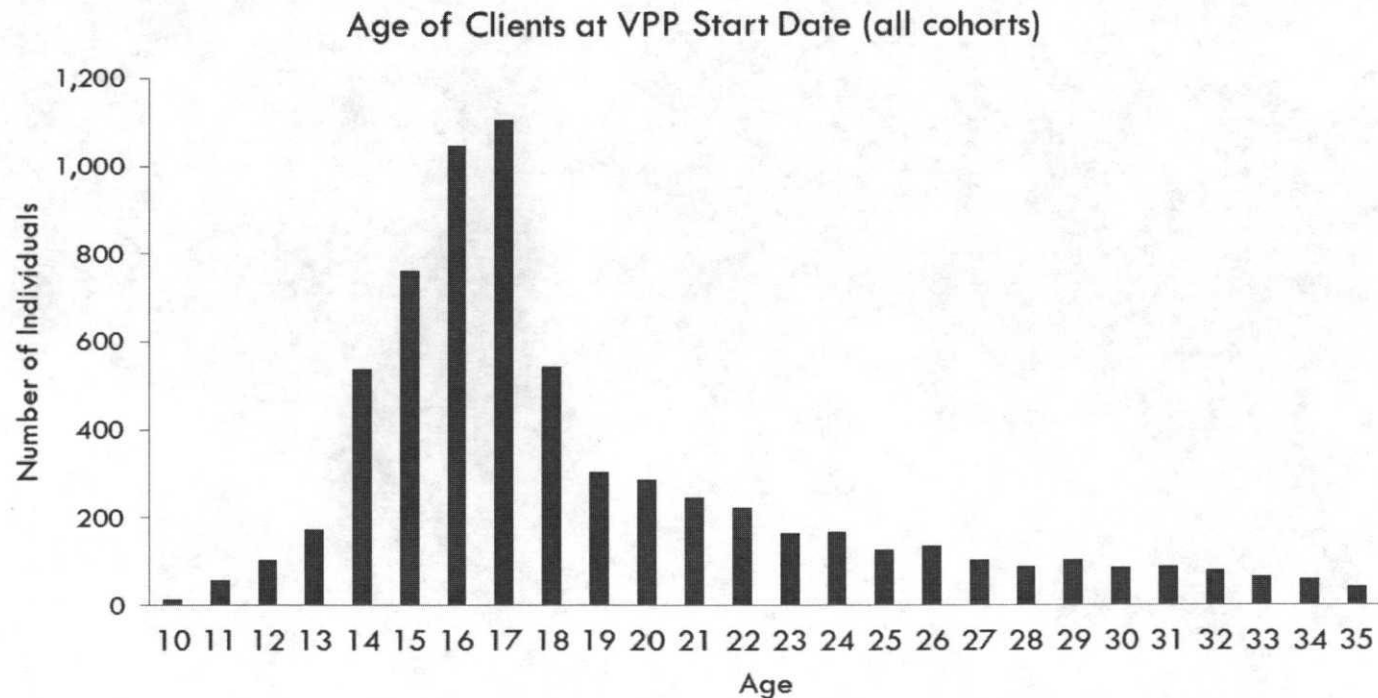
\* Cohort 1 effectively began enrollments in 2006, explaining its smaller size.

# Most clients served by OU were in the target age range of mid- to late-teens

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*How has OU's service delivery model evolved?*

- Most youth served were 14 to 18 years old
- The mean age was 19 years. The median age was 17 years.

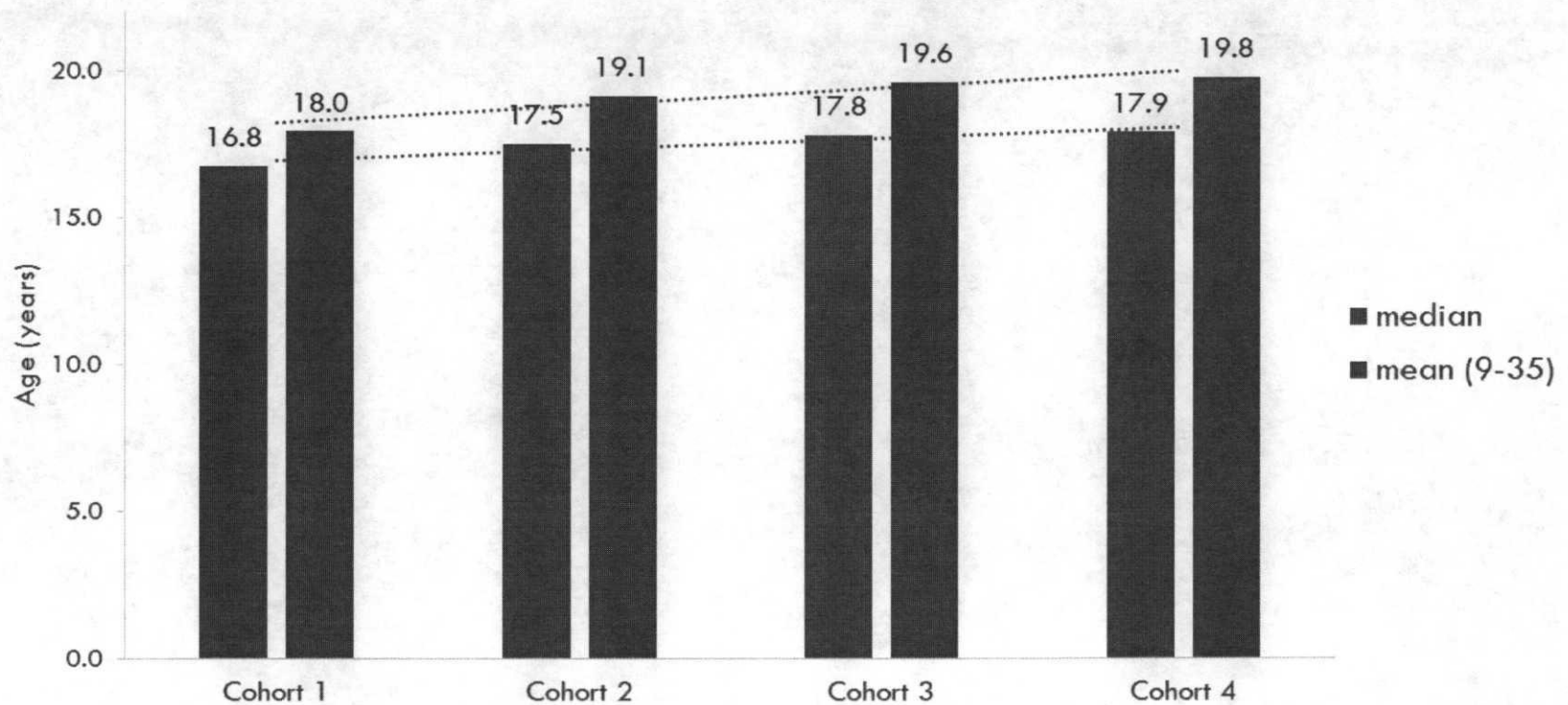


# OU enrolled older clients over time in response to increasing crime by adults compared to youth

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*How has OU's service delivery model evolved?*

Average OU Client Age by Cohort





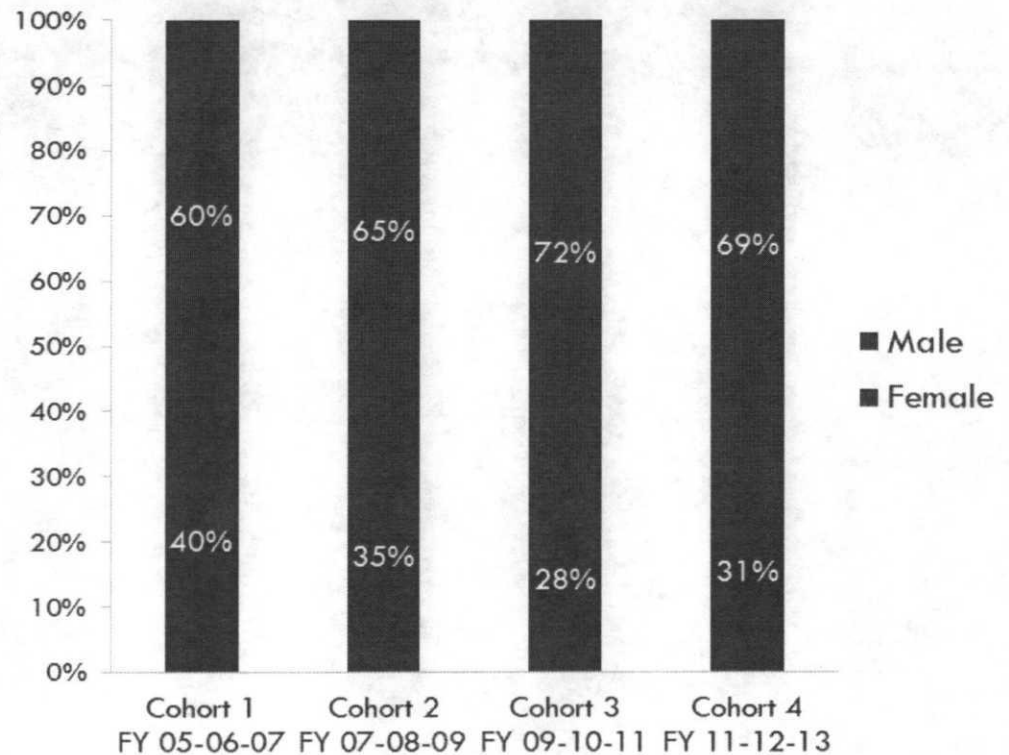
# OU increasingly served men and boys, as the initiative targeted a higher risk population

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How has OU's service delivery model evolved?

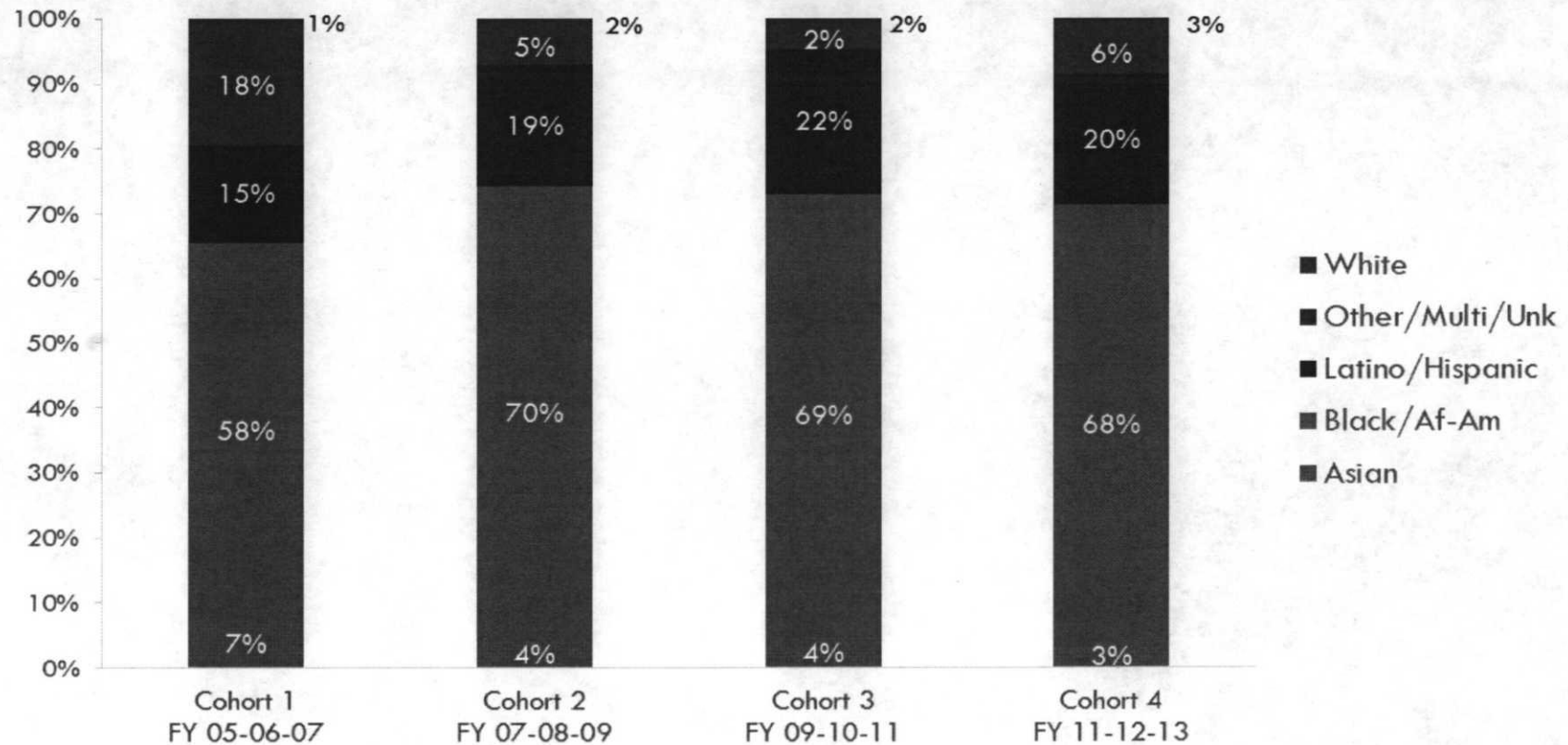
- Two-thirds of participants across cohorts were male
  - Cohorts 3 and 4 had the highest proportions of male participants

VPP Participants by Gender



# The majority of participants were African-American and Latino throughout the program

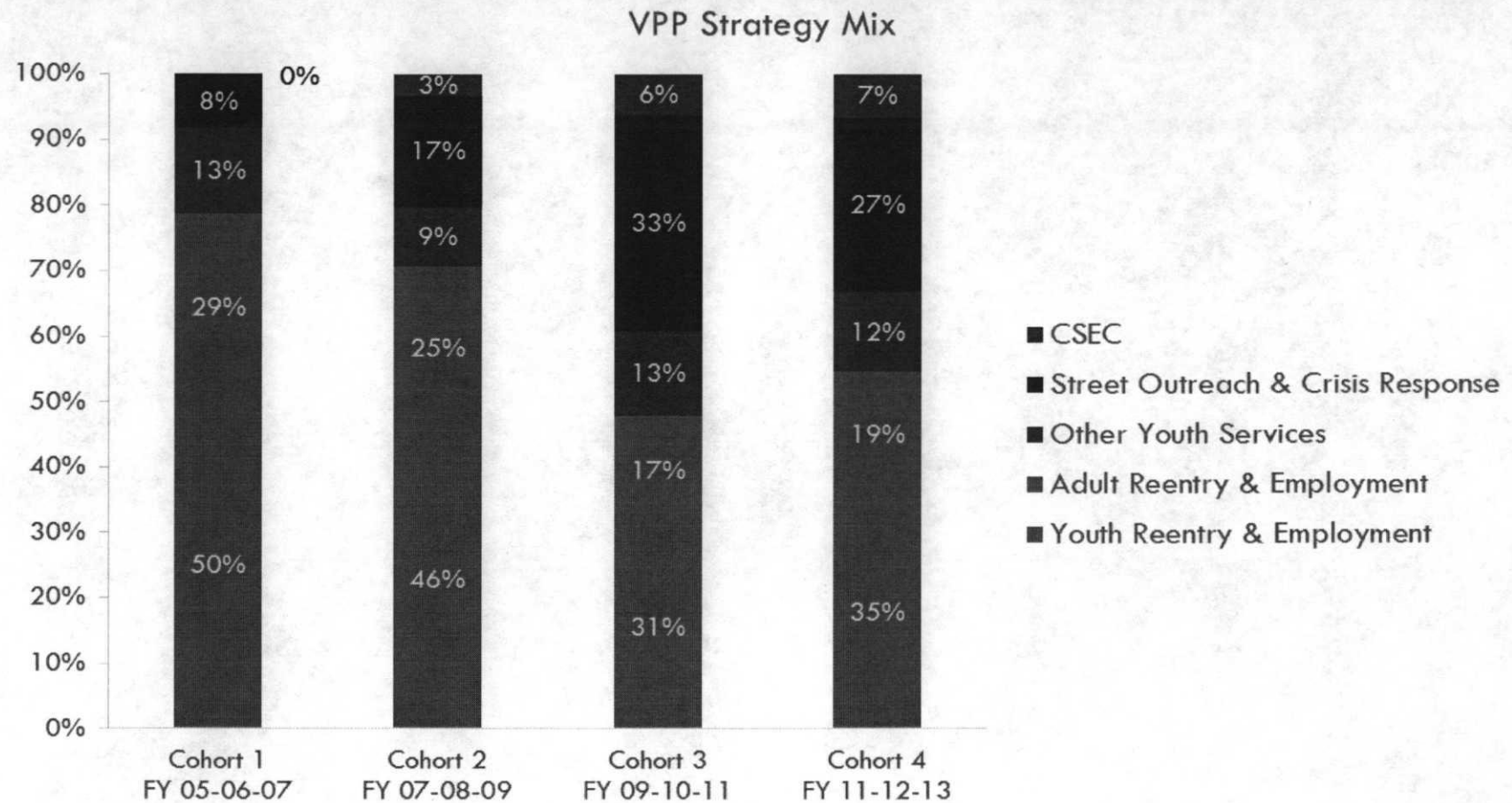
VPP Participants by Race/Ethnicity



# The strategy “mix” evolved to give more focus to Street Outreach/Crisis Response and CSEC

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*How has OU's service delivery model evolved?*



\* See Appendix for explanation of strategy consolidation



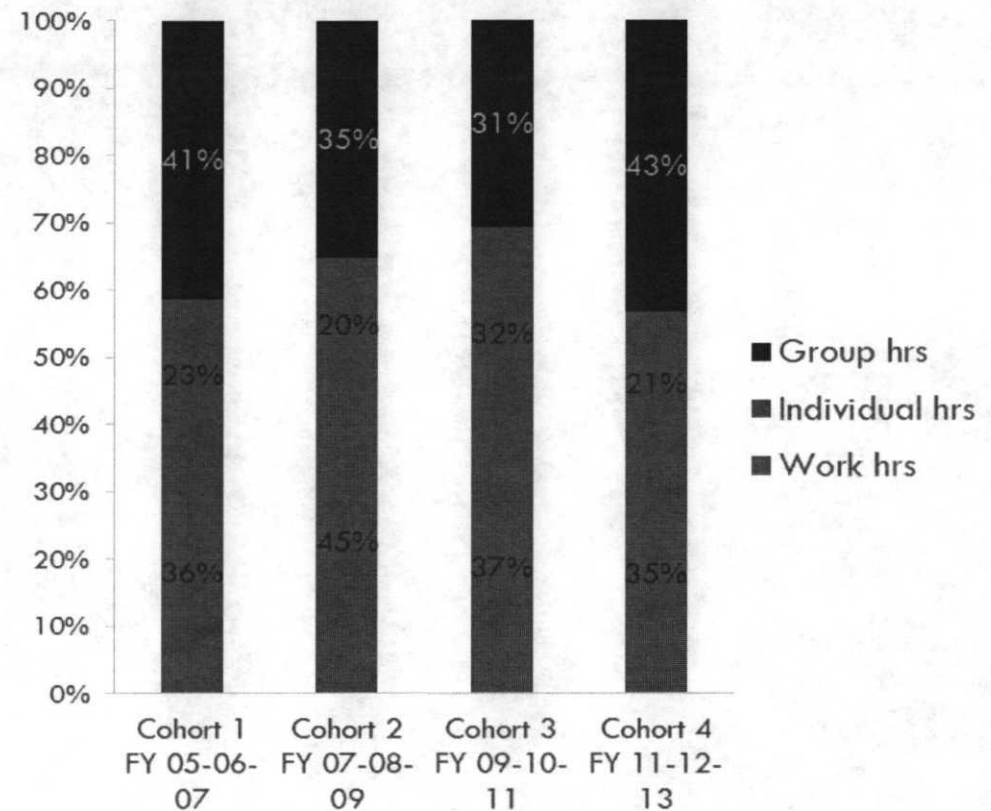
# The “mix” of service hour types was fairly static

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*How has OU's service delivery model evolved?*

- The average number of service hours per participant ranged from 63-103 hours, with an average of 85 hours
- Work and group hours were generally highest (except in Cohort 3)

VPP Service Hours by Type



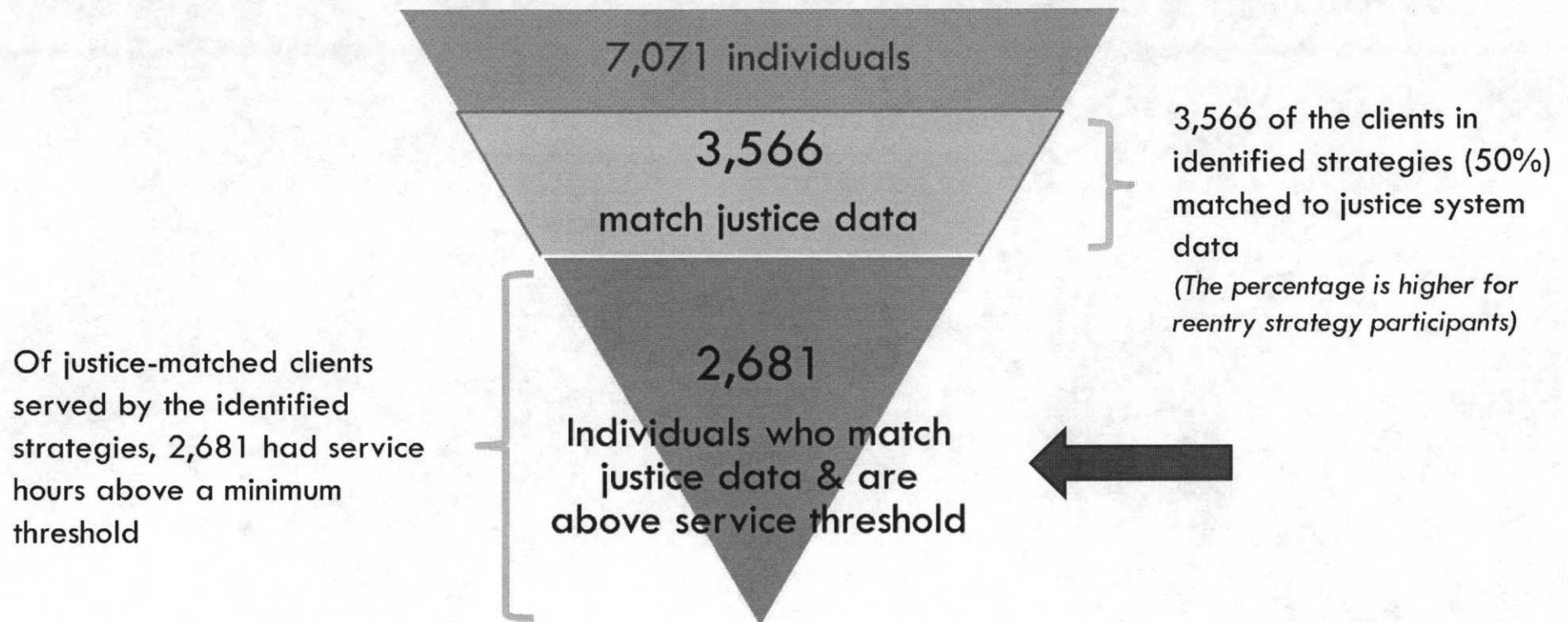


**Findings:**

How does OU program effectiveness change over time?  
How does participation impact criminal justice involvement?

# Methods: Population

17 How does OU effectiveness change? How does participation impact justice involvement?



# Methods: Analysis

18 *How does OU effectiveness change? How does participation impact justice involvement?*

- Recidivism analysis based on 2-year cohorts
  - 5 years pre-OU involvement
  - 2 years post-OU involvement
  - Arrests and Convictions
    - Violent offenses
    - Non-violent offenses
    - None

# Key Findings

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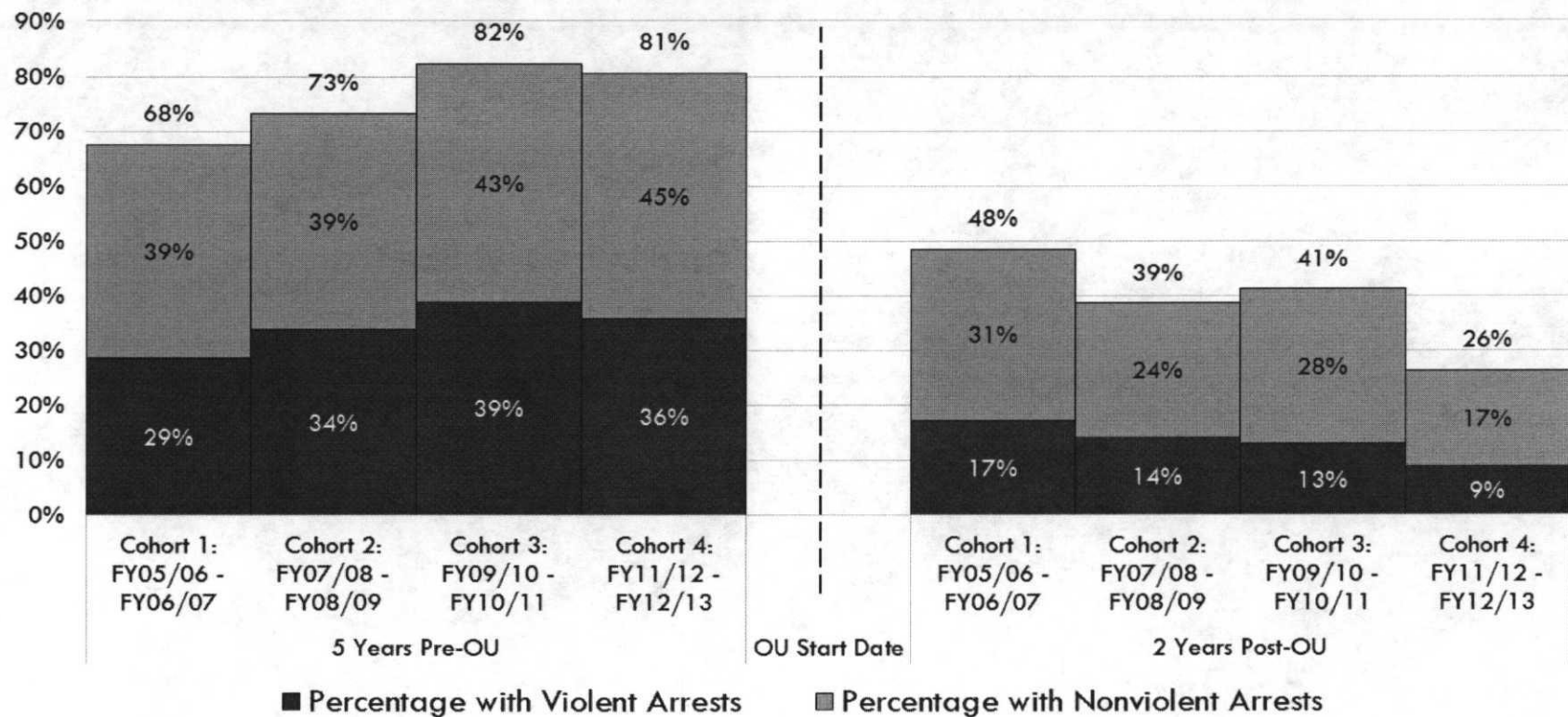
- OU programs have targeted an increasingly high-risk population and achieved progressively lower recidivism rates
- Individuals' involvement with the justice system declined after they enrolled in OU programs
- Both are demonstrated by findings that:
  - ▣ Post-service arrest and conviction rates have decreased continuously over time
  - ▣ The proportion of clients with no post-service arrests or convictions has increased over time



# Pre-OU **arrest** rates rose across the four cohorts, while Post-OU arrest rates declined

20 *How does OU effectiveness change? How does participation impact justice involvement?*

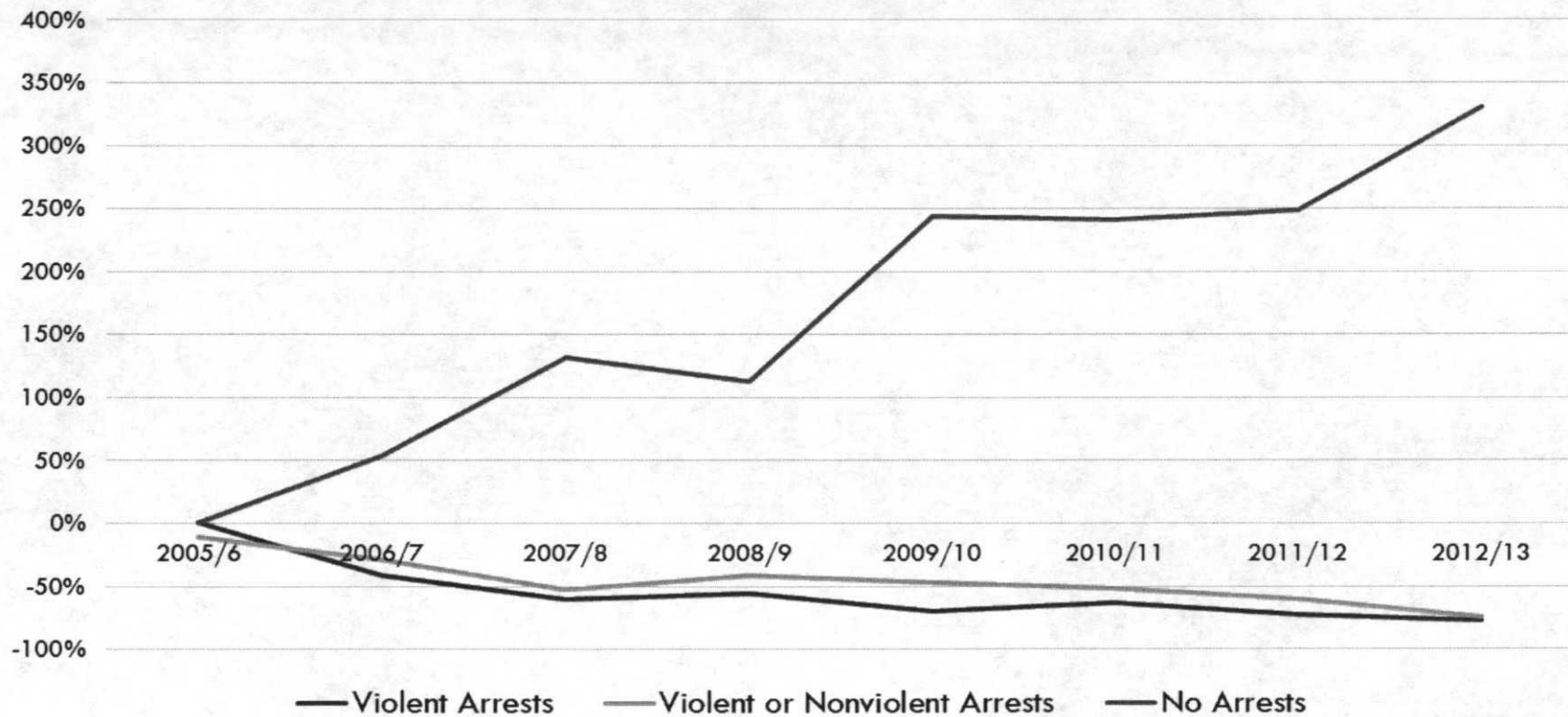
Percentages of Participants with Violent and Nonviolent Arrests 5 Years Pre-OU and 2 Years Post-OU, by Cohort



# As a result, the gap between Pre-OU and Post-OU arrest rates increased over time

21 *How does OU effectiveness change? How does participation impact justice involvement?*

### Percent Difference between Arrest Rates 2 Years Post-OU and 5 Years Pre-OU, by Fiscal Year

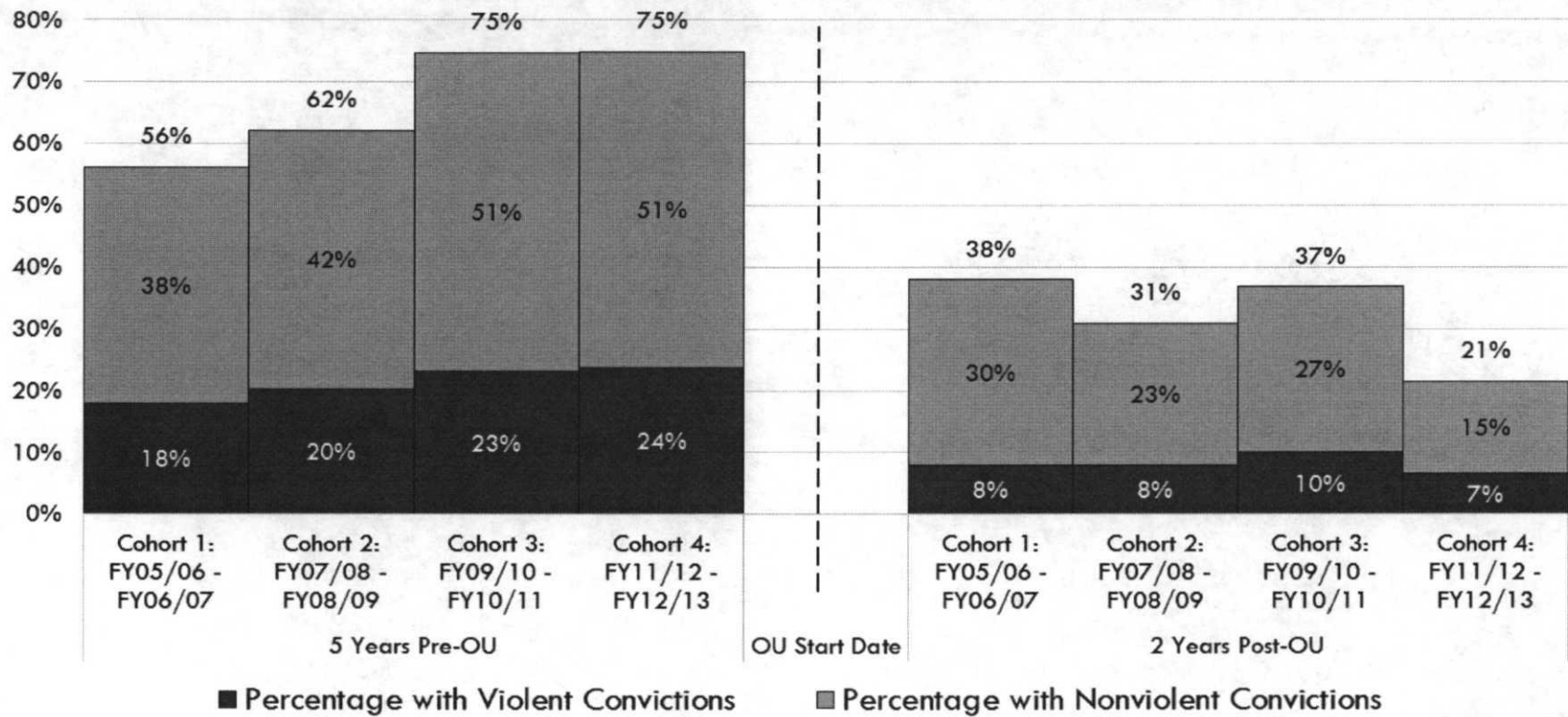


\* See Appendix for additional explanation of this measure

# Conviction rates also increased Pre-OU, while declining Post-OU, across the four cohorts

22 How does OU effectiveness change? How does participation impact justice involvement?

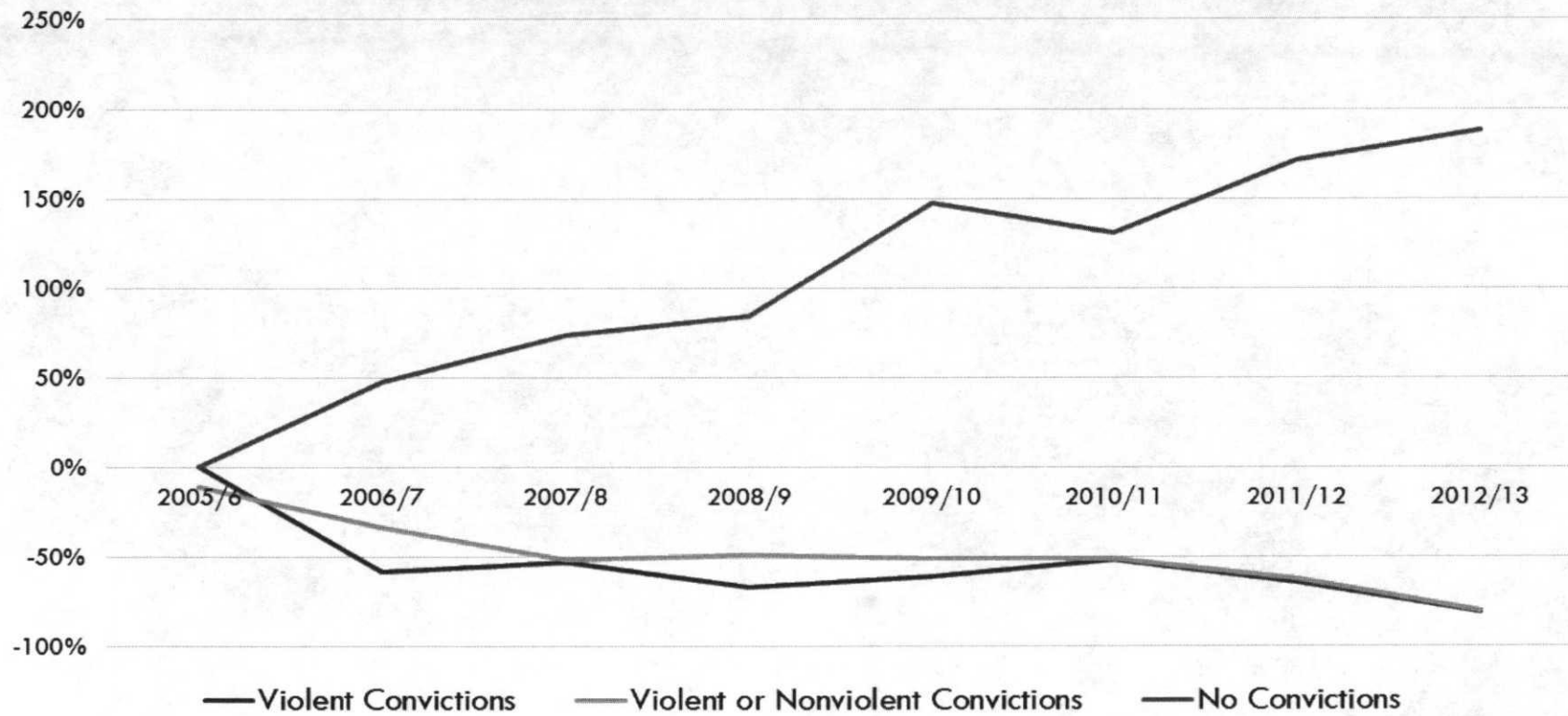
Percentages of Participants with Violent and Nonviolent Convictions 5 Years Pre-OU and 2 Years Post-OU, by Cohort



# Thus, the gap between Pre-OU and Post-OU conviction rates also increased over time

23 *How does OU effectiveness change? How does participation impact justice involvement?*

### Percent Difference between Rates of Conviction 2 Years Post-OU and 5 Years Pre-OU, by Fiscal Year



\* See Appendix for additional explanation of this measure





# Conclusions and Next Steps

# Conclusions

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- OU programs have targeted an increasingly high-risk population
- At the same time, they have achieved progressively lower recidivism rates
- Individuals' involvement with the justice system declined after participating in OU programs

# Next Steps

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- **Evaluation:** Multivariate analysis of OU participation and client recidivism, controlling for factors such as age at first arrest and service hours received
- **Measure Y:** In November 2014, Oakland voters will consider an updated version of Measure Y to renew funding OU programs

Appendix

## Notes on Methods

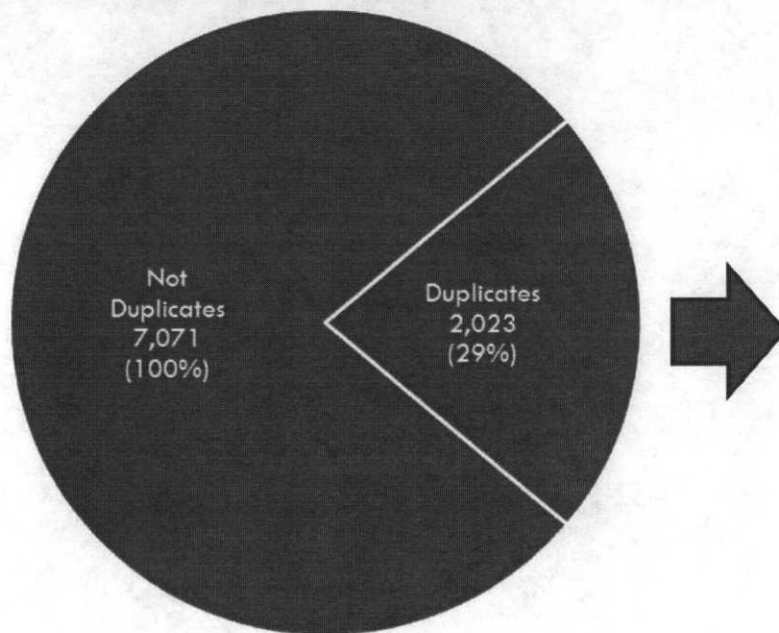


# Clients included in retrospective evaluation

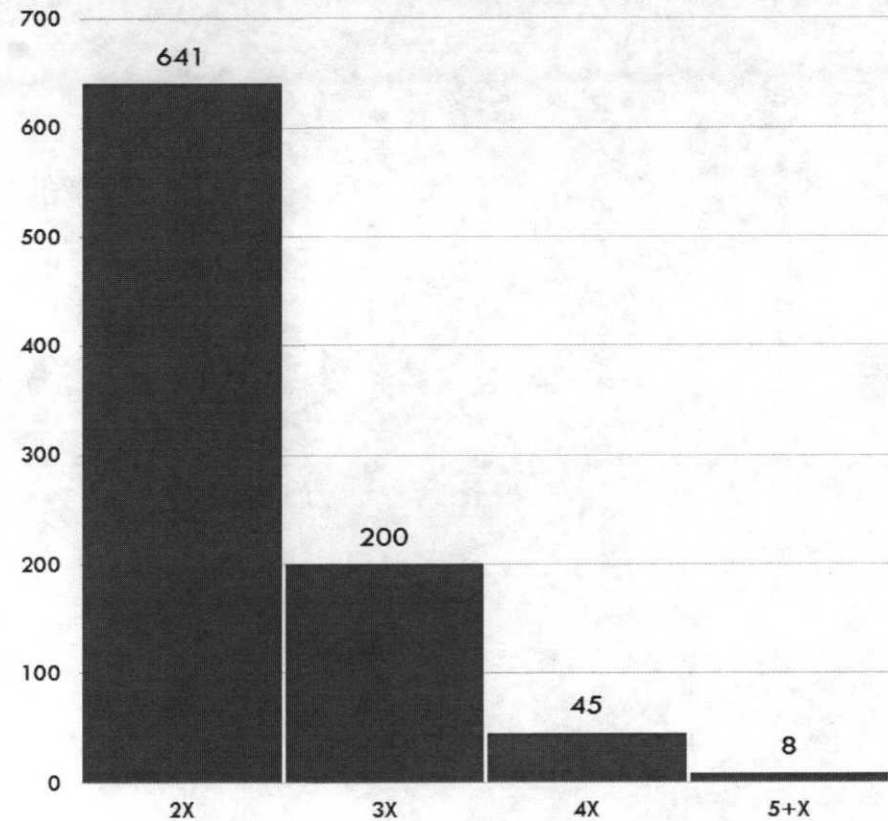
- The strategies that served “high risk” clients include:
  - Caught in the Crossfire
  - Commercially Sexually Exploited Children (CSEC)
  - Gang Prevention
  - Juvenile Justice Center (JJC)
  - Leadership Excellence
  - Oakland Street Outreach (OSO)
  - Project Choice
  - Reentry Employment
  - Restorative Justice for Oakland Youth (RJOY)
  - Youth Employment
  
- The threshold number of service hours was 9.5 hours for all strategies except Oakland Street Outreach, for which it was 5 hours.
  
- An additional 2,000 individuals were identified as appearing in the dataset multiple times. They are not included in the retrospective evaluation.
  
- Among the individuals remaining once duplicates had been removed, 3,566 matched to justice system data.

Of the approximately one-quarter of all individuals identified as duplicates, most (61%) appeared just twice

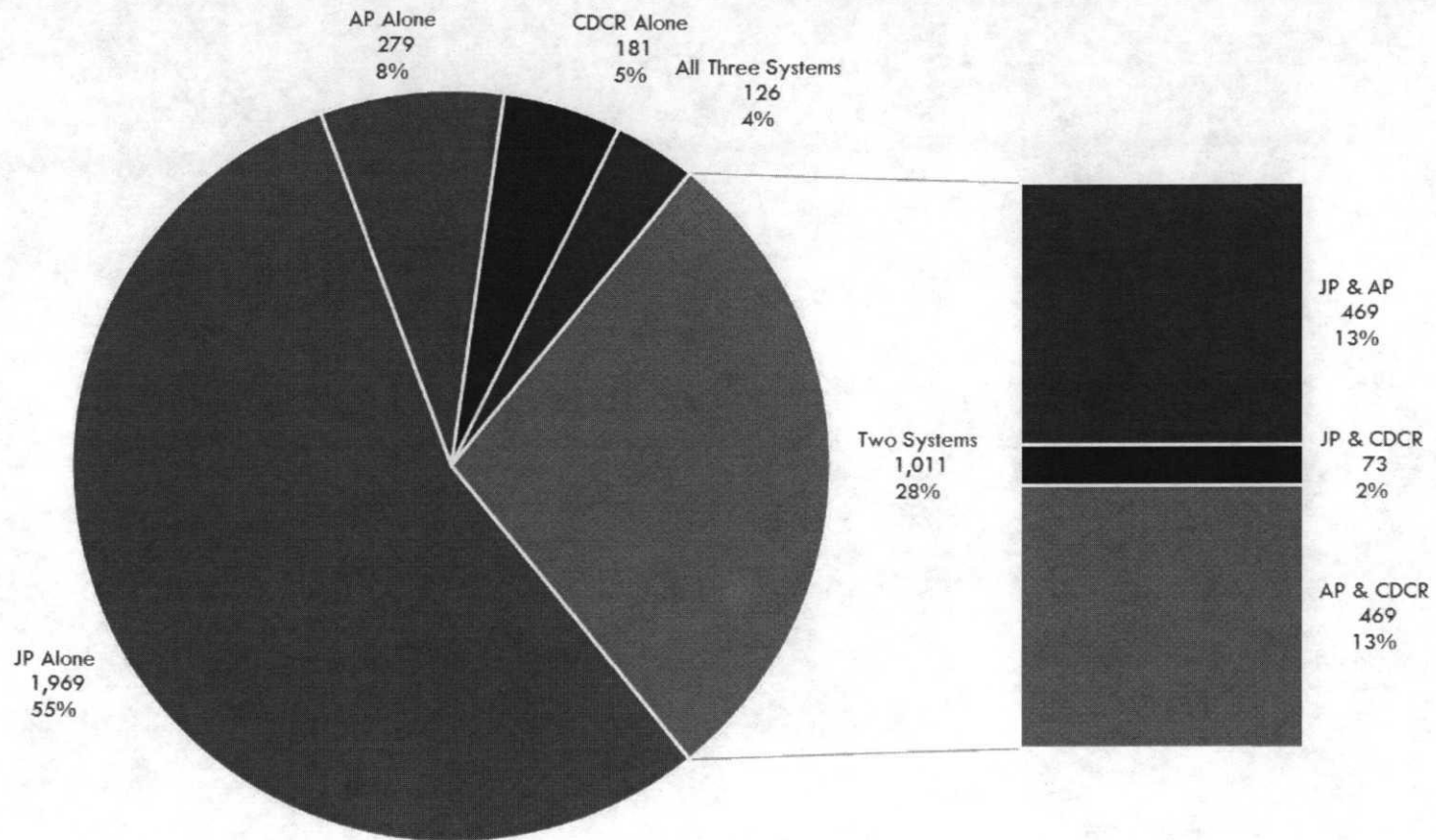
Percent Duplicates



Frequency of Times Duplicated



# One-third of all participants matching to the justice system have had contact with multiple justice agencies



# Strategy “Mix”

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- The strategies on Slide 14 are grouped as follows:
  - Youth Reentry and Employment
    - JJC, Youth Employment
  - Adult Reentry
    - Reentry Employment, Project Choice
  - Street Outreach and Crisis Response
    - Oakland Street Outreach, Caught in the Crossfire
  - Other Youth Services
    - Gang Prevention, RJOY, Leadership Excellence
  - CSEC



# OU Program Effectiveness & Impact on Justice Involvement

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On Slides 20 and 22,

- 5 Year Pre-OU and 2 Year Post-OU arrest and conviction rates equal the proportion of OU individuals with arrests or convictions during those timespans:

$$\text{Pre/Post}\% = \frac{\text{Individuals with Arrests or Convictions}}{\text{Total OU individuals}}$$

On Slides 21 and 23,

- The gaps between Pre-OU and Post-OU arrest and conviction rates were calculated by taking the percent difference between the two:

$$\text{Percent Difference} = \frac{\text{Post}\% - \text{Pre}\%}{\text{Pre}\%}$$